

Application Number: 19/10339 Full Planning Permission

Site: PARSONAGE HOUSE, GREEN LANE, FORDINGBRIDGE
SP6 1JT

Development: First-floor rear extension.

Applicant: Mr Bartlett

Target Date: 09/05/2019

Extension Date: 20/08/2019

Link to case file: [view online here](#)

1 SUMMARY OF THE MAIN ISSUES

The following are considered to be the main issues to be taken into account when determining this application. These, and all other relevant considerations, are set out and considered in Section 11, of this report after which a conclusion on the planning balance is reached.

- (1) The acceptability of the proposed extension in terms of its design
- (2) Impact on the character and appearance of the Listed Building and Fordingbridge Conservation Area
- (3) Ecology

This matter is being considered by Committee as a contrary view has been expressed by the Town Council.

2 THE SITE

Parsonage House is a Grade II Listed Building set within the Fordingbridge Conservation Area. It is set within a large isolated site, which is well treed. It is located in an important site being associated with a moat, noted in the Historic England Register as being built within 1066-1539 and is on the site of Manor of Woodfidley; this is also an area of Archaeological Importance. The original part of the house dates from approximately 1665. There have been additions to the dwelling over the centuries, including the single storey structure on the rear elevation. This single storey structure, referred to as the boot room in the accompanying Heritage Statement, is likely to date from 1872 and originally formed part of a wraparound extension to the dwelling. There have also been recent additions to the dwelling, in the form of a single storey rear conservatory and attached garage with room over.

3 THE PROPOSED DEVELOPMENT

The proposal is for a first floor extension, that would continue the line of the existing rear gable with a glazed end elevation. The extension would be over an existing single storey structure possibly dating from 1875.

There is an associated Listed Building current application (item 3j on this agenda).

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
19/10340 First floor rear extension; create opening through first floor gable wall (Application for Listed Building Consent)			Item 3j
19/10300 Single-storey extension; roof light			Item 3g
19/10301 Single-storey extension; roof light (Application for Listed Building Consent)			Item 3h
14/10895 Detached garage/store	13/08/2014	Approved	
12/99362 Retention of tree house and decking; rope bridge; zip wire	08/01/2013	Approved	
12/98999 Replacement garage with room over (Application for Listed Building Consent)	07/09/2012	Approved	
12/98990 Replacement garage with room over	07/09/2012	Approved	
12/98996 Single-storey rear extension (Application for Listed Building Consent)	14/09/2012	Approved	
12/98983 Single-storey rear extension	14/09/2012	Approved	
XX/RFR/01441 Erection of a double garage.	06/03/1952	Approved	

5 THE DEVELOPMENT PLAN AND OTHER NFDC GUIDANCE

The Core Strategy

CS2: Design quality

CS3: Protecting and enhancing our special environment (Heritage and Nature Conservation)

Local Plan Part 2 Sites and Development Management Development Plan Document

DM1: Heritage and Conservation

DM2: Nature conservation, biodiversity and geodiversity

The Emerging Local Plan

SO3: Built environment and heritage

Policy 1: Achieving sustainable development

Policy 9: (saved policy DM2) Nature Conservation, biodiversity and geodiversity.

Policy 11: (saved policy DM1): Heritage and Conservation

Policy 13: Design quality and local distinctiveness

Supplementary Planning Guidance and other Documents

SPG - Fordingbridge - A Conservation Area Appraisal

SPD - Fordingbridge Town Design Statement

6 RELEVANT LEGISLATION AND GOVERNMENT ADVICE

Relevant Legislation

National Planning Policy Framework:

NPPF Ch.12 - Achieving well-designed places

paras 124 and 127

NPPF Ch.15 - Conserving and enhancing the natural environment

paras 170 and 174

NPPF Ch.16 - Conserving and enhancing the historic environment

paras 189,193 and 196

7 PARISH / TOWN COUNCIL COMMENTS

Fordingbridge Town Council: Recommend (PAR 3) permission as it will make the property more uniform and it won't affect anyone else

8 COUNCILLOR COMMENTS

No comments received

9 CONSULTEE COMMENTS

The following is a summary of the representations received which can be read in full via the link set out at the head of this report.

New Forest Ecologist - objection. No ecological survey has been submitted to evaluate the risks to protected species and any mitigation required.

NFDC Conservation - Objection. The proposed extension would be harmful to the historic integrity of the Listed Building and thereby harmful to the Conservation Area.

