

Committee Report

Planning Committee South - 28 March 2023

Application no DC/22/2466/FUL

Location

Wardens House, Office View Point Road Felixstowe Suffolk IP11 3TW

Expiry date 14 August 2022

Application type Full Application

Applicant Harwich Haven Authority

Parish Felixstowe

Proposal Demolition and reconstruction of an office annex to Landguard Bungalow.

Case Officer Natalie Webb

07825 754344

natalie.webb@eastsuffolk.gov.uk

1. Summary

- 1.1. This application seeks the demolition and reconstruction of an office annex to Landguard Bungalow, Felixstowe.
- 1.2. This application is presented to the planning committee as it is considered that East Suffolk Council have 'an interest' in the site. East Suffolk Council is not the owner of the site nor applicant, however we lease the building for accommodation for our Landguard Ranger.
- 1.3. The application is considered to accord with Local and National Policies and is therefore recommended for approval.

2. Site Description

2.1. The application site is on the edge of a Site of Special Scientific Interest (SSSI). It also falls within the Landguard Fort and Associated Field Works Scheduled Monument but is excluded from the scheduling (list entry 1018969). The Bungalow was built in 1895 by

Harwich Haven Authority (then known as the Harwich Harbour Conservancy Board) as accommodation for its staff.

- 2.2. The Bungalow was continuously used until the retirement of HHA's final inspector in July 1994, apart from a few years during World War II, when all of Landguard Point was taken over by the Military. It was during WWII that the office annex was constructed. The office extension in situ is therefore not original to the bungalow, and of a more utilitarian design regarding the detailing and materials. The surrounding landscape is relatively open, with the reserve accessible and open to the public, as such there are wider views of the property and designated assets on the peninsular.
- 2.3. Various issues were found to the office annex, including damp penetration due to poor gutter detail, cracking to the floor slab in the kitchenette and the poor condition of the asbestos cement sheet roof covering, which came to the Authority's attention following receipt of a Planned Maintenance Report.
- 2.4. An earlier application was refused under reference DC/18/1739/FUL for the demolition of the office extension and replacement with a portable modular office block and storage container for the reasoning as set out below;
- 2.5. "The submitted application is deficient in that it fails to meet the requirements of paragraph 128 of the NPPF which requires an applicant to describe the significance of any heritage assets affected. The submission ignores the significance of the Scheduled Monument, which is a designated heritage asset and also ignores the significance of the Warden's Cottage, which appears from map regression to be late Victorian or Edwardian in origin and, by virtue of its position, may have provided lightkeeper's accommodation for the nearby former Landguard Lighthouse. The design of the replacement building is very poor and is wholly unacceptable. It would detract from the surrounding landscape of identified scientific, natural and ecological value and it would detract from the historic character of the Warden's cottage; and harm the setting of the Grade I listed Fort. Its design is inappropriate, poor quality and hardly reflects the importance and quality of the remarkable setting of this site. The Council will resist development proposals which are out of scale and character with their surroundings and will attempt to ensure that the appearance and treatment of spaces between and around historic buildings is appropriate."
- 2.6. Pre application advice was provided under DC/22/0168/PREAPP which concluded that any application would require robust supporting information and a sympathetic design approach, to be supported.

3. Proposal

3.1. The proposal seeks the demolition and reconstruction of the office annex to Landguard Bungalow. The replacement will house similar accommodation to include an office annex with kitchenette, accessible WC, open plan office space and storage area. The new office extension will be built on the same footprint, but the front wall will be brought in line with that of the front wall of the bungalow, providing a modest extension to create greater internal floorspace.

4. Consultees Third Party Representations

4.1. No third-party representations were received.

Parish/Town Council

Consultee	Date consulted	Date reply received
Felixstowe Town Council	15 July 2022	4 August 2022
Summary of comments:		
Committee recommended APPROVAL. We welcome this much-needed upgrade to the building.		

