



CABINET

Tuesday, 01 June 2021

Subject	Adoption of Historic Environment Supplementary Planning Document
Report of	Councillor David Ritchie Cabinet Member with responsibility for Planning and Coastal Management
Supporting Officer	Ian Johns Planner (Policy and Delivery) ian.johns@eastsoffolk.gov.uk 01502 523065 Anthony Taylor Senior Planner (Policy and Delivery) Anthony.Taylor@eastsoffolk.gov.uk 01394 444581

Is the report Open or Exempt?	OPEN
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Category of Exempt Information and reason why it is NOT in the public interest to disclose the exempt information.	Not applicable.
Wards Affected:	All Wards

Purpose and high-level overview

Purpose of Report:

The purpose of this report is to adopt the new Historic Environment Supplementary Planning Document (SPD). The purpose of the SPD is to provide guidance for those who are planning development, repairs, alterations and changes to, or that may affect, the historic environment. This SPD does not create planning policies, but rather provides guidance to assist with the implementation of the historic environment policies contained within the East Suffolk Council - Suffolk Coastal Local Plan (September 2020) and the East Suffolk Council - Waveney Local Plan (March 2019).

Options:

Adoption of the new Historic Environment SPD. This will provide comprehensive and practical guidance about the historic environment and the implementation of relevant planning policies in a single document. The guidance in the new SPD is consistent with national policy and the Local Plans. Its preparation has also provided an opportunity to take account of changes over time since the preparation of earlier supplementary planning guidance and documents, where these are relevant to the historic environment, such as the need to respond to climate change, as well as the use of new technology and materials, and changing trends in how buildings are used. Not adopting the new Historic Environment SPD would mean continuing to use existing guidance documents, which are, in some places, out of date and do not fully reflect the recently adopted Local Plans and current national policy. The existing guidance, due to its age, is also split between several documents which were adopted by either the former Suffolk Coastal or former Waveney District Councils at differing times.

Recommendation/s:

1. That Cabinet adopts the Historic Environment Supplementary Planning Document.
2. That the Head of Planning and Coastal Management, in consultation with the Cabinet Member for Planning and Coastal Management, is authorised to make any presentational or typographical amendments to the Historic Environment Supplementary Planning Document prior to it being published.

Corporate Impact Assessment

Governance:

No impacts.

ESC policies and strategies that directly apply to the proposal:

The Historic Environment SPD assists with the implementation of policies contained within the East Suffolk Council - Suffolk Coastal Local Plan (September 2020) and the East Suffolk Council - Waveney Local Plan (March 2019), which relate to the historic environment.

The key relevant policies in the Suffolk Coastal Local Plan are SCLP11.3 (Historic Environment); SCLP11.4 (Listed Buildings); SCLP11.5 (Conservation areas); SCLP11.6 (Non-

Designated Heritage Assets); SCLP11.8 (Parks and Gardens of Historic or Landscape Interest).

The key relevant policies in the Waveney Local Plan are WLP8.37 (Historic Environment); WLP8.38 (Non-Designated Heritage Assets); WLP8.39 (Conservation Areas).

Environmental:

The Historic Environment SPD seeks to support the conservation and enhancement of East Suffolk's historic environment. In doing so, it also supports wider objectives, for example it includes guidance about improving the environmental sustainability of historic buildings in an appropriate manner and helping to make historic buildings more resilient to climate change events. The SPD has been subject to Strategic Environmental Assessment screening (under the Environmental Assessment of Plans and Programmes Regulations 2004, as amended) and has been screened to ascertain whether there would be potential significant effects on European Habitats sites (under the Conservation of Habitats and Species Regulations 2017, as amended). The screening assessments are available at Appendix D and Appendix E respectively. It is therefore considered that this SPD will have a positive impact upon the environment overall.

Equalities and Diversity:

No impacts.

