



## Committee Report

**Planning committee** - 28 January 2020

**Application no** DC/19/4258/FUL

**Location**

Pettistree  
Castle Green  
Orford  
IP12 2NF

**Expiry date** 25 December 2019

**Application type** Full Application

**Applicant** Mr & Mrs Pearce

**Parish** Orford

**Proposal** Proposed extension and extensive internal and external alterations to an existing dwelling.

**Case Officer** Rachel Smith  
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### 1. Summary

- 1.1. The application seeks alterations and extensions to Pettistree, a detached bungalow located within the physical limits boundary of Orford, the Orford Conservation Area and the Suffolk Coast and Heaths Area of Outstanding Natural Beauty. It is located adjacent to Orford Castle, a Grade I Listed Building and Scheduled Monument.
- 1.2. The application is at Committee because the Head of Planning and Coastal Management has requested that it be determined by Members given the strong objection made by Historic England and Officer recommendation of approval. The referral process was not triggered as the Historic England comments were received outside of the formal consultation period.
- 1.3. Officers consider that the proposed design and resulting dwelling would conserve and enhance the property as a Non-Designated Heritage Asset as well as the wider Orford

Conservation Area and that it would not detract from the setting of Orford Castle or other nearby Listed Buildings.

- 1.4. The application is recommended for approval.

## **2. Site description**

- 2.1. The development site is located within the physical limits boundary of Orford and is also within the Orford Conservation Area and Suffolk Coast and Heaths Area of Outstanding Natural Beauty. The property is located immediately south of Orford Castle and is accessed via a right of way over the castle carpark. The castle is a Grade 1 Listed Building and Scheduled Monument, the curtilage of which crosses within the site boundary.
- 2.2. The property is a detached bungalow constructed in red brick with a clay pantile roof. The Orford Conservation Area appraisal (2010; updated) identifies Pettistree Cottage as a positive unlisted building although its significance is not amplified due to restricted access/visibility. It is located towards the south of the site. It is linear in form however it is clear that a number of alterations and additions have been made to the property, some in an unsympathetic form. To the south of the site are further residential properties: The Dunns and Old Well House both of which are relatively modern, chalet style properties. To the east of the site is Castle Hill, a row of terrace cottages and to the north is Orford Castle.
- 2.3. The property itself is mainly hidden from public view except when viewed from an elevated position within the castle or castle grounds.

## **3. Proposal**

- 3.1. The proposals are for alterations to the existing dwelling, demolition of outbuildings, and the addition of new extensions to the principal dwelling. The design intent is to bring together the existing buildings currently separated across the site. It would also alter the proposed main entrance and access to the dwelling bringing this further north, closer to the vehicular access and create more defined and useable garden spaces.
- 3.2. The area of existing property to be refurbished is 133 square metres, 59 square metres would be demolished and there would be 96 square metres of new build. This would result in a net increase in overall building footprint of 37 square metres.

## **4. Consultations/comments**

- 4.1. 11 letters of support have been received commenting how the design is attractive and wouldn't harm the setting of the castle or the Conservation Area. They also raise non-material considerations regarding the applicants personal situation.

**Consultees**  
**Parish/Town Council**

Consultee	Date consulted	Date reply received
Orford Parish Council	4 November 2019	14 November 2019
Summary of comments: Orford Parish Council has no objection to this proposal.  One concern is the skips and builders vehicles, could these be kept from the highway if possible		

**Statutory consultees**

Consultee	Date consulted	Date reply received
Suffolk County Archaeological Unit	4 November 2019	4 December 2019
Summary of comments: Suggest conditions requiring archaeological investigation and monitoring		

**Non statutory consultees**

Consultee	Date consulted	Date reply received
Landscape Team (Internal)	4 November 2019	25 November 2019
Summary of comments: Comments included in report		

Consultee	Date consulted	Date reply received
Design And Conservation (Internal)	4 November 2019	28 November 2019
Summary of comments: Comments included in report		

**Publicity**

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

Category	Published	Expiry	Publication
Ancient Monument	7 November 2019	28 November 2019	East Anglian Daily Times

