



## CABINET

Tuesday, 06 December 2022

<b>Subject</b>	Addition of five Historic Parks and Gardens to East Suffolk Council's Local List of Parks and Gardens of Historic or Landscape Interest
<b>Report of</b>	Councillor David Ritchie  Cabinet Member with responsibility for Planning and Coastal Management
<b>Supporting Officer</b>	Robert Scrimgeour  Principal Design and Conservation Officer  <a href="mailto:Robert.scrimgeour@eastsuffolk.gov.uk">Robert.scrimgeour@eastsuffolk.gov.uk</a>  07917 590 761

Is the report Open or Exempt?	OPEN
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Category of Exempt Information and reason why it is <b>NOT</b> in the public interest to disclose the exempt information.	Not applicable
<b>Wards Affected:</b>	Wrentham, Wangford & Westleton Beccles and Worlingham Bungay and Wainford

## Purpose and high-level overview

### **Purpose of Report:**

The purpose of the report is to seek the addition of five Historic Parks and Gardens to East Suffolk Council's existing Local List of Parks and Gardens of Historic or Landscape Interest.

### **Options:**

Agree the recommendation to add a further five historic parks and gardens to the Council's Local List. The existing Local List is made up entirely of sites that are located in the former Suffolk Coastal area. This recommendation will ensure that the Local List is fully representative of the entire East Suffolk District by adding in sites that are located in the former Waveney area.

Alternatively, not to agree the recommendation, which will mean the opportunity to recognise and provide some status to these areas is not taken, and that the Local List will continue to only apply to the former Suffolk Coastal area.

### **Recommendation/s:**

That the five parks and gardens of historic or landscape interest at Benacre Park, North Cove Hall, Redisham Hall, Sotterley Park and Worlingham Hall, as mapped within the report included at Appendix A of the report and illustrated at Appendix B of the report, be added to the East Suffolk Council Local List of Parks and Gardens of Historic or Landscape Interest.

## Corporate Impact Assessment

### **Governance:**

No impacts

### **ESC policies and strategies that directly apply to the proposal:**

Policies WLP8.37 (Historic Environment) and WLP8.38 (Non-Designated Heritage Assets) of the Waveney Local Plan apply to this proposal.

Paragraph 11.45 of the Suffolk Coastal Local Plan (p195) states that the "Council will keep the list of locally identified Historic Parks and Gardens under review and will designate further Historic Parks and Gardens where this is considered appropriate."

### **Environmental:**

This proposal relates strongly to the identification of the significance of the natural and historic environment to the character and quality of the East Suffolk District.

### **Equalities and Diversity:**

No impacts - EQIA463086459

### **Financial:**

The report has been reviewed by the Financial Planning team and there are no impacts. The identification and adoption of the five proposed additions to the Local List is covered by the existing budget of the Specialist Services teams.

<b>Human Resources:</b>
No impacts.
<b>ICT:</b>
No impacts.
<b>Legal:</b>
The report has been reviewed by the Legal and Licensing Services team and there are no impacts.
<b>Risk:</b>
There are no risks envisaged in relation to the implementation of the recommendations.

<b>External Consultees:</b>	Owner/occupiers of all the parks and gardens and properties within them were sent letters by post, together with emails to other interested organisations/parties/parish councils (detailed in the report below).
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## Strategic Plan Priorities

