

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: 14/02/2020

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.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
19/11304 Single storey extension	17/12/2019	Granted subject to conditions	

19/11306 Demolish existing rear utility and construct new utility room(application for Listed Building Consent)	17/12/2019	Granted subject to conditions	
19/10340 First floor rear extension; create opening through first floor gable wall (Application for Listed Building Consent)			Item 3a on this Agenda
19/10300 Single-storey extension; roof light	15/08/2019	Refused	
19/10301 Single-storey extension; roof light (Application for Listed Building Consent)	15/08/2019	Refused	
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

Section 38 Development Plan
Planning and Compulsory Purchase Act 2004

Section 66 General duty as respects listed buildings in exercise of planning functions.
Planning (Listed Buildings and Conservation Areas) Act 1990

Wildlife and Countryside Act 1981

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

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

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.

New Forest Ecologist - No objection.

Survey was undertaken by a suitably experienced and qualified person in May 2019, which is an appropriate timescale for both the fieldwork and conclusions still to be valid. Survey confirms Council was correct in requesting such information as parts of the building are considered to have high potential for bat access. However the proposals would affect structures with negligible or very low potential and therefore development could proceed in accordance with the recommendations of the report.

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

Comments in full are available on our website.

10 REPRESENTATIONS RECEIVED

None received

11 OFFICER COMMENTS

Introduction

- 11.1 This application was deferred from the August 2019 committee to allow the applicants the opportunity to commission and submit an ecology report, which has now been received. Furthermore, a section has been submitted to show the position of the existing end window in relation to the first floor extension, which would serve the first floor and be positioned at floor level. This additional information was received on the 20 December 2019.
- 11.2 When the application was presented to the August Committee, there were two reasons for refusal. The first reason for refusal related to the impact on the character and appearance of the Listed Building and the impact on the Conservation Area. There have been no amendments made to the proposed extension and as such this remaining reason for refusal, relating to the cumulative change to the original form of the Listed Building and the harm this would cause to the character and appearance of the Listed Building and the consequential harm to the Fordingbridge Conservation Area, still stands. The LPA is required to have regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (**Section 16 (2) and 66 (1)** of the Planning (Listed Buildings and Conservation Areas) Act 1990).
- 11.3 The second reason for refusal stated:
In the absence of any ecological information to assist the Council to assess the impact 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 Chapter 15 of the National Planning Policy Framework.

The submission of the Ecology report has now addressed this reason for refusal.

Relevant Considerations

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

- 11.4 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.

- 11.5 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.
- 11.6 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.
- 11.7 Para 193 stresses that great weight should be given to the assets conservation.
- 11.8 Para 196 of the NPPF, 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.
- 11.9 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'.
- 11.10 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.
- 11.11 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.
- 11.12 The proposed first floor addition would be over an earlier extension, possibly dating from 1872. It is unknown whether the foundations would be sufficient to support a further extension without significant structural interventions, but this has not been addressed in the submitted details. 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.
- 11.13 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. However 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. Furthermore, the existing conservatory's reads as an entirely new addition. Although the gable of proposed extension would match the conservatory in style, the lack of subservience and the elongation of the historic form of the building would result in an unacceptable alteration to

the building, which cannot be read as an alteration distinct from the building form of the existing property.

- 11.14 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 6 bedroom property, and the extension would enlarge an existing small 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 provisions of the NPPF Para 196 .
- 11.15 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

- 11.16 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.
- 11.17 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.
- 11.18 The submission of the Ecology report has satisfied the concerns of the NPA Ecologist, and subject to an appropriately worded condition, would not now object to this application.

Neighbour Amenity

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

12 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.
- 12.2 Notwithstanding there is no impact upon neighbour amenity, the harm to the Listed Building and Conservation Area, 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, Policies 11 and 13 of the Emerging Local Plan, and Chaps 12 and 16 of the National Planning Policy Framework.

Further Information:

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PLANNING COMMITTEE

February 2020

Item No: 3a and 3b

Parsonage House
Green Lane
Fordingbridge
19/10339 and 19/10340

Scale 1:1250

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