10 REPRESENTATIONS RECEIVED

None received

11 OFFICER COMMENTS

Introduction

11.1 The main issues when determining this application is in respect of the impact of the proposed extension on the character and appearance of the Listed Building and Fordingbridge Conservation Area and Ecology. Further to this, consideration also needs to be given to the impact on of the proposed extension on neighbouring properties .

Relevant Considerations

Impact on the character and appearance of the Listed Building and Fordingbridge Conservation Area

11.2 The National Planning Policy Framework 2019 Chapter 12 "Achieving well designed places" acknowledges (in Para 124) that the creation of a high quality built environment is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development in creating better places to live and work. Being clear about design expectations is essential to achieving this goal.

- 11.3 Para 127 of the NPPF requires development to be sympathetic to local character, respect surrounding built environment and maintain a strong sense of place in terms of building gaps, spaces and materials.
- 11.4 Para 189 provides guidance on the requirement of information describing the significance of any heritage assessment, including any contribution made by their setting. In areas described as having archaeological importance at a minimum a desk based study would be required.
- 11.5 Para 193 stresses that great weight should be given to the assets conservation.
- 11.6 At para 196 of the NPPF, the guidance states that when the proposal will lead to less than substantial harm to the designated heritage asset, this harm should be weighed against the public benefits of the proposal.
- 11.7 Parsonage House is a Grade II Listed Building, which is located in the Fordingbridge Conservation Area. The Fordingbridge Conservation Area Assessment identifies the moat and fishpond (formerly of Woodfidley Rectory Manor) at Parsonage Farm as being designated as 'area of national archeological importance'.
- 11.8 When considering this scheme which relates to a heritage asset (being both the Listed Building and the Conservation Area) it is important that the form, scale and mass of the existing dwelling is respected. It is also important that any changes do not result in a loss of significance to the heritage asset regardless of whether or not this alteration will be visible from a public vantage point.
- 11.9 The existing dwelling has been the subject of earlier additions. Most of these additions are historic, adding to the character and significance of this building, which makes an important contribution to the Conservation Area.
- 11.10 The proposed first floor addition would be over an earlier extension, possibly dating from 1872. It is questionable whether the foundations would be sufficient to support a further extension without significant structural interventions, but this has not been addressed in the submitted application. The new roof of the proposed first floor extension would link to the old roof, altering the overall appearance of the building and adding to the bulk and mass of the building. Whereas currently the chimney stack is sited on the end of the gable, the addition would result in the chimney being isolated and incongruous within the extended roof, further undermining the historic integrity of the building.
- 11.11 The proposed first floor extension has been designed to be an obvious modern addition to the property, and would mimic the same architectural style of the conservatory. whilst this approach was considered to be an appropriate approach for the conservatory that was granted planning permission in 2012(?) this is not considered to be appropriate for a first floor extension to the rear of the dwelling. It is considered that this would result in a more suburban style of architecture which would not reflect the traditional, rural appearance of the building. The addition of a further extension would increase the scale and mass of the building which would have a cumulative effect, resulting in an unacceptable impact upon the historic scale and form of the building and erode its

architectural integrity.

- 11.12 Development proposals should preserve or enhance the character and appearance of a Conservation Area. Consequently development that is identified as being harmful to the character and appearance of the Listed Building is also considered to be harmful to the Fordingbridge Conservation Area, regardless of whether it is visible from views within the public realm. As such there would be less than substantial harm to the character and appearance of the Fordingbridge Conservation Area, resulting from the proposed development. The existing dwelling is a 5 bedroom property, and the extension would create an additional bedroom. Even though this would be of benefit to the applicants, it would not outweigh the harm caused to the Listed Building and Fordingbridge Conservation Area set out in the provision of the NPPF Para 196 .
- 11.13 Even though the site has archaeological importance, no desk based study has been provided. However, as the proposal is for a first floor extension it would not break ground, therefore the lack of this information in this instance raises no objection.