Statutory consultees

Consultee	Date consulted	Date reply received
Historic England	8 September 2022	23 September 2022

Summary of comments:

The proposed development is located within the Scheduled Monument known as 'Landguard Fort and associated field works' (LEN 1018986). The designated area covers the whole peninsula but in relation to the bungalow the description says that 'Landguard Fort is in the care of the Secretary of State. Within the area of protection, a number of features are excluded from the scheduling; these include a bungalow and adjacent garage, a modern radar tower to the south west of these (...) The ground and structures beneath and around these features is included in the scheduling'.

The Heritage & Design and Access Statement identified that the office annexe proposed for demolition was constructed during Second World War. The annexe is associated with the use of the site by the Military during that time.

Historic England have taken into consideration the status of the site as a Scheduled Monument and we can confirm that we do not object in principle to proposal. However, given the historic nature of the structure and potential for the survival of archaeological remains we would recommend that in the event of your authority granting consent that an archaeological & historic building recording condition is applied to the planning permission. This would be to ensure that historic structure is appropriately recorded prior to demolition and any surviving archaeological deposits can be investigated and recorded during the development.

We would also like to confirm that the Scheduled Monument Consent (S00242988) for the proposals outlined in this application has been granted by The Department for Digital, Culture, Media & Sport.

Consultee	Date consulted	Date reply received
Environment Agency - Drainage	8 September 2022	No response
Summary of comments:		
No response received.		

Consultee	Date consulted	Date reply received
SCC Highways Department	15 July 2022	No response
Summary of comments:		
•		
No response received.		

Consultee	Date consulted Dat	e reply received
Natural England	21 February 2023 3 M	larch 2023

Summary of comments:

No objection subject to appropriate mitigation being secured (submission of a Construction & Environmental Management Plan)

Non statutory consultees

Consultee	Date consulted	Date reply received
East Suffolk Design And Conservation	8 September 2022	12 September 2022
Summary of comments:		
Internal consultee – comments included within officer's report.		

Consultee	Date consulted	Date reply received
SCC Flooding Authority	8 September 2022	13 September 2022

Summary of comments:

Suffolk County Council, as Lead Local Flood Authority (LLFA), is a statutory consultee under the Town and Country Planning Act for major applications and some minor applications where flooding has been identified. Therefore, as this is a minor application we have no comment to make.

Consultee	Date consulted	Date reply received
East Suffolk Environmental Protection	15 July 2022	19 July 2022
Common of common to		
Summary of comments:		
Insufficient information received; full suite of land contamination conditions recommended.		

Consultee	Date consulted	Date reply received
East Suffolk Ecology	16 January 2023	8 February 2023

Summary of comments:

The application site is located immediately adjacent to Landguard Common Site of Special Scientific Interest (SSSI) and Landguard Common Local Nature Reserve (LNR) and therefore any potential impacts on the designated sites must be avoided. It is noted that the existing property is fenced off from the designated sites, and it is therefore requested that all works (including any storage of materials) are kept within the property boundary. It is suggested that compliance with this and any other necessary works to avoid impacts on the designated sites (particularly during demolition works) could be secured through the production and implementation of a Construction Environmental Management Plan (CEMP), secured via condition.

Reconsultation consultees

Consultee	Date consulted	Date reply received
East Suffolk Environmental Protection	14 November 2022	15 November 2022

Summary of comments:

I acknowledge receipt of the Phase 1/ Tier 1 report provided by Sweco (ref: 65207303). The report identifies that further investigation is required by way of a Phase 2/ Tier 2 report. The full suite of contamination conditions are therefore required.

Consultee	Date consulted	Date reply received
East Suffolk Environmental Protection	16 November 2022	6 December 2022

Summary of comments:

The submitted report is a Tier 2 Geotechnical report, and not a Tier 2 Contaminated land report. It is therefore not suitable for satisfying the requirements of the pre-commencement conditions previously recommended. The Tier 2 Geotechnical report, and the Tier 1/ Phase 1 report previously submitted both highlight that made ground is on the site. Therefore, an intrusive Tier 2/ Phase 2 Contaminated Land assessment must be provided.