Select the priorities of the <a href="#">Strategic Plan</a> which are supported by this proposal: (Select only one primary and as many secondary as appropriate)		Primary priority	Secondary priorities
<b>T01</b>	<b>Growing our Economy</b>		
P01	Build the right environment for East Suffolk	<input type="checkbox"/>	<input checked="" type="checkbox"/>
P02	Attract and stimulate inward investment	<input type="checkbox"/>	<input type="checkbox"/>
P03	Maximise and grow the unique selling points of East Suffolk	<input checked="" type="checkbox"/>	<input type="checkbox"/>
P04	Business partnerships	<input type="checkbox"/>	<input type="checkbox"/>
P05	Support and deliver infrastructure	<input type="checkbox"/>	<input type="checkbox"/>
<b>T02</b>	<b>Enabling our Communities</b>		
P06	Community Partnerships	<input type="checkbox"/>	<input type="checkbox"/>
P07	Taking positive action on what matters most	<input type="checkbox"/>	<input type="checkbox"/>
P08	Maximising health, well-being and safety in our District	<input type="checkbox"/>	<input type="checkbox"/>
P09	Community Pride	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>T03</b>	<b>Maintaining Financial Sustainability</b>		
P10	Organisational design and streamlining services	<input type="checkbox"/>	<input type="checkbox"/>
P11	Making best use of and investing in our assets	<input type="checkbox"/>	<input type="checkbox"/>
P12	Being commercially astute	<input type="checkbox"/>	<input type="checkbox"/>
P13	Optimising our financial investments and grant opportunities	<input type="checkbox"/>	<input type="checkbox"/>
P14	Review service delivery with partners	<input type="checkbox"/>	<input type="checkbox"/>
<b>T04</b>	<b>Delivering Digital Transformation</b>		
P15	Digital by default	<input type="checkbox"/>	<input type="checkbox"/>
P16	Lean and efficient streamlined services	<input type="checkbox"/>	<input type="checkbox"/>
P17	Effective use of data	<input type="checkbox"/>	<input type="checkbox"/>
P18	Skills and training	<input type="checkbox"/>	<input type="checkbox"/>
P19	District-wide digital infrastructure	<input type="checkbox"/>	<input type="checkbox"/>

<b>T05</b>	<b>Caring for our Environment</b>		
P20	Lead by example	<input type="checkbox"/>	<input type="checkbox"/>
P21	Minimise waste, reuse materials, increase recycling	<input type="checkbox"/>	<input type="checkbox"/>
P22	Renewable energy	<input type="checkbox"/>	<input type="checkbox"/>
P23	Protection, education and influence	<input type="checkbox"/>	<input type="checkbox"/>
<b>XXX</b>	<b>Governance</b>		
XXX	How ESC governs itself as an authority	<input type="checkbox"/>	<input type="checkbox"/>

**How does this proposal support the priorities selected?**

This proposal primarily supports:

**T01 Growing Our Economy** of the Strategic Plan, **priority of P03** - Maximise and grow the unique selling points of East Suffolk as the document will assist in the delivery of the *“Protection and enhancement of the natural, built and historic environment”* by recognising the importance of historic parks and gardens as characteristic of the East Suffolk natural and historic environment, and by guiding Development Management decisions that may affect them.

The proposal secondarily supports;

**T01, Growing Our Economy, priority P01** Build the right Environment for East Suffolk, as it serves to support the policies in the *“Up to date local plans proving a strategy for growth and place making”*; and

**T02, Enabling our communities, priority P09** - Community Pride, as the natural and historic environment of East Suffolk contributes to a sense of place and the richness of the District’s culture.

## Background and Justification for Recommendation

1 Background facts	
1.1	The National Planning Policy Framework in its Glossary identifies heritage assets as, amongst other things, sites, places, areas or landscapes having a degree of significance meriting consideration in planning decisions, because of their heritage interest. It goes on to state that such assets can be identified by the local planning authority, including those on a Local List. Such a list will consist of heritage assets of local significance (only) and which will be described as Non-Designated Heritage Assets, meaning that these assets are identified by the local planning authority. Historic parks and gardens of national significance are identified as such by Historic England and are included on the National Register of Parks and Gardens of Special Historic Interest.
1.2	Inclusion of an historic park and garden on the Local List ensures that, as an identified Non-Designated Heritage Asset, relevant policies in the Local Plans and in the National Planning Policy Framework can be applied for their protection.
1.3	East Suffolk Council is unique in the County of Suffolk in identifying, appraising and recording the local significance of parks and gardens of historic or landscape interest on a list. There are currently sixteen parks and garden so identified in this way and these are all in the former Suffolk Coastal area. They are included within