Ecology

- 11.14 Para 170 of the NPPF requires development to contribute and enhance the natural environment by minimising impacts on and providing net gains for biodiversity. Para 174 of the NPPF relates to the importance of protecting and enhancing biodiversity.
- 11.15 The environs of the site are conducive to the presence of protected species, especially bats and nesting birds, and with waterbodies and tree cover in close proximity the site meets the criteria established nationally and used in Natural England's Standing Advice.
- 11.16 The proposed works would interfere with the existing roof structure of the building. The affected area potentially possesses suitable features to support roosting bats and possibly nesting birds. The proposal would require activities, which would temporarily remove the features, potentially lead to permanent loss of access and lead to general noise and physical disturbance. These may constitute criminal offences if places of rest for bats or nesting sites for birds are present.
- 11.17 An ecology report was requested during the course of the application, but this has not been submitted. However, without suitable survey work and information, it is not possible for the Council to demonstrate that the proposal is in accordance with Policy CS3 and DM2 and therefore cannot discharge its legal duties. The work identified as required was not overly onerous, but without an appropriate report the Ecologist is objecting to the application, and as such refusal for this reason is recommended.

Neighbour Amenity

- 11.18 By virtue of its secluded setting, the proposed extension would not impact upon neighbour amenity.

CONCLUSION ON THE PLANNING BALANCE

- 12.1 The proposals have been considered within the relevant local and

national policy context. The proposed development would result in harmful additions to the Listed Building which would consequently detract from the character and appearance of the Fordingbridge Conservation Area. Furthermore, the impact on protected species has not been considered nor information provided on any potential mitigation

12.2 Notwithstanding there is no impact upon neighbour amenity, the harm to the Listed Building and Conservation Area and potential ecology impacts without adequate mitigation, outweighs the individual benefits to the applicant.

13 OTHER CONSIDERATIONS

Crime and Disorder

None relevant

Local Finance

Regulation 42 of the CIL Regulations 2010 (as amended) states that CIL will be applicable to all applications over 100sqm GIA and those that create a new dwelling. Whilst the development is over 100sqm GIA under Regulation 42A developments within the curtilage of the principal residence and comprises up to one dwelling are exempt from CIL. As a result, no CIL will be payable provided the applicant submits the required exemption form.

Human Rights

In coming to this recommendation, consideration has been given to the rights set out in Article 8 (Right to respect for private and family life) and Article 1 of the First Protocol (Right to peaceful enjoyment of possessions) of the European Convention on Human Rights. Whilst it is recognised that this recommendation, if agreed, may interfere with the rights and freedoms of the applicant to develop the land in the way proposed, the objections to the planning application are serious ones and cannot be overcome by the imposition of conditions. The public interest and the rights and freedoms of neighbouring property owners can only be safeguarded by the refusal of permission.

Equality

The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular the Committee must pay due regard to the need to:

- (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

14. RECOMMENDATION

Refuse

Reason(s) for Refusal:

1. The proposed first floor extension would increase the scale and mass of the building, and in addition to previous extensions would detract from the architectural integrity of this building by making a further cumulative change to the original form of the Listed Building. Furthermore, the modern design of the extension would detract from the traditional rural appearance of the building. This inappropriate addition would be harmful to the character and appearance of the Listed Building, which would consequently adversely impact upon the Fordingbridge Conservation Area. This would be contrary to Policies CS2 and CS3 of the Core Strategy for the New Forest District outside the National Park, DM1 of the Local Plan Part 2: Sites and Development Management Plan, and Chaps 12 and 16 of the National Planning Policy Framework.
2. In the absence of any ecological information to assist the Council to assess the impacts of the proposal on protected species, the planning authority cannot ensure any unavoidable impacts upon nature conservation interest are appropriately mitigated. This would be contrary to the provisions of Policy CS3 of the Core Strategy for the New Forest District outside the National Park, Policy DM2 of the Local Plan Part 2: Sites and Development Management Plan, and Chap 15 of the National Planning Policy Framework

Notes for inclusion on certificate:

1. In accordance with paragraph 38 of the National Planning Policy Framework and Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, New Forest District Council takes a positive and proactive approach, seeking solutions to any problems arising in the handling of development proposals so as to achieve, whenever possible, a positive outcome by giving clear advice to applicants.