**Site notices**

General Site Notice                      Reason for site notice: Scheduled Ancient Monument

Affects Setting of Listed Building  
Conservation Area  
May Affect Archaeological Site  
Date posted: 6 November 2019  
Expiry date: 27 November 2019

## 5. Planning policy

- 5.1. On 1 April 2019, East Suffolk Council was created by parliamentary order, covering the former districts of Suffolk Coastal District Council and Waveney District Council. The Local Government (Boundary Changes) Regulations 2018 (part 7) state that any plans, schemes, statements or strategies prepared by the predecessor council should be treated as if it had been prepared and, if so required, published by the successor council - therefore any policy documents listed below referring to "Suffolk Coastal District Council" continue to apply to East Suffolk Council until such time that a new document is published.
- 5.2. In addition to considering applications in accordance with the National Planning Policy Framework (NPPF 2019) and the National Planning Policy Guidance (NPPG), Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Local Planning Authority's 'Development Plan', unless material considerations indicate otherwise.
- 5.3. East Suffolk Council's Development Plan, as relevant to this proposal, consists of:
- East Suffolk Council Suffolk Coastal District Local Plan – Core Strategy and Development Management Development Plan Document (Adopted July 2013);
  - East Suffolk Council Suffolk Coastal District Local Plan – Site Allocations and Site Specific Policies Development Plan Document (Adopted January 2017);
- and
- The 'Saved' Policies of the Suffolk Coastal Local Plan incorporating the first and second alterations;
- 5.4. The relevant policies of the Suffolk Coastal District Local Plan – Core Strategy and Development Management Development Plan Document (Adopted July 2013) are:

SP15 - Landscape and Townscape (East Suffolk Council - Suffolk Coastal District Local Plan - Core Strategy and Development Management Development Plan Document (July 2013))

DM21 - Design: Aesthetics (East Suffolk Council - Suffolk Coastal District Local Plan - Core Strategy and Development Management Development Plan Document (July 2013))

DM23 - Residential Amenity (East Suffolk Council - Suffolk Coastal District Local Plan - Core Strategy and Development Management Development Plan Document (July 2013))

- 5.5. The following East Suffolk Council Suffolk Coastal District Local Plan - Supplementary Planning Guidance/Documents are of particular relevance to the determination of this application:

Orford - Conservation area appraisal (East Suffolk Council - Suffolk Coastal District Local Plan -Supplementary Planning Document)

- 5.6. The Planning (Listed Buildings and Conservation Areas) Act 1990.
- 5.7. The new Local Plan (covering the former Suffolk Coastal area) was submitted to the Planning Inspectorate (PINS) for examination on Friday 29 March 2019, the Examination took place between 20th August and the 20th September 2019. Full details of the submission to PINS can be found through this link:  
[www.eastsuffolk.gov.uk/localplanexamination](http://www.eastsuffolk.gov.uk/localplanexamination) .
- 5.8. Presently, only those emerging policies which have received little objection (or no representations) can be given more weight in decision making if required, as outlined under Paragraph 48 of the National Planning Policy Framework (2019).
- 5.9. At this stage in the Plan Making process, the policies which received little objection (or no representations) can be given more weight in decision making if required, as outlined under paragraph 48 of the NPPF. There are no policies of that nature relevant to the consideration of this application.

## **6. Planning considerations**

- 6.1. This application has been made following detailed pre-application advice commencing in 2016 during which time the applicant has worked with their Agents, the local planning authority and Historic England in order to seek all the necessary views on achieving the most appropriate design solution for the property, its site and the wider context. The extent of this pre-application advice was necessitated by the nature of the proposals which required careful and detailed consideration in terms of impacts derived from the site's very close proximity to the Scheduled Monument and Grade I listed building that is Orford Castle. A separate Scheduled Monument Consent application has been submitted in relation to the works that fall within the boundary of the Scheduled Monument.
- 6.2. The current application includes a further iteration of the design that the local planning authority had not previously seen however detailed advice and guidance had been provided and the scheme that has now been submitted for consideration is considered to be of a high quality and well considered, mindful of heritage impacts and creative in its combined approach to an existing heritage asset and the desire to make an attractive rehabilitated dwelling.