Consultee	Date consulted	Date reply received
Historic England	16 January 2023	10 February 2023
Summary of comments:		
We do not wish to offer any further comments to our response dated 23 September 2022.		

Publicity

The application has been the subject of the following press advertisement:

Category	Published	Expiry	Publication
Affects Setting of	4 August 2022	25 August 2022	East Anglian Daily Times
Listed Building			

Site notices

General Site Notice Reason for site notice: Affects Setting of Listed Building

Date posted: 2 August 2022 Expiry date: 23 August 2022

General Site Notice Reason for site notice: General Site Notice

Date posted: 2 August 2022 Expiry date: 23 August 2022

5. Planning policy

- National Planning Policy Framework 2021
- Historic Environment Supplementary Planning Document (East Suffolk Council, Adopted June 2021)
- SCLP9.5 Flood Risk (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)
- SCLP10.1 Biodiversity and Geodiversity (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)
- SCLP10.4 Landscape Character (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)
- SCLP11.1 Design Quality (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)
- SCLP11.2 Residential Amenity (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)

- SCLP11.3 Historic Environment (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)
- SCLP11.4 Listed Buildings (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)
- SCLP11.6 Non-Designated Heritage Assets (East Suffolk Council Suffolk Coastal Local Plan, Adopted September 2020)

6. Planning Considerations

<u>Design and Heritage Impact</u>

- 6.1. The aforementioned refusal is a material planning consideration in assessing the proposed development. The application has followed pre-application advice in that the replacement annex is integrated with the existing building, which is of some historic interest. The design has followed this concept of extruding the existing building and has demonstrated successfully that this is the correct approach. The proposed replacement annex will seamlessly appear as one with the existing building, so that, in long and near views to it, it will appear as a single coherent building. The consequence is that the new design will be far better in quality than the existing annex structure, with the result that the building will contribute more positively to its historic and natural surroundings, which is a welcome outcome. The Council's Principal Design and Conservation Officer supports the application and requests that any permission includes conditions to seek the full specification of all external materials, including brickwork joinery details.
- 6.2. Historic England have taken into consideration the status of the site as a Scheduled Monument and do not object in principle to the proposal. However, given the historic nature of the structure and potential for the survival of archaeological remains, they recommend that in the event of permission being granted an archaeological and historic building recording condition is applied to the planning permission. This would be to ensure that the historic structure is appropriately recorded prior to demolition and any surviving archaeological deposits can be investigated and recorded during the development. Conditions have therefore been proposed in this respect, although the wording may vary subject to confirmation from Historic England on what is required within the recording.
- 6.3. Subject to the above conditions, the proposed development is therefore considered to accord with SCLP11.1, SCLP11.3 and SCLP11.4

Residential Amenity

6.4. Due to the site's location away from any other residential properties, the proposed development will not adversely impact residential amenity. The proposed development is therefore considered to accord with SCLP11.2.