	the Suffolk Coastal Local Plan; and are protected with a supporting Policy (SCLP 11.8). They were initially identified by Suffolk Coastal District Council in December 1995 in its Supplementary Planning Guidance 6 (now withdrawn but still available to view <a href="#">SPG6-Historic-parks-and-gardens.pdf (eastsuffolk.gov.uk)</a> ).
1.4	Additionally, there are seven parks and gardens in the whole East Suffolk District included on the National Register of Parks and Gardens of Special Historic Interest compiled by Historic England. These parks and gardens are Designated Heritage Assets and have a higher threshold of protection afforded them in planning decision making than Non-Designated Heritage Assets.
1.5	Historic parks and gardens are characteristic features of east and west Suffolk – either side of the High Suffolk clay plateau. This reflected the position of the largest landed estates - including in the Suffolk Sandlings - and also their geographical distribution along the historic route between Ipswich and Great Yarmouth. These parks were construed as primarily an aesthetic landscape – an irregular, ‘naturalistic’ setting of grass, trees and woodland around a big house. Parks were expressions of status and wealth, marking out the owner as a member of the landed elite. Parks were used for hunting and fishing, and also as arenas for elite entertainment. Their importance to the East Suffolk District is easy to appreciate: twenty-three already identified as of national or local importance, and another five as part of this proposal – potentially twenty-eight (at least) in total.

## 2 Current position

2.1	Following the creation of East Suffolk Council in April 2019, it became apparent that there was a difference in the practices and policies of the former Waveney District Council and Suffolk Coastal District Council in some aspects of the historic and natural environment.
2.2	Following extensive survey, research and mapping work undertaken by the University of East Anglia (UEA) in the early 1990s across the county of Suffolk to identify parks and gardens of local historic or landscape interest, Suffolk Coastal District Council used the results to adopt and publish criteria for their identification and included those identified in this way in Supplementary Planning Guidance (SPG).
2.3	Although the results of the UEA’s work was available to other Suffolk authorities, none – including Waveney District Council – used it for any purpose similar to Suffolk Coastal District Council.
2.4	The Suffolk Coastal Local Plan (September 2020) and the Historic Environment Supplementary Planning Document (June 2021) now include the list of locally important historic parks and gardens in the Suffolk Coastal area and, consequently, the old SPG was withdrawn.
2.5	The aforementioned work by the UEA identified and mapped five historic parks and gardens of local interest in the former Waveney area: Benacre Park; North Cove Hall; Redisham Hall; Sotterley Park; and Worlingham Hall.

## 3 How to address current situation

3.1	Parks and Gardens of local historic or landscape interest are not confined in their geographical spread to the former Suffolk Coastal area, only. It has been apparent since at least the 1990s that there are five examples in the former Waveney area that are worthy of such recognition.
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3.2	The creation of East Suffolk Council has highlighted the differences in the former approach, so the opportunity to provide the same recognition to the parks and gardens in the former Waveney area has now been taken. As reported to Cabinet on June 1 <sup>st</sup> 2021 at adoption of the Historic Environment SPD, the 'Design and Conservation team intends that a stand-alone Local List of historic parks and gardens will be created and will include the relevant background information of the deleted SPG6 and which will be publicly accessible' (paragraph 3.4).
3.3	To address that imbalance and align the two former areas of the District, the Design and Conservation team, with the support of the Landscape and Arboriculture team, commissioned consultants to undertake a review and update of the original UEA surveys (kindly provided by Suffolk County Council) of these five examples. This work was completed in February 2022 and can be found using the link at Appendix A.
3.4	The report was prepared following guidance from Historic England (Advice Note 7: Local Heritage Listing) and using the criteria published within the Historic Environment Supplementary Planning Document for identifying Non-Designated Heritage Assets. Research and survey were undertaken, with the five sites identified and mapped within the report and their historic or landscape interest fully appraised and recorded. The report confirmed all five sites as parks and gardens of local historic or landscape interest, with one (Worlingham Hall) proposed for adjustment to its boundary.
3.5	All five proposed additions are identified in the February 2022 report and can be seen at the following page numbers: Benacre Park (p11); North Cove Hall (p18); Redisham Hall (p26); Sotterley Park (p36); and Worlingham Hall (p42). Maps of the proposed additions are included at Appendix B for ease of reference. Please note that the reduced area of Worlingham Hall historic park and garden as recommended in the report is agreed by officers.
3.6	Of note is that all five historic parks and gardens provide the setting for important listed buildings that lie within them, and which are intimately connected to their historical development. Understanding these associated landscapes, therefore, is integral and important to understanding these key historic sites within the District.
3.7	Public consultation was undertaken using a draft of the report and included: writing to owners/occupiers of the five sites and included buildings; emailing the relevant parish councils, Historic England, The Suffolk Gardens Trust, Suffolk County Council, The Broads Authority and the Suffolk Preservation Society (see Appendix C for a summary of responses). The report was finalised in February 2022 following feedback received.
3.8	It is proposed that, if the addition of the five aforementioned examples is approved, a standalone Local List on the Council's website will be created where all twenty-one examples can be found and linked to the report and mapping for each.
3.9	Of note is that the national body which is a statutory consultee on planning applications affecting registered parks and gardens, The Gardens Trust, in its 2019 publication 'The Planning System in England and Wales and the Protection of Historic Parks and Gardens: Guidance for Local Planning Authorities' states that parks and gardens should be included in Local Plans as part of a 'positive strategy for the conservation and enjoyment of the historic environment'. Further, Historic England's guidance (op.cit.) states that 'for local authority-compiled (local) lists, once the assets on the shortlist for nomination have passed all the necessary