An Equality Impact Assessment Screening Opinion was produced to accompany consultation on Supplementary Planning Document in December 2020 (Appendix C). The Supplementary Planning Document was also subject to separate Equality Impact Analysis (ref: EQIA333266263) in May 2021. Both assessments concluded no differential negative impacts on those with protected characteristics.

Financial:

The production and adoption of the Supplementary Planning Document is covered by the existing budget of the Planning Policy and Delivery Team.

Human Resources:

No impacts.

ICT:

No impacts.

Legal:

The Supplementary Planning Document has been produced in accordance with the Town and Country Planning (Local Plans) (England) Regulations 2012 (as amended).

An Equality Impact Assessment Screening opinion was produced to meet the requirements of the Equality Act 2010 (Appendix C). The SPD has been subject to a Strategic Environmental Assessment Screening Opinion in accordance with the Environmental Assessment of Plans and Programmes Regulations, 2004 (Appendix D). It has also been subject to a Habitats Regulation Assessment Screening Statement, in accordance with the Conservation of Habitats and Species Regulations, 2017 (as amended) (Appendix E).

Risk:

There are no risks envisaged in relation to the implementation of the recommendations.

External Consultees:	The Historic Environment SPD has been subject to consultation during its preparation in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. The list of consultees, respondents and summaries of their comments can be found in the consultation statement which is appended to this report (Appendix B).
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Strategic Plan Priorities

Select the priorities of the Strategic Plan which are supported by this proposal: <i>(Select only one primary and as many secondary as appropriate)</i>		Primary priority	Secondary priorities
T01	Growing our Economy		
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"/>
T02	Enabling our Communities		
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"/>
T03	Maintaining Financial Sustainability		
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"/>
T04	Delivering Digital Transformation		
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"/>
T05	Caring for our Environment		
P20	Lead by example	<input type="checkbox"/>	<input type="checkbox"/>
P21	Minimise waste, reuse materials, increase recycling	<input type="checkbox"/>	<input checked="" type="checkbox"/>
P22	Renewable energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
P23	Protection, education and influence	<input type="checkbox"/>	<input type="checkbox"/>
XXX	Governance		
XXX	How ESC governs itself as an authority	<input type="checkbox"/>	<input type="checkbox"/>
How does this proposal support the priorities selected?			

The Historic Environment SPD provides guidance to support the implementation of the policies relating to the historic environment in the Council’s Local Plans. In this respect the SPD directly supports the delivery of Strategic Plan priority P03 by seeking to conserve and enhance East Suffolk’s unique and diverse historic environment.

The SPD also supports the delivery of Strategic Plan priority PO1 by providing guidance to support development, where appropriate, in a manner which is appropriate to conserving and enhancing the historic environment. The SPD also supports the delivery of Strategic Plan priority PO9 as the historic environment contributes to sense of place and the richness of culture. Conserving, and re-using the historic environment will also support the delivery of strategic priority P21 through the re-use of materials. This SPD also provides guidance relating to installing renewable energy and improving energy efficiency in historic buildings, which will support the delivery of Strategic Plan priority P22.

Background and Justification for Recommendation

1 Background facts	
1.1	The Council has two recently adopted Local Plans: the East Suffolk Council – Waveney Local Plan (March 2019) and the East Suffolk Council – Suffolk Coastal Local Plan (September 2020). These Local Plans both contain a number of policies relating to conserving and enhancing the historic environment.
1.2	There are currently a number of existing Supplementary Planning Guidance and Supplementary Planning Documents in place that relate to the historic environment. These were adopted by the former Suffolk Coastal District Council and Waveney District Council, and many are a number of years old. These are listed below: <ul style="list-style-type: none"> • Suffolk Coastal Supplementary Planning Guidance 1: Redundant Buildings in the Countryside (1991 and updated in 2004) • Suffolk Coastal Supplementary Planning Guidance 6: Historic Parks and Gardens (1995) • Suffolk Coastal Supplementary Planning Guidance 13: Historic Buildings: Repairs, Alterations and Extensions (1997) • Suffolk Coastal Supplementary Planning Guidance 14: Shopfronts, Signs and Advertisements (2000) • Waveney Supplementary Planning Document: Built Heritage and Design (2012)
1.3	The existing guidance documents listed above were prepared to provide guidance in relation to Local Plan policies which are now no longer in place, and whilst much of the guidance may still be relevant changes and issues have evolved over time, such as the need to respond to climate change and the introduction of new technology and materials. The existing guidance is also spread across a number of documents, and the preparation of a new SPD enables planning guidance related to the historic environment to be provided in a single, comprehensive document.
1.4	The new Historic Environment SPD provides guidance on a range of matters, to assist with the implementation of the Council’s Local Plan policies relating to the historic environment and to help to ensure that development is carried out in a manner which conserves and enhances the historic environment. This SPD does