Flood Risk

- 6.5. Developments should exhibit the three main principles of flood risk, in that they should be safe, resilient and should not increase flood risk elsewhere. In this respect, single storey residential developments will not be permitted in areas of high risk of flooding within or outside Settlement Boundaries.
- 6.6. The site is located within flood zone 3. Local Plan Policy SCLP9.5 states that proposals for new development, or the intensification of existing development, will not be permitted in areas at high risk from flooding, i.e. Flood Zones 2 and 3, unless the applicant has satisfied the safety requirements in the Flood Risk National Planning Policy Guidance (and any successor). These include the 'sequential test'; where needed the 'exception test' and also a site specific flood risk assessment that addresses the characteristics of flooding and has tested an appropriate range of flood event scenarios (taking climate change into consideration). This should address as a minimum: finished floor levels; safe access and egress; an emergency flood plan; identification and provision of surface water exceedance routes; flood resilience/resistance measures; any increase in built or surfaced area; and any impact on flooding elsewhere, including sewer flooding.
- 6.7. The Environment Agency were consulted on this application as a statutory consultee, however, have not provided any comments in respect of the proposed development.
- 6.8. The aim of the sequential test is to steer new development to areas with the lowest risk of flooding from any source. Paragraph 162 of the NPPF states that "development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding". The building exists in this location, as does the existing extension which is to be replaced. Paragraph 163 further states "if it is not possible for development to be located in areas with a lower risk of flooding (taking into account wider sustainable development objectives), the exception test may have to be applied. The need for the exception test will depend on the potential vulnerability of the site and of the development proposed, in line with the Flood Risk Vulnerability Classification set out in Annex 3."
- 6.9. Whilst the bungalow does provide some residential accommodation, the proposals do not seek to provide any additional accommodation to the bungalow, rather replace rooms forming the office annex, which include a kitchenette, accessible WC, open plan office space and storage area. The proposal is therefore considered to provide 'less vulnerable development' as set out in the Flood Risk Vulnerability Classification set out in Annex 3. The building is utilised and provides community benefit from the management of the Landguard Reserve, which is open to the public. The development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall in accordance with the requirements of the exemption test.
- 6.10. The supporting Flood Risk Assessment states that flood risk will be principally managed by the site being vacated following receipt of a flood warning from the Environment Agency. Floor levels of the extensions will be set at the same level as the existing floor in accordance with Environment Agency standing advice; therefore, would be no lower than the existing. The proposed plans also illustrate the inclusion of an escape to the roof space which will enable safe refuge for those residents in the property. The slight increase in footprint is not significantly considered to increase the flood risk elsewhere. It is therefore considered that it is possible for flood risk to be mitigated to ensure development is safe

for its lifetime and the lifetime of the relevant flood defence, in accordance with Local Plan Policy SCLP9.5 and Chapter 14 of the NPPF.

Ecology

6.11. The application site is located immediately adjacent to Landguard Common Site of Special Scientific Interest (SSSI) and Landguard Common Local Nature Reserve (LNR) and therefore any potential impacts on the designated sites must be avoided. It is noted that the existing property is fenced off from the designated sites, and it is therefore requested that all works (including any storage of materials) are kept within the property boundary. It is suggested that compliance with this and any other necessary works to avoid impacts on the designated sites (particularly during demolition works) could be secured through the production and implementation of a Construction Environmental Management Plan (CEMP), secured by condition. Natural England have also commented in respect of the proposed development, where they have also requested a condition for a CEMP. Subject to the inclusion of this condition, the proposal is considered to accord with SCLP10.1.

Highways Matters

6.12. Suffolk County Council as Local Highways Authority were consulted in respect of the application, however no response was received. The site is served from an existing access, where the proposed development will not result in an intensification of the use; thus does not require any additional parking provision.

Land Contamination

6.13. The Council's Environmental Protection Team have reviewed the application and considered that there is insufficient information in respect of land contamination. The full suite of land contamination conditions is therefore recommended. Further information was provided during the consideration of the application, however this was not sufficient to satisfy the recommended conditions. The full suite of conditions have therefore been included.

Other Matters

- 6.14. The proposed block plan shows a replacement air source heat pump. As the site is on land which is designated as a scheduled monument, permission is required for its installation, even as a replacement. No details of the air source heat pump have been provided as part of this application, therefore a condition has been included for details of the air source heat pump to be submitted prior to its installation.
- 6.15. As noted, the works are in the grounds of a scheduled monument and as such the applicant is advised that they may need to apply separately for Scheduled Monument Consent (SMC) from Historic England. It is therefore advisable to liaise with Historic England separately as any SMC would be required in addition to planning permission.

7. Conclusion

7.1. This application seeks the demolition and reconstruction of an office annex to Landguard Bungalow, Felixstowe. For the reasons given above the proposed development is

considered to accord with SCLP9.5, SCLP10.1, SCLP10.4, SCLP11.1, SCLP11.2, SCLP11.3 and SCLP11.4 and is therefore recommended for approval, subject to the inclusion of conditions as outlined at the base of this report.

