

Application Number: 15/11296 Full Planning Permission

Site: 6 HIGH STREET, FORDINGBRIDGE SP6 1AX

Development: First & second floor rear extensions to create 2 flats; fenestration alterations

Applicant: Mr Tollman

Target Date: 30/10/2015

1 REASON FOR COMMITTEE CONSIDERATION

Reduced Affordable Housing contribution

2 DEVELOPMENT PLAN AND OTHER CONSTRAINTS

Primary Shopping Area
 Town Centre Boundary
 Archaeological Site
 Built-up Area
 Fordingbridge Conservation Area

3 DEVELOPMENT PLAN, OBJECTIVES AND POLICIES

Core Strategy

CS1: Sustainable development principles
 CS2: Design quality
 CS3: Protecting and enhancing our special environment (Heritage and Nature Conservation)
 CS10: The spatial strategy
 CS20: Town, district, village and local centres
 CS15: Affordable housing contribution requirements from developments
 CS25: Developers contributions

Local Plan Part 2 Sites and Development Management Development Plan Document

DM1: Heritage and Conservation
 DM3: Mitigation of impacts on European nature conservation sites

National Planning Policy Framework - Achieving Sustainable Development

NPPF Ch. 7 - Requiring good design
 NPPF Ch. 11 - Conserving and enhancing the natural environment

4 RELEVANT LEGISLATION AND GOVERNMENT ADVICE

Section 38 Development Plan
 Planning and Compulsory Purchase Act 2004
 National Planning Policy Framework

5 RELEVANT SUPPLEMENTARY PLANNING GUIDANCE AND DOCUMENTS

SPG - Fordingbridge Conservation Area Appraisal
Advisory Note on the Implementation of Core Strategy Policy CS15 - Affordable Housing (Nov 2012)
SPD - Fordingbridge Town Design Statement
SPD - Mitigation Strategy for European Sites

6 RELEVANT PLANNING HISTORY

The planning history of the site is limited to its former use as a bank.

7 PARISH / TOWN COUNCIL COMMENTS

Fordingbridge Town Council: Recommend permission as the proposals would enhance the rear of the property and provide 2 additional properties in the Town Centre.

8 COUNCILLOR COMMENTS

None

9 CONSULTEE COMMENTS

9.1 Estates and Valuation - In considering any additional land value created by grant of planning permission for development it is necessary to take into account the Local Authority's objective of providing Affordable Homes as set out in planning policy as well as the land owner receiving sufficient revenue from the disposal in order to provide appropriate incentive for it to be sold for development and the developer making a competitive return. In this case, if the target Affordable Homes financial contribution is included in the appraisal, the residential development land value falls below the threshold site value by the full amount of the target contribution. I am therefore of the opinion that the proposed development is not able to make a contribution to Affordable Homes. This is on the basis that all other planning obligations estimated in this report are paid in full.

9.2 Conservation - Having reviewed the revised plans and information showing removal of the lowering of the eills, the submitted scheme is supported, subject to conditions.

9.3 Land Drainage Engineer - no objections

9.4 Ministry of Defence - no safeguarding objections

10 REPRESENTATIONS RECEIVED

Representations have been received from the occupiers of nos. 1 and 2 Roundhill Cottages. They raise concerns over:

- the additional storey to the property will block out natural light to windows;
- loss of view across the roof tops; and
- that a wood clad wall will not be a pleasant outlook.

11 CRIME & DISORDER IMPLICATIONS

None

12 LOCAL FINANCE CONSIDERATIONS

If this development is granted permission and the dwellings built, the Council will receive £2,304 in each of the following six years from the dwellings' completion, and as a result, a total of £13,824 in government grant under the New Homes Bonus will be received.

From the 6 April 2015 New Forest District Council began charging the Community Infrastructure Levy (CIL) on new residential developments. Based on the information provided at the time of this report this development has a CIL liability of £3,383.20.

Tables setting out all contributions are at the end of this report.