	not add new policies but rather seeks to provide guidance that will help with the implementation of relevant policies in the Suffolk Coastal and Waveney Local Plans. The guidance contained within this SPD will be a material consideration when determining planning applications. The SPD will apply to the part of East Suffolk outside of the Broads (i.e. the local planning authority area).
1.5	The historic environment of East Suffolk is not only of a high quality but is also varied. The diverse nature of the district has given rise to an architectural typology ranging from farmhouses, picturesque cottages and churches, to resort tourism, military research and defence, fishing, agricultural and energy industries, and parklands. The district has approximately 4,000 listed buildings, 51 conservation areas and 9 nationally registered historic parks and gardens.
1.6	The SPD includes detailed guidance on various elements of the historic environment including Listed Buildings, Conservation Areas, Non-Designated Heritage Assets and parks and gardens, as well as guidance on particular types of development including extensions, development in the setting of historic buildings, conversions in the countryside, lighting, security and satellite communications apparatus, shopfronts and signage and demolition. The SPD also provides guidance on specific features of historic buildings including doors, windows and chimneys. Guidance is also provided in relation to the repair and maintenance of historic buildings and structures. The SPD also includes guidance on incorporating sustainable energy and construction in a manner appropriate to the historic environment.
1.7	The document has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).
1.8	The preparation of the Supplementary Planning Document has been overseen by the Local Plan Working Group.
1.9	Preparation of the SPD was undertaken through an officer steering group, which included officers from Planning Policy and Delivery, the Design and Conservation team and from Development Management.
1.10	The Town and Country Planning (Local Plans) (England) Regulations 2012 (as amended) require the Council to undertake consultation to inform the production of the Supplementary Planning Document and, as a minimum, requires that the draft document is published for four weeks and that during that time it is available on the Council's website and that hard copies are available for inspection in the Council's offices.
1.11	The Historic Environment SPD was subject to two rounds of consultation during its preparation. The first was an initial consultation to inform the scope and content of the SPD, which included direct consultation with key stakeholders as well as publicising the opportunity to comment on the Council's website. This consultation ran from 27 th September to 25 th October 2019. A total of 17 individuals and organisations responded, making a total of 97 comments. Further details and the responses received to the initial stage of consultation were used to inform preparation of a draft document which was subsequently subject to a public consultation.
1.12	The public consultation on the draft SPD took place between 7 th December 2020 and 1 st February 2021. Due to the social distancing restrictions and the national lockdown as the result of the Covid-19 pandemic, libraries and other public spaces were not accessible during the consultation period. Therefore, paper copies of documents could not be made available at these locations. Physical copies of documents were, however, able to be sent out on request. This was undertaken in