Pre application advice was sought prior to the application being submitted, however the advice given did not support an extension in this position. Notwithstanding this, an application has been submitted. The application has been judged on its merits, but sufficient justification has not been provided for the works and therefore is not supportable. An extension of time was agreed to allow corrections to the plans to be submitted, but these did not alter the overall scheme or provide further justification for the works. Furthermore, even though an ecology report was requested, it was advised that this would not be forthcoming. As the application now falls to be

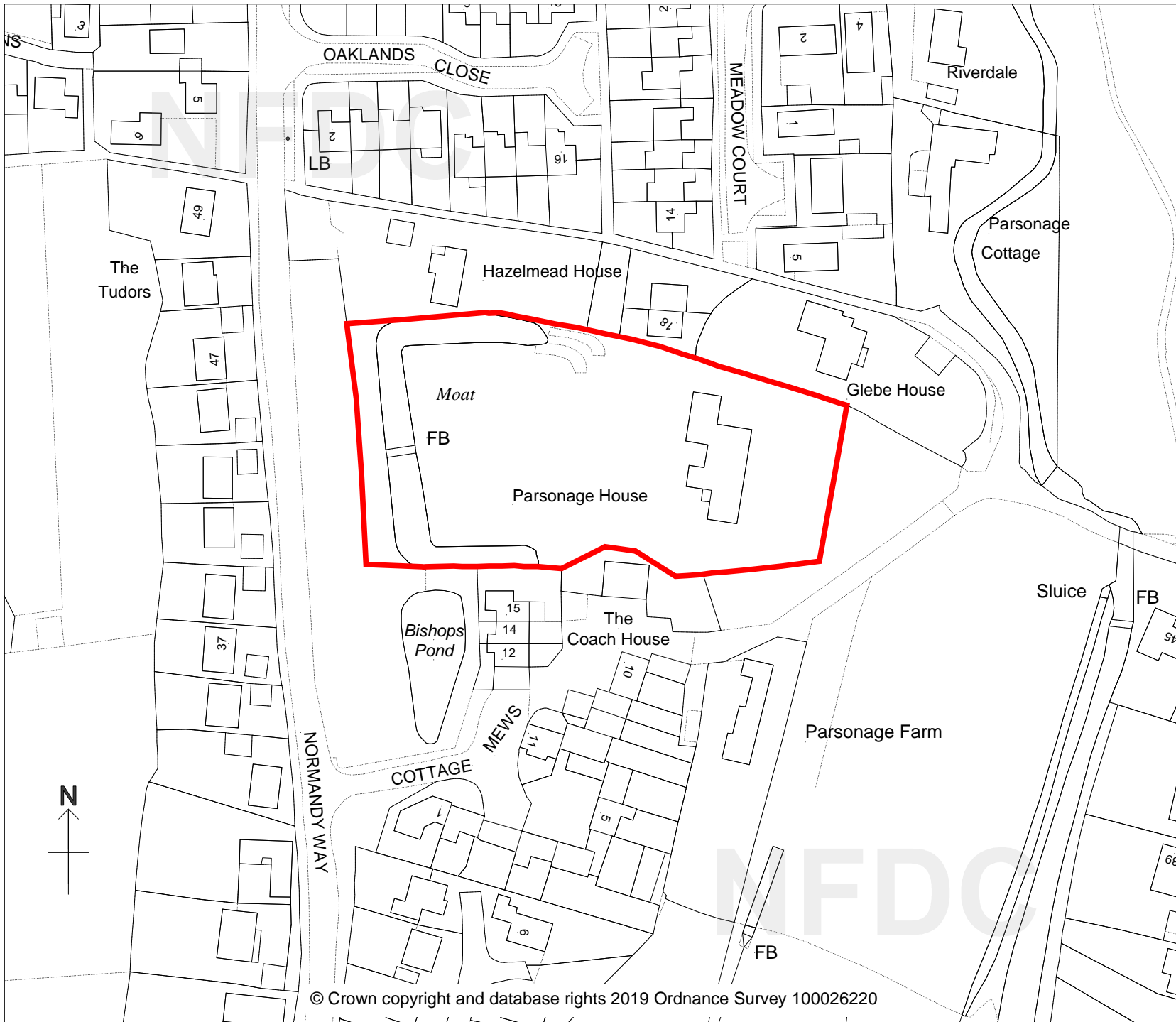
determined, there is demonstrable harm to the designated heritage asset, and coupled with the lack of ecology information, a refusal is justified in this case.

2. This decision relates to amended / additional plans received by the Local Planning Authority on 24 June 2019

Further Information:

Kate Cattermole

Telephone: 023 8028 5588



New Forest

DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Claire Upton-Brown
 Chief Planning Officer
 Planning
 New Forest District Council
 Appletree Court
 Lyndhurst
 SO43 7PA

PLANNING COMMITTEE

August 2019

Item No: 3g/3h/3i/3j
 Parsonage House
 Green Lane
 Fordingbridge
 19/10300 -10301-10339 -10340

Scale 1:1250
 N.B. If printing this plan from the internet, it will not be to scale.