- 6.3. The submitted Statement of Significance meets the requirements of paragraph 189 of the NPPF and is comprehensive and well detailed. It is considered that it confirms the identification that the local planning authority had previously made of the building's status as a Non-Designated Heritage Asset (NDHA) and why it should be retained as an unlisted building that contributes positively to the character and appearance of the Conservation Area.
- 6.4. In respect of the existing cottage, the local planning authority had previously expressed the view that any proposal to alter and extend it should demonstrate clear conservation benefits in terms of restoration although this can only be loosely applied given that there is no control over its interior. This meant, ideally, the removal, remodelling or reversal of later unsympathetic changes and additions and its re-fenestration in a traditional manner. It was also suggested that some of the existing buildings were re-used or incorporated. This approach would ensure that comprehensive change to the site would be avoided. The current scheme proposes a number of alterations which are considered to result in positive changes to the character and appearance of the property, including
- Existing uPVC windows to be removed and replaced in traditional timber casement windows to a sympathetic design,
  - Infill and repairs will be undertaken re-using bricks salvaged from other areas of change to the cottage or a matching brick; ditto for the clay pantile roof covering,
  - A former chimney will be reinstated for which there is historical photographic evidence,
  - Existing additions will be remodelled to provide a differentiation from the cottage's original form providing a more creative and contrasting resultant visual effect,
  - The modern conservatory addition and conservatory and monopitch outbuildings would be removed.
- 6.5. It is therefore considered that the key objective of conserving and enhancing the Non-Designated Heritage Asset would be achieved as a result of this proposal.
- 6.6. In respect of the design of the additions and incorporations, Officers note that the designer's approach is to differentiate these by using a contrasting palette of materials and forms (to the cottage), consisting of charred/blackened timbers to form the cladding and roof covering; and corrugated metal cladding to the existing outbuildings; and highly characterised pitched roof forms of scale. These latter do reflect the importance of the roofscape to townscape views from the castle mound and keep, itself, and are an acknowledgment of this key aspect of the castle's setting. The materials choice does use the language of ancillary buildings that can be found locally and also at the quayside (now included within the Conservation Area) and the dark colour will ensure a degree of visual recession which is welcome given the mass of the principal extension.
- 6.7. The architectural expression of the additions is starkly contemporary with extensive areas of glazing in a varied pattern that takes account of aspect, orientation and views. The overall effect is considered to be creative, interesting and of high quality. The combination effect of the cottage with its modern additions is harmonious and complementary. The modelled forms of the additions, that incorporate an existing outbuilding, maintain the group effect of individual buildings such that the overall result will appear neither unexpected or undesirable in views from the castle or nearby areas from where this site

can be viewed i.e. across the adjacent allotments; nor will it appear as over-development of the site, in terms of the proportion of built form to open space in this village centre site. It is for these reasons, therefore, that it is considered that there will be no harm arising to the setting of the nearby listed buildings at Orford Castle and 117-119 Castle Hill nor to the Non Designated Heritage Asset; and that the design will both preserve and enhance the character and appearance of the Orford Conservation Area.