8. Recommendation

8.1. Approve planning permission.

Conditions:

The development hereby permitted shall be begun not later than the expiration of three
years from the date of this permission.

Reason: This condition is imposed in accordance with Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall not be carried out other than in complete accordance with Drawing No's 03313-02-D4, 03313-03-D4, 03313-04-D4, 03313-05-D4 and 03313-06-D4 received on 20 June 2022.

Reason: For avoidance of doubt as to what has been considered and approved.

- 3. Prior to the erection of the replacement extension, details of the following shall be submitted to and approved in writing by the Local Planning Authority:
 - (i) specifications of all external facing and roof materials
 - (ii) brickwork detailing (including brick type, joinery and bonding pattern) including detailed drawings of how the extension will be joined to the existing building
 - (iii) eaves, verge, barge boards and capping pieces (including shape, material and finish)
 - (iv) rainwater goods (including material, colour and profile)
 - (v) all new windows and external doors (including full details of the profile of frame, glazing bars (if applicable), method of opening, materials and finish)
 - (vi) details of any new or replacment fencing (height, location, appearance, materials and finish)

Thereafter, all work must be carried out using the approved materials and in accordance with the approved details.

Reason: To ensure that any new detailing and materials will not harm the traditional/historic character of the building: the application does not include the necessary details for consideration.

- 4. No development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEMP (Biodiversity) shall include the following:
 - a) Risk assessment of potentially damaging construction activities.
 - b) Identification of "biodiversity protection zones".
 - c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).

- d) The location and timing of sensitive works to avoid harm to biodiversity features.
- e) The times during construction when specialist ecologists need to be present on site to oversee works.
- f) Responsible persons and lines of communication.
- g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.
- h) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure that ecological receptors are adequately protected as part of the development.

5. No development shall commence until a method statement of archaeological and historic building recording has been submitted to and approved by the Local Planning Authority. This shall cover the existing building to be demolished and how any surviving archaeological deposits would be investigated and recorded during the development, and provision shall be made for archive deposition of the analysis and records of the site investigation. The development shall then be undertaken in accordance with the approved method statement.

Reason: To safeguard historical and archaeological assets and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological and historical assets affected by this development, in accordance with Local Plan Policies SCLP11.7 and SCLP11.3.

6. Prior to the first use of the extension, the site investigation and post investigation assessment shall be submitted to the Suffolk Heritage and Environment Record (HER).

Reason: To ensure the proper recording of the historic building.

- 7. No development (including any construction, demolition, site clearance or removal of underground tanks and relic structures) approved by this planning permission, shall take place until a site investigation consisting of the following components has been submitted to, and approved in writing by, the local planning authority:
 - a) A desk study and site reconnaissance, including:
 - a detailed appraisal of the history of the site;
 - an inspection and assessment of current site conditions;
 - an assessment of the potential types, quantities and locations of hazardous materials and contaminants considered to potentially exist on site;
 - a conceptual site model indicating sources, pathways and receptors; and
 - a preliminary assessment of the risks posed from contamination at the site to relevant receptors, including: human health, ground waters, surface waters, ecological systems and property (both existing and proposed).
 - b) Where deemed necessary following the desk study and site reconnaissance an intrusive investigation(s), including:
 - the locations and nature of sampling points (including logs with descriptions of the materials encountered) and justification for the sampling strategy;

- an explanation and justification for the analytical strategy;
- a revised conceptual site model; and
- a revised assessment of the risks posed from contamination at the site to relevant receptors, including: human health, ground waters, surface waters, ecological systems and property (both existing and proposed).

All site investigations must be undertaken by a competent person and conform with current guidance and best practice, including: BS10175:2011+A2:2017 and the Land Contamination Risk Management (LCRM).