	accordance with temporary amendments to the Town and Country Planning (Local Plans) (England) Regulations 2012 and the Temporary Suspension of parts of the Statement of Community Involvement for Planning Policy purposes (November 2020).
1.13	Further details of the consultation are set out in the Consultation Statement which is appended to this report (Appendix B).
1.14	<p>A total of 32 individuals and organisations responded to the formal stage of consultation, making a total of 180 comments. The main themes of the comments received are summarised below, however many of the comments covered very specific matters and it is not possible to summarise all of them here in a succinct manner. The full consultation responses have been published on the Council's consultation website (see - https://eastsuffolk.inconsult.uk/HISTENVSPD/consultationHome) and summarised in the appended consultation statement (Appendix B):</p> <ul style="list-style-type: none"> • Overall support for conserving and enhancing the historic environment; • A number of respondents welcome the production of the SPD; • Further explanation of key terms, such as historic building, should be provided; • A number of comments related to additional explanation of Conservation Areas policy and legislation, and also suggestions that Article 4 Directions (which remove specified permitted development rights) could be introduced in the former Suffolk Coastal area; • Support for identification of Non-Designated Heritage Assets; • Issues were raised around development in residential gardens and associated impacts on the historic environment; • Whilst the guidance relating to sustainable energy and construction was broadly supported, there were suggestions to expand the guidance to cover more renewable technologies as well as a number of points of detail; • Additional illustrations/photographs would assist in the Listed Buildings chapter and the Lighting, security and satellite apparatus chapter; • Features such as gates, fencing, lighting and driveways were mentioned as potentially affecting the setting of heritage assets; • Greater clarity needed on how proposals for replacement windows will be assessed; • Respondents noted that building conversions should take place in a way that is sympathetic to the existing building and its original use, and further guidance covering how a building relates to the landscape was suggested; • There should be a balance between adapting a building for modern life and preserving its historic and architectural appearance; • Importance of details, such as paint colours and the use of wooden replacement window frames; • Reference to the proximity of the Broads should be included in places; • Additional web links were suggested, to reference other guidance and enhance useability of the document. <p>Changes have been made to the document to address many of the comments, including:</p> <ul style="list-style-type: none"> • Clarity as to what constitutes a historic building has been included;

	<ul style="list-style-type: none"> • Further explanation of the role of Conservation Area Appraisals has been provided; • Text on Article 4 Directions has been amended, cross referencing to the Council’s website for up to date information; • Reference to the benefits of re-using historic buildings in terms of conserving energy and materials has been included; • Addition of guidance on underfloor heating; • The replacement windows guidance has been re-drafted to provide greater clarity, replacing bullet point criteria with explanations; • Additional references to the Suffolk Coast and Heaths AONB and the Broads in relation to landscape and landscape setting; • Additional illustrations have been inserted regarding different aspects of building design and maintenance, including clubfoot ends, boxed-out eaves, pentice boards and timber repairs; • Additional photograph added to illustrate security installations; • Additional guidance on avoiding impacts of light pollution on the historic environment; • Guidance on works relating to trees in Conservation Areas; • Additional guidance relating to user of mortar in repairing walls; • Text to encourage removal of external pipework if not needed; • Extra guidance has been added to guide alteration and repair; • Additional use of references and links to websites. <p>In addition, further changes have been made to address typographical and grammatical errors, to explain the consultation process that has informed the preparation of the SPD, to replace photographs in places and to provide clarity around legislation. New photographs have also been inserted where appropriate to reflect that some projects have since been completed.</p>
1.15	The final Historic Environment SPD is appended to this report (Appendix A).
1.16	Equality Impact Assessment screening opinion was produced to accompany the formal stage of consultation to ascertain whether the SPD would negatively impact upon any group with protected characteristics. It was concluded that there would be no negative impact upon any group with protected characteristics and therefore a full Equality Impact Assessment screening exercise was not needed. The Equality Impact Assessment screening opinion is appended to this report (Appendix C).
1.17	Under the Environmental Assessment of Plans and Programmes Regulations 2004 screening was carried out on the draft Supplementary Planning Document to determine whether a full Strategic Environmental Assessment would be required. The screening concluded that this was not required. The final Strategic Environmental Assessment Screening Opinion is appended to this report (Appendix D).
1.18	Habitat Regulations Assessment screening was also undertaken which concluded that implementation of the Supplementary Planning Document would not lead to likely significant effects on protected Habitat sites and that it is therefore not considered necessary to undertake an Appropriate Assessment. The final Habitat Regulations Assessment Screening Statement is appended to this report (Appendix E).