- 6.8. Officers would not argue that the application site contributes to the significance of Orford Castle but it does fall within its setting. The submission clearly illustrates the visual impact of the modern additions via photomontages when viewed from the castle (mound and keep) and the scale relationship between the castle and them; and that these are acceptable. The proposal would therefore not result in any harm arising such that the relevant statutory test is met (s.72 Planning (Listed Buildings and Conservation Areas) Act 1990; and that the relevant NPPF tests at paragraphs 196 and 197 are not engaged).
- 6.9. The second page of Historic England's letter states that the development is in a part of the conservation area that forms an important part of the castle's setting and which contributes to the significance of the designated assets. The local planning authority agrees that that the site falls within an important part of the Castle's setting due to its physical proximity. However, it is not clear in what way the site contributes to the significance of Orford Castle (outside of the area of the site that is actually included within the Scheduled Monument). The existing building and its historic use (as a smithy and smithy shop) are C19th in origin and the site appears to have always fallen outside the area of Castle Green i.e. the extent of the keep and associated earthworks. At page 45 of the submitted Statement of Significance, its author, Michael Collins, states that "the cottage does not contribute to the special interest of the listed terrace nor the keep, having no architectural or historic association with either building". Officers tend to agree with this view and also that "the cottage may only be partially glimpsed in filtered views from Castle Green" (p45). By contrast, Historic England's letter states that the development site is "highly visible from the outer earthworks and from the castle itself. Following a recent site visit we can confirm that the development site is particularly prominent in winter views when the small stand of trees that sit on the edge of the castle and between the earthworks and the development area are particularly permeable".
- 6.10. Officers made a further site visit on December 11th and from this visit would say that this is somewhat arguable and that visibility of the site from Castle Green itself, is limited. It is unarguable, however, that the site enjoys high visibility from the top of the Keep.
- 6.11. The thrust of Historic England's objection relates to the extent, character and nature of the additions to the cottage. It appears that Historic England's view can be summarised where it states that "*substantial additional accommodation could be provided in a simple range with a traditional tiled pitched roof which would not draw attention to itself, but blend into the setting*". This design approach i.e. fitting in in a quiet way can be valid and is likely to be supportable, in principle, however this approach is not what it currently being considered. Historic England's assessment of the design of the cottage additions dismisses aspects of them as '*alien*', over-prominent, using forms which are not traditional, and '*needlessly complicated*'. Historic England fears that the site would acquire a prominence out of proportion to its significance. Nowhere does Historic England acknowledge, however, the quality of the creative response that has been brought to the design such that the assembled roof forms and attached elements will, in fact, be complementary to

the local townscape, where buildings with roofs of varied scale and form are seen in juxtaposition and grouped.

- 6.12. The townscape views of Orford from Castle Green and the top of the Keep are very wide. The significance of the Castle is neither undermined nor threatened by this high quality contemporary design in one small part of it close by. The Orford Conservation Area will be enhanced by the addition of a high quality contemporary extension to an unlisted cottage that, itself, will be partly restored as a benefit.
- 6.13. Therefore the proposal would accord with the requirements of the Listed Buildings and Conservation Areas) Act 1990, the NPPF and Local Planning Policies SP15 and DM21.

#### Procedural matters

- 6.14. Historic England can request that the Secretary of State (for Housing, Communities and Local Government) can direct that the application is referred to him for their decision instead of our planning committee. This can be done at any point up to the issuance of a planning decision. Once the formal permission or consent has been issued, the application can no longer be called-in. The Secretary of State may therefore put a temporary stop on the local planning authority issuing a planning permission whilst he or she is deciding whether to call it in. Generally, the Secretary of State will only consider the use of his call-in powers if planning issues of more than local importance are involved.
- 6.15. Historic England is a statutory consultee on this application because the development site falls within the setting of a Grade I listed building (Orford Castle) and may affect it. Historic England is also a statutory consultee in respect of the Orford Conservation Area. This is because the development which affects the character or appearance of the Conservation Area and which involves the extension of an existing building involves an area of land, in respect of which the application is made, of more than 1,000 square metres. The site area is approximately 1,500 square metres.
- 6.16. Landscape The application has been accompanied by a well considered landscape and visual impact assessment, as well as an arboricultural impact assessment. The former concludes that, as far as critical views from the Castle and Castle Green are concerned, the visual impact will be low to medium. From the allotments this drops to low or negligible. In terms of landscape impacts, these are negligible because the application site is already domestic curtilage and there will be no impact on prevailing landscape character types. Overall effects are considered to be neutral-positive on account of the well contained nature of the site, and where the development is seen, the sensitive choice of materials is respectful of the sensitive historic village setting.
- 6.17. As far as the tree assessment is concerned, the proposal requires the removal of some fruit trees and a group of Lawson cypress trees. The most apparent of these removals will be the Lawson cypress trees but these are unsympathetic to this rural village setting and their removal is not opposed. The loss of the fruit trees will be mitigated by new tree planting.
- 6.18. Ecology  
A preliminary Ecological Appraisal was submitted as part of the application. This concludes that the site is low in potential to support protected, priority or rare species and no evidence of such was observed during the survey visit. Further ecological surveys or