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

- 8. No development (including any construction, demolition, site clearance or removal of underground tanks and relic structures) approved by this planning permission, shall take place until a detailed remediation method statement (RMS) has been submitted to, and approved in writing by, the LPA. The RMS must include, but is not limited to:
 - details of all works to be undertaken including proposed methodologies, drawings and plans, materials, specifications and site management procedures;
 - an explanation, including justification, for the selection of the proposed remediation methodology(ies);
 - proposed remediation objectives and remediation criteria; and
 - proposals for validating the remediation and, where appropriate, for future maintenance and monitoring.

The RMS must be prepared by a competent person and conform to current guidance and best practice, including the Land Contamination Risk Management (LCRM).

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

9. Prior to any occupation or use of the approved development the RMS approved under condition 7 must be completed in its entirety. The LPA must be given two weeks written notification prior to the commencement of the remedial works.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

- 10. A validation report must be submitted to and approved in writing by the LPA prior to any occupation or use of the approved development. The validation report must include, but is not limited to:
 - results of sampling and monitoring carried out to demonstrate that the site remediation criteria have been met;

- evidence that any RMS approved in pursuance of conditions appended to this consent has been carried out competently, effectively and in its entirety; and
- evidence that remediation has been effective and that, as a minimum, the site will not qualify as contaminated land as defined by Part 2A of the Environmental Protection Act 1990.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

11. In the event that contamination which has not already been identified to the Local Planning Authority (LPA) is found or suspected on the site it must be reported in writing immediately to the Local Planning Authority. No further development (including any construction, demolition, site clearance, removal of underground tanks and relic structures) shall take place until this condition has been complied with in its entirety.

An investigation and risk assessment must be completed in accordance with a scheme which is subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and conform with prevailing guidance (including BS10175:2011+A2:2017 and the Land Contamination Risk Management (LCRM)) and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority.

Where remediation is necessary a detailed remediation method statement (RMS) must be prepared, and is subject to the approval in writing of the Local Planning Authority. The RMS must include detailed methodologies for all works to be undertaken, site management procedures, proposed remediation objectives and remediation criteria. The approved RMS must be carried out in its entirety and the Local Planning Authority must be given two weeks written notification prior to the commencement of the remedial works.

Following completion of the approved remediation scheme a validation report that demonstrates the effectiveness of the remediation must be submitted to and approved in writing by the LPA.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

12. Prior to the installation of any new or replacement air source heat pump system, details of the equipment including manufacturers specification, and location shall be submitted for approval in writing by the Local Planning Authority. Only the approved scheme shall be implemented and shall be maintained and retained in the approved form thereafter, unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interests of amenity and protection of the local and historical environment.

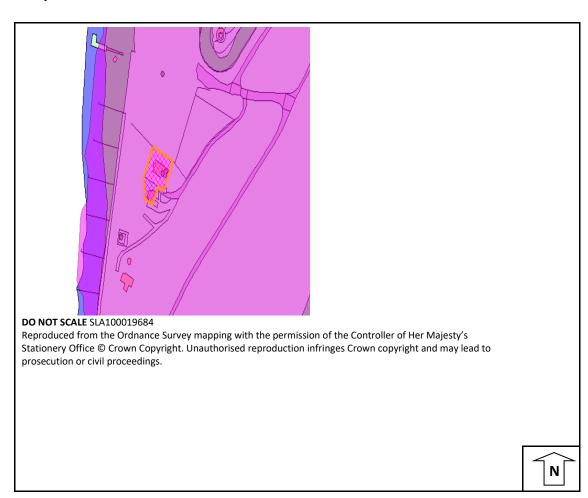
Informatives:

1. The Local Planning Authority has assessed the proposal against all material considerations including planning policies and any comments that may have been received. The planning application has been approved in accordance with the objectives of the National Planning Policy Framework and local plan to promote the delivery of sustainable development and to approach decision taking in a positive way.

Background information

See application reference DC/22/2466/FUL on Public Access

Map



Key



Notified, no comments received



Objection



Representation



Support