	checks, final endorsement can be sought at the appropriate level within the local planning authority, which might include Committee or Cabinet Member sign-off’.
3.10	For clarity, if the proposed five additions are approved, they will not be protected by Suffolk Coastal Local Plan Policy SCLP11.8, as they are in the Waveney Local Plan area. However, as Non-Designated Heritage Assets, the relevant national NPPF policy (paragraph 203) will apply in the planning decision-making process.
3.11	Historic England and the Suffolk Gardens Trust have recently initiated a project entitled ‘Suffolk’s Unforgettable Garden Story’ which aims to compile a list of significant but non-designated landscapes - in other words those that are not included on Historic England’s <u>Register of Parks and Gardens</u> . It aims to recruit Suffolk volunteers and train them to research and record historic landscapes. The project will draw attention to the value of the county’s historic designed landscapes, and support local communities to champion their landscape heritage, ensuring its future protection. This project will draw upon work already undertaken by East Suffolk Council and may result in further proposed additions to the Local List on completion in June 2023, as well as additions to the National Register.

#### 4 Reason/s for recommendation

4.1	The consultants’ report highlights that the Local List continues to be developed and designed landscapes added, so the identification and careful consideration of sites is an ongoing and important process undertaken in conformance with local policy. Local Lists can identify heritage assets which are valued by the local community as distinctive elements of the local historic environment and may certainly include parks and gardens. The inclusion of parks and gardens in a Local List raises their profile and also brings the benefits of applied national and local planning policy.
4.2	The proposal, if adopted, will assist in delivery of the Strategic Plan 2020-2024, by supporting delivery of T01 Growing Our Economy of the Strategic Plan, priority of P03. “Protection and enhancement of the natural, built and historic environment.” It will secondarily support the delivery of priority P01 Build the right Environment for East Suffolk, as it serves to support the policies in the “Up to date local plans proving a strategy for growth and place making.”
4.3	Officers judge that the public consultation exercise undertaken has demonstrated that, amongst those who responded, there is support of the proposal.
4.4	Officers judge that the proposal confirms the merit of the five proposed additions to the Local List of Parks and Gardens of Historic or Landscape Interest; and that their inclusion will now provide the recognition and protection of these characteristic landscape features across the entire East Suffolk District.
4.5	If the proposal is approved, owners and occupiers will be informed, as will all consultees. The five sites will be updated on the Suffolk County Council Historic Environment Record and identified on the Council’s Public Access mapping system. A Local List of Parks and Gardens of Historic or Landscape Interest will be added to the Council’s website.

## Appendices

Appendices:	
<b>Appendix A</b>	East Suffolk Local List – Historic Parks and Gardens – February 2022
<b>Appendix B</b>	Maps of proposed five additions to Local List of Parks and Gardens of Historic or Landscape Interest
<b>Appendix C</b>	Summary of Consultee responses

Background reference papers:		
Date	Type	Available From
January 2021	Historic England Advice Note 7: Local Heritage Listing	<a href="#">Local Heritage Listing: Identifying and Conserving Local Heritage   Historic England</a>