13 WORKING WITH THE APPLICANT/AGENT

In accordance with paragraphs 186 and 187 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 take 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.

This is achieved by

- Strongly encouraging those proposing development to use the very thorough pre application advice service the Council provides.
- Working together with applicants/agents to ensure planning applications are registered as expeditiously as possible.
- Advising agents/applicants early on in the processing of an application (through the release of a Parish Briefing Note) as to the key issues relevant to the application.
- Updating applicants/agents of issues that arise in the processing of their applications through the availability of comments received on the web or by direct contact when relevant.
- Working together with applicants/agents to closely manage the planning application process to allow an opportunity to negotiate and accept amendments on applications (particularly those that best support the Core Strategy Objectives) when this can be done without compromising government performance requirements.
- Advising applicants/agents as soon as possible as to concerns that cannot be dealt with during the processing of an application allowing for a timely withdrawal and re-submission or decision based on the scheme as originally submitted if this is what the applicant/agent requires.
- When necessary discussing with applicants/agents proposed conditions especially those that would restrict the use of commercial properties or land when this can be done without compromising government performance requirements.

In this case following receipt of appropriately amended plans and further information, the proposal was considered to be acceptable.

14 ASSESSMENT

14.1 The Site and Proposal

- 14.1.1 The proposal relates to the former HSBC premises fronting the High Street in Fordingbridge, but extends to the rear as far as Round Hill and adjoins a pedestrian thoroughfare to the east known as The Hundred. The site is located within the Fordingbridge Conservation Area, Town Centre and Primary Shopping Area. It adjoins listed buildings to the east and west.
- 14.1.2 It is proposed to retain a sizeable proportion of the ground floor of the former bank building for A2 (professional and financial) use. However, the proposal seeks to convert some of the ground floor and all of the first floor to residential use and to add a second floor to the rear to create 2 no. 2 bed dwellings on three levels. The building fronting the High Street would be largely unaltered, following receipt of amended plans to retain window cill heights of the former bank building at the existing level. The main external alterations are proposed to the rear of the site where a two storey structure is sought, backing onto Round Hill. It would be between 2.8m and 3m higher than the existing rear wall of the premises, which stands at 3m in height, with security devices atop taking it to between 3.2m and 4m in height. The new development would be faced with a mix of render, red brick and weatherboarding, roofed with clay tiles and fenestrated with timber windows and conservation rooflights. No car parking is provided for occupiers of the development.

14.2 Character Impacts

- 14.2.1 It is clear that the building is in need of some attention. The whole building is to be the subject of a single and integrated project of renewal and the revised plans and submissions suggest it will be done to a good standard. The comments of the Conservation Team acknowledge the building is in need of sensitive refurbishment and that the form of the proposed development is broadly acceptable, subject to conditions. Benefits would be derived through removal of unsightly railings and security devices associated with the former bank use. The form and scale of the new development would be appropriate in the context of the conservation area and setting of listed buildings, ensuring protection and enhancement of heritage assets and local distinctiveness in accordance with Policies CS2 and CS3 of the Core Strategy.

14.3 Amenity Impacts

- 14.3.1 Two letters have been received from the occupiers of nos. 1 and 2 Roundhill Cottages opposite the site, which are between 5m and 6m away to the north west. They raise concerns that the additional storey to the property will block out natural light to windows; loss of view and that a wood clad wall will not be a pleasant outlook.
- 14.3.2 While loss of view is not material to consideration of planning applications, loss of light and outlook are material considerations. In light of these concerns it should be noted that the main roof of the proposal is 1.1m higher than the adjoining roof of 'The Hundred' and pitched at the same angle. The 45 degree section provided by the

applicant demonstrates that light loss to ground floor windows would be limited and it is noted that the ridge of the proposal is considerably lower than that of Roundhill Cottages. Bearing in mind the tight knit form of historic development in the town centre and that the proposal would be located across a public thoroughfare (Round Hill) from Roundhill Cottages, an objection cannot be sustained to the form of proposed development on grounds of light loss. In terms of outlook, it would be difficult to argue replacement of the unsightly security devices currently in situ atop the rear wall of no. 6 with the form of development proposed would be a retrograde step, particularly in view of the good design and palette of materials proposed (timber weatherboarding, clay tiles, oak posts and beams and red brick), the variation and colour of which will assist in breaking up the form of development. The proposal therefore complies with the amenity related provisions of Policy CS2.