mitigation were considered unnecessary, however, to minimise any residual risk of impact, precautionary measures, detailed in the report, should be followed. With the recommendations followed as described, the proposed development could proceed with a minimal risk of harm or impact to protected, priority or rare species or notable habitats. With the biodiversity enhancements followed as described, the proposed development would be enhanced for the benefit of local wildlife in accordance with national planning policy. Therefore the scheme accords with policy DM27.

**6.19. Residential amenity**

The proposed alterations and extensions would not result in a significant change in the overall scale or built form of the property. The most significant changes would be to the north and west of the property which is the furthest point from any neighbouring properties. The modest levels of first floor accommodation would result in some first floor fenestration which is not a feature currently found on the site however these would face west towards the allotment gardens and across the very rear of the garden serving No. 122 Gedgrave Road, some significant distance from the dwelling and its most private amenity area. It is therefore not considered that the proposed alterations and extensions would result in any loss of amenity to neighbouring residents as a result of either a loss of light, outlook or privacy. Therefore, the scheme accords with Policy DM23.

**7. Conclusion**

- 7.1. The proposed alterations to Pettistree are considered to make a positive impact on the character and appearance of the existing property. The proposed extension to the property is a contemporary addition to the dwelling and although it does not replicate the scale, design or form of the existing property, it is considered that it would result in a very high quality modern element to the property and due to the lack of inter-visibility between the site and the castle, it is not considered that it would detract from the setting of the Scheduled Monument.

**8. Recommendation**

- 8.1. Approve subject to controlling conditions

**Conditions:**

1. 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 be completed in all respects strictly in accordance with Drawing Nos. 01 P3, 20 P4, 30 P4, 31 P4, 50 P4, 51 P4, 100 P3, 201 P3, 202 P3 and LSDP 1015.01 all received 31 October 2019 and Ecological Appraisal, Landscape and Visual Appraisal, Design and Access Statement, Statement of Significance and Heritage Statement all received 31 October 2019, for which permission is hereby granted or which are subsequently submitted to and approved by the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.

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

3. No building work shall commence until details of the following have been submitted to and approved in writing by the local planning authority:

- (i) Schedule of repairs to Pettistree
- (ii) Full specification of external materials to existing buildings and proposed additions
- (iii) Representative fenestration details to the cottage and proposed additions
- (iv) Landscaping details including boundaries and surfacing

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 and wider Conservation Area: the application does not include the necessary details for consideration.

4. Prior to the commencement of development, a copy of the Statement of Significance shall be deposited with the Suffolk County Council Historic Environment Record. Within one week of this being done, confirmation of this shall be sent, by email, to the local planning authority.

Reason: The Statement is considered to be of sufficient merit and quality to form part of the public record.

5. No development shall take place until the implementation of a programme of archaeological work has been secured, in accordance with a Written Scheme of Investigation which has been submitted to and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:

- a. The programme and methodology of site investigation and recording
- b. The programme for post investigation assessment
- c. Provision to be made for analysis of the site investigation and recording
- d. Provision to be made for publication and dissemination of the analysis and records of the site investigation
- e. Provision to be made for archive deposition of the analysis and records of the site investigation
- f. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

The site investigation shall be completed prior to development, or in such other phased arrangement, as agreed and approved in writing by the Local Planning Authority.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Strategic Policies SP1 and SP 15 of Suffolk Coastal District Council Core Strategy Development Plan Document (2013) and the National Planning Policy Framework (2019).