2 Current position

2.1	<p>Existing planning guidance about the historic environment is currently set out in several documents that were prepared by the former Suffolk Coastal and Waveney District Councils and apply to those respective areas.</p> <p>The existing documents covering the former Suffolk Coastal area are SPG1 (The Future Use of Redundant Buildings in the Countryside); SPG6 (Historic Parks and Gardens); SPG13 (Historic Buildings: Repairs, Alterations and Extensions) and SPD14 (Shopfronts, Signs and Advertisements). The existing document covering the former Waveney area is the Built Heritage and Design Supplementary Planning Document (2012).</p> <p>Two new local plans have been recently adopted – the East Suffolk Council – Suffolk Coastal Local Plan (September 2020) and the East Suffolk Council – Waveney Local Plan (March 2019).</p> <p>The current guidance is considered to be out of date in places in relation to adopted Local Plan policies and current Government policy contained within the National Planning Policy Framework (NPPF). It also does not respond to current issues and matters that have evolved over time such as climate change, materials and technologies.</p>
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3 How to address current situation

3.1	<p>The new Historic Environment SPD contains comprehensive planning guidance on the historic environment within a single document. It has been prepared to support the implementation of policies contained in the adopted Local Plans, as well as being consistent with Government policy, principally that contained within the National Planning Policy Framework. The new SPD also responds to issues and changes which have evolved over time and contains guidance which reflects the introduction of new materials and technologies, changing trends in building usage, and guidance about energy efficiency, renewable energy and flood risk protection in the historic environment in response to climate change.</p>
3.2	<p>The adoption of the Historic Environment SPD will enable it to be a material consideration in the consideration of planning applications.</p>
3.3	<p>Once adopted, the Historic Environment SPD will replace the following documents:</p> <ul style="list-style-type: none">• Suffolk Coastal Supplementary Planning Guidance 1: Redundant Buildings in the Countryside (1991 and updated in 2004)• Suffolk Coastal Supplementary Planning Guidance 6: Historic Parks and Gardens (1995)• Suffolk Coastal Supplementary Planning Guidance 13: Historic Buildings: Repairs, Alterations and Extensions (1997)• Suffolk Coastal Supplementary Planning Guidance 14: Shopfronts, Signs and Advertisements (2000)• Waveney Supplementary Planning Document: Built Heritage and Design (2012)
3.4	<p>SPG6 contained valuable background information in relation to the historic parks and gardens. The Design and Conservation team intends that a stand-alone local</p>

	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.
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4 Reason/s for recommendation

4.1	Adoption of the new Historic Environment SPD will provide up to date guidance to assist with the implementation of the Council's Local Plan policies which relate to the historic environment.
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Appendices

Appendices:

Appendix A	Historic Environment Supplementary Planning Document
Appendix B	Consultation Statement
Appendix C	Equality Impact Assessment Screening Opinion (December 2020) (produced to accompany consultation on Draft SPD)
Appendix D	Strategic Environmental Assessment Screening Opinion (December 2020) (produced to accompany consultation on Draft SPD)
Appendix E	Habitat Regulations Assessment Screening Statement (December 2020) (produced to accompany consultation on Draft SPD)

Background reference papers:

Date	Type	Available From
March 2019	East Suffolk Council - Waveney Local Plan	https://www.eastsuffolk.gov.uk/planning/planning-policy-and-local-plans/local-plans/
September 2020	East Suffolk Council - Suffolk Coastal Local Plan	https://www.eastsuffolk.gov.uk/planning/planning-policy-and-local-plans/local-plans/
November 2020	Temporary Suspension of parts of the Statement of Community Involvement for Planning Policy purposes (November 2020).	https://www.eastsuffolk.gov.uk/assets/Planning/SCI-suspension-for-planning-policy-purposes-Extended-December-2020.pdf
May 2021	Equality Impact Analysis (Historic Environment Supplementary Planning Document)	Available on Request