14.4 Town Centre Viability

14.4.1 Policy CS20 of the Core Strategy seeks to protect the primary retailing role of the defined primary shopping areas in town centres such as Fordingbridge. It places a presumption against the loss of town centre uses, with emphasis placed on premises in A1 use. While the proposal relates to A2 premises the impact of the proposal on the overall vitality of the town centre should be assessed. It is noted that the main A2 floorspace to the front of the former bank would be retained, although approximately 25% of the A2 ground floor would be lost. This loss is considered to be marginal and would cause no harm to the vitality and viability of the town centre. Conversely the quality of the proposed development, including renovation of the vacant bank hall, would enhance the retail environment of the High Street and the proposal complies with the relevant policies to protect town centres.

14.5 Financial and Viability Considerations

14.5.1 In terms of contributions, the proposal is CIL liable and the applicant would normally be required to make affordable housing and habitat mitigation contributions. The applicant has submitted a viability appraisal, in accordance with the advice set out in the Advisory Note on the Implementation of Core Strategy Policy CS15, which concludes the form of development proposed cannot support the full range of contributions, requested by the Council. The Council's Valuer has reviewed the submitted viability assessment and concludes that the scheme is unable to support an affordable housing contribution, but can support the habitat mitigation contribution. Paragraph 140 of the National Planning Policy Framework is pertinent to consideration of the viability argument put forward by this application. The proposal will result in the refurbishment of a building in a prominent location within the Fordingbridge Conservation Area. Paragraph 140 states that 'local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'. The building in question is a significant heritage asset, being of some age and within a conservation area and the Council is supportive of the works proposed to improve the building, exemplified by the comments of the Council's Conservation Team. It is concluded that in the best interests of the heritage asset, reduced contributions

are acceptable in this instance, in order to facilitate renovation of the premises. The proposal accords with the relevant policies of the Core Strategy and guidance offered by the NPPF in respect of viability and enabling development.

14.5.2 In accordance with the Habitat Regulations 2010 an assessment has been carried out of the likely significant effects associated with the recreational impacts of the residential development provided for in the Local Plan on both the New Forest and the Solent European Nature Conservation Sites. It has been concluded that likely significant adverse effects cannot be ruled out without appropriate mitigation projects being secured. In the event that planning permission is granted for the proposed development, a condition is recommended that would prevent the development from proceeding until the applicant has secured appropriate mitigation, either by agreeing to fund the Council's Mitigation Projects or otherwise providing mitigation to an equivalent standard. The applicant confirms that they would be prepared to meet the habitat mitigation sum of £6,100, which is likely to be secured through a combination of CIL payment and Section 106 agreement.

14.6 Conclusion

14.6.1 Following receipt of appropriately amended plans the proposal is considered to be acceptable in relation to its character and amenity impacts. It would maintain the viability of the town centre while providing much needed residential accommodation in a sustainable town centre location. In light of the viability appraisal submitted, a reduced affordable housing contribution is justified in this instance. The proposal is accordingly recommended for approval, subject to conditions.

14.7 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 there may be an interference with these rights and the rights of other third parties, such interference has to be balanced with the like rights of the applicant to develop the land in the way proposed. In this case it is considered that the protection of the rights and freedoms of the applicant outweigh any possible interference that may result to any third party.