6. No building shall be occupied until the site investigation and post investigation assessment has been completed, submitted to and approved in writing by the Local Planning Authority, in accordance with the programme set out in the Written Scheme of Investigation approved under Condition 5 and the provision made for analysis, publication and dissemination of results and archive deposition.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Strategic Policies SP1 and SP 15 of Suffolk Coastal District Council Core Strategy Development Plan Document (2013) and the National Planning Policy Framework (2019).

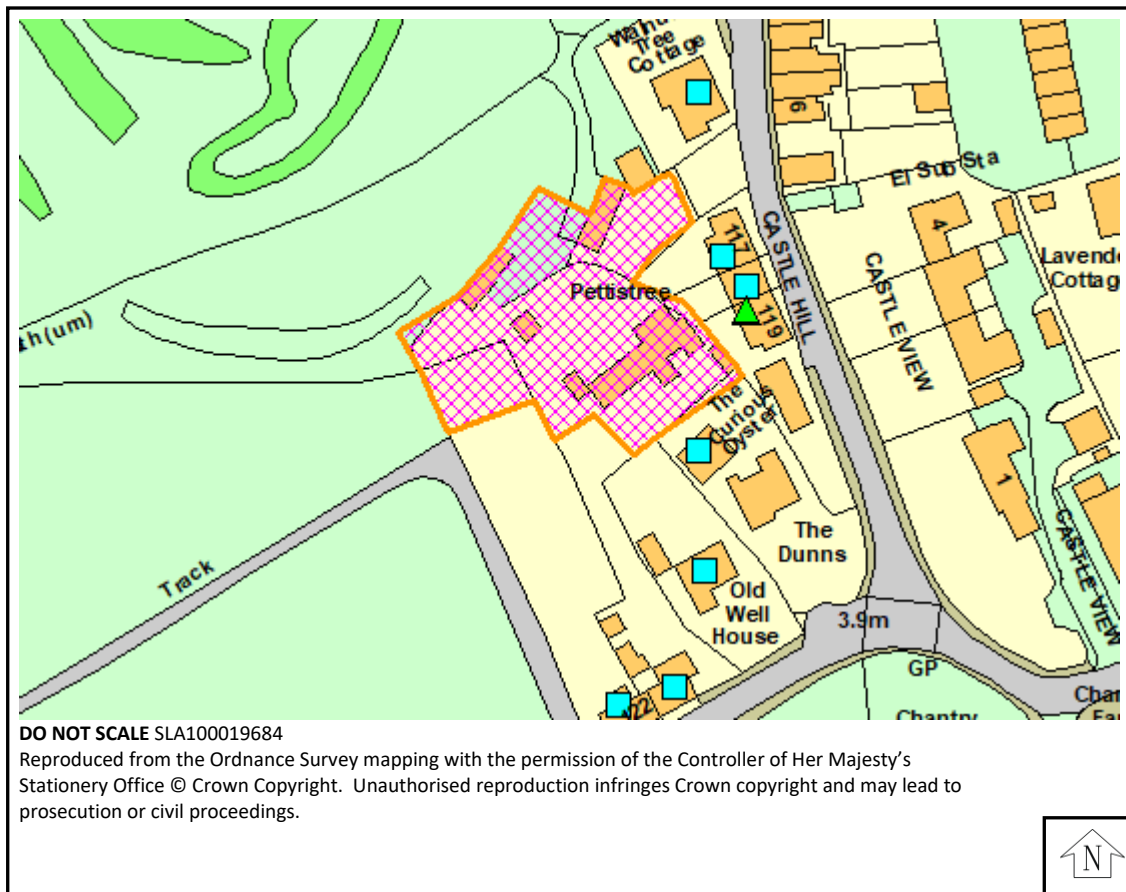
**Informatives:**

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.
2. In respect of Condition 4 of this planning permission, please email [planning@eastssuffolk.gov.uk](mailto:planning@eastssuffolk.gov.uk) quoting reference DC/19/4258/FUL.

**Background information**

See application reference DC/19/4258/FUL at <https://publicaccess.eastssuffolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=Q08JPDQXFR000>

## Map



## Key



Notified, no comments received



Objection



Representation



Support