CIL Summary Table

Description of Class	GIA New	GIA Existing	GIA Net Increase	CIL Liability
Dwelling houses	124.16	81.87	42.29	£3,383.20

Developers' Contributions Summary Table

Proposal:			
Type of Contribution	NFDC Policy Requirement	Developer Proposed Provision	Difference
Affordable Housing			
No. of Affordable dwellings	0	0	0
Financial Contribution	£30,460	£0	£30,460
Habitat Mitigation			
Financial Contribution	£6,100	£6,100	£0

15. RECOMMENDATION

Grant Subject to Conditions

Proposed Conditions:

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

Reason: To comply with 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 permitted shall be carried out in accordance with the following approved plans: 1518/1B, 1518/2B, 1518/3B and 1518/SK1.

Reason: To ensure satisfactory provision of the development.

3. Before development commences, samples or exact details of the external changes to the building shall be submitted to and approved in writing by the Local Planning Authority. Those details shall specifically include:

- Large scale elevations of new building to Round Hill showing details of lobby, cladding eaves and verges;
- Large scale sections, elevations and materials of new windows and doors;
- Details of conservation rooflights;
- Confirmation of paint colour for front windows, doors and fanlight;
- Details of flues ducts and vents on external elevations;
- Details of all rainwater goods; and
- Details of all external materials of construction, including facing and roofing materials.

The development shall only be implemented in accordance with the approved details.

Reason: To ensure an acceptable appearance of the building in accordance with Policies CS2 and CS3 of the Core Strategy for the New Forest District outside the National Park and Policy DM1 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

4. No development shall take place within the site until the implementation of a programme of archaeological photographic recording work has been secured for walls proposed for removal in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority. Details of this recording should then be deposited with the Local Authority and Hampshire County Records Office.

Reason: The building is of archaeological significance where the recording of archaeological remains should be carried out prior to the development taking place in accordance with Policy DM1 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

5. No development shall be carried out until proposals for the mitigation of the impact of the development on the New Forest and Solent Coast European Nature Conservation Sites have been submitted to and approved in writing by the local planning authority, and the local planning authority has confirmed in writing that the provision of the proposed mitigation has been secured. Such proposals must:

- (a) Provide for mitigation in accordance with the New Forest District Council Mitigation Strategy for European Sites SPD, adopted in June 2014 (or any amendment to or replacement for this document in force at the time), or for mitigation to at least an equivalent effect;
- (b) Provide details of the manner in which the proposed mitigation is to be secured. Details to be submitted shall include arrangements for the ongoing maintenance and monitoring of any Suitable Alternative Natural Green Spaces which form part of the proposed mitigation measures together with arrangements for permanent public access thereto.
- (c) The development shall be carried out in accordance with and subject to the approved proposals.

Reason: The impacts of the proposed development must be mitigated before any development is carried out in order to ensure that there will be no adverse impacts on the New Forest and Solent Coast Nature Conservation Sites in accordance with Policy DM3 of the Local Plan Part 2 and the New Forest District Council Mitigation Strategy for European Sites Supplementary Planning Document.

Notes for inclusion on certificate:

1. In accordance with paragraphs 186 and 187 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.

In this case following receipt of appropriately amended plans and further information, the proposal was considered to be acceptable.

2. New Forest District Council has adopted a Community Infrastructure Levy (CIL) charging schedule and any application now decided, including those granted at appeal, will be CIL Liable. CIL is applicable to all applications over 100sqm and those that create a new dwelling. Under Regulation 42A developments within the curtilage of the principal residence are likely to be exempt from CIL so CIL may not be payable provided the applicant submits the required exemption form prior to commencement of the development.
3. In discharging condition No. 5 above the Applicant is advised that appropriate mitigation is required before the development is commenced, either by agreeing to fund the Council's Mitigation Projects or otherwise providing mitigation to an equivalent standard. Further information about how this can be achieved can be found here <http://www.newforest.gov.uk/article/16478/>

Further Information:

Major Team

Telephone: 023 8028 5345 (Option 1)



New Forest
DISTRICT COUNCIL

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

Chris Elliott
Head of Planning & Transportation
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

**Planning Development
Control Committee
January 2016**

Item No: 3e
6 High Street
Fordingbridge
15/11296
SU1414

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

