

Report to	Sustainable development panel	Item
	18 December 2013	
Report of	Head of planning services	5
Subject	Adoption of extended local list of buildings outside conservation areas	

Purpose

This report asks members to consider and agree an extended local list of buildings of local architectural and historic importance (to include buildings outside conservation areas but within the outer ring road). The proposed list is based largely on a candidate list of buildings compiled by the Norwich Society using a methodology developed with the city council and endorsed by English Heritage as best practice.

Recommendation

To recommend that cabinet adopts an extended local list to incorporate the additional heritage assets set out in Appendix 1.

Corporate and service priorities

The report helps to meet the corporate priority for city of character and culture and the service plan priority to maintain the historic character of the City through effective planning and conservation management.

Financial implications

None.

Ward/s All except Bowthorpe

Cabinet member Councillor Stonard – environment and transport

Contact officers

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Background documents

None

Report

Background

1. The local list identifies heritage assets (principally buildings) that are valued locally for their architecture and/or historic value, but which are not of sufficient importance to warrant national statutory listing (i.e. grade I, II* and II.)
2. The *National planning policy framework* (2012) describes a heritage asset as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.” The term ‘heritage asset’ includes designated heritage assets and assets identified by the local planning authority (including local listing). The NPPF advises local authorities that in assessing proposals which only have local heritage status (“non-designated assets”) “a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.” (NPPF paragraph 135).
3. The *English Heritage good practice guide for local heritage listing* (2012) describes the role of the local list as “a means for a community and a local authority to jointly identify heritage assets that are valued as distinctive elements of the local historic environment. It provides clarity on the location of assets and what it is about them that is significant, guaranteeing that strategic local planning properly takes account of the desirability of their conservation.”
4. Placing a building on the local list does not give a building any additional legal protection, but it does mean that the heritage value of a locally identified heritage asset is a material consideration in determining planning applications. The benefits of retaining a local heritage asset will therefore be weighed against other material considerations and will either result in the retention or conversion of the building, or appropriate measures of mitigation such as recording and heritage interpretation.
5. This report asks members to consider an extension to the existing local list for Norwich, to include buildings outside conservation areas but within the outer ring road. The report describes how a candidate list of heritage assets in this location was produced by the Norwich Society and has been subject to consultation, and proposes that most of the heritage assets on that list are included in the final local list for adoption by the council, as set out in appendix 1.

Relationship to local plan

6. The local list is referred to in policy DM9 (see extract below) of the emerging Development management policies plan. This includes a presumption to retain such buildings where it is reasonably practicable to do so.

“Locally identified heritage assets

Where locally identified heritage assets are affected by development proposals, their significance should be retained within development wherever reasonably practicable. Development resulting in harm to or loss of significance of a locally identified asset will only be acceptable where:

- a) there are demonstrable and overriding benefits associated with the development; and
- b) it can be demonstrated that there would be no reasonably practicable or viable means of retaining the asset within a development.”

7. The submission (April 2013) version of the emerging *Development management policies plan* contains at appendix 6 the list of heritage assets proposed by the Norwich Society for inclusion in the local list, for information. The provisional status of the proposed assets set out in appendix 6 is explained in the explanatory text supporting policy DM9, and in the introduction to appendix 6. The existing local list appears on the council's website:
(<http://www.norwich.gov.uk/Planning/pages/LocalListForNorwich.aspx>).

If cabinet approves the supplementary heritage assets set out in appendix 1, the council's local list will be updated.

8. The development management policies plan is due to be examined in early 2014, and its adoption is likely by late summer 2014. This plan will refer to the list and apply DM9 to it. Given that the local list will be subject to periodic review, it is proposed that the adopted version of the plan will not include the updated local list but will include a web link to it.

Preparation of the List

9. The first local list for Norwich was published in 1988. This has subsequently been revised and updated in 1994, 2003, and periodically after this when carrying out assessments for the various published conservation area appraisals. The current list only includes buildings within conservation areas which are considered to contribute positively to the character and appearance of the conservation area concerned.
10. The preparation of a local list for buildings outside conservation areas was prompted by public concern at the demolition of the Earl of Leicester public house (Dereham Road) in 2005. Although planning permission was subsequently granted for a redevelopment for housing, the site remains

derelict and undeveloped to date.

11. The Norwich Society was approached to help survey the outer area for buildings which merited local list status. The survey was undertaken between 2008 and 2011.
12. The Norwich society surveyed candidate buildings using a methodology and selection criteria developed in close cooperation with the city council (appendix 2). Each list entry has a 'score' and a written description.
13. Once the local list had been prepared by the Norwich Society volunteers, the list was 'sifted' with the help of the conservation and design officer and a panel of heritage experts. Buildings were indexed in three different ways, by area, by street and by building type.
14. The Norwich approach to developing the local list was used by English Heritage as a case study of good practice in their *Good practice guide for heritage listing* published in May 2012 (<http://www.english-heritage.org.uk/publications/good-practice-local-heritage-listing> p20.)
15. The Norwich Society's local list: <http://www.norwich.gov.uk/Planning/pages/LocalListForNorwich.aspx> forms the basis of the city council's proposed local list of heritage assets outside conservation areas. The latter will supplement the existing published local list and have equivalent status to it. A small number of buildings were assessed by the city council as not appropriate to include on the list, and the reasons for this are identified in appendix 3. There are no further buildings proposed for inclusion on the list which were not identified by the Norwich Society.
16. The city council's resulting local list is intended to be published as a list of property addresses with no supplementary information. For further information on the buildings and why they were included on the local list, members of the public will be referred to the original list entries on the Norwich Society local list, which are available on the Norwich Society website and on the Norfolk historic environment record. For the purposes of emerging policy DM9, any asset which was initially identified by the Norwich Society as a candidate for local listing and is on their list but is not proposed to be adopted as part of the councils list will not be regarded as a locally identified asset. (This is because it has not been "identified by the local planning authority" as required by the NPPF).
17. Further buildings may be identified as heritage assets and added to the local list if their heritage value is revealed as part of the planning application process, but was not previously known about.

Consultation

18. Owners and occupiers have been consulted on two occasions, firstly by the Norwich Society during the summer of 2011 on their draft list, with a note in the covering letter that the intention was to pass the list to the Norwich City Council for adoption and a second consultation by Norwich City Council in January 2013. During September 2011 the draft list was also placed on the

Norwich Society website, and a photographic display of some of the buildings was mounted in the Forum during the Heritage Open days event.

19. The Norwich Society informed the council that they had written to all owner and occupiers regarding the inclusion of their buildings on the list and had addressed their concerns; however no written feedback was given to the city council with regard to precisely who was written to and what comments received. The council therefore decided it was prudent to write to all owners and occupiers in January 2013 to inform them of the decision to include their buildings on the city council's local list. This was to ensure that all relevant parties had been consulted and to potentially pick up any addressees that the Norwich Society's initial consultation had inadvertently missed. The results of this consultation can be found at appendix 4.
20. As a result of the city council consultation some of the address descriptions were changed so that it was clearer which buildings or parts of buildings, were being proposed for local listing on larger sites (for example the Laurence Scott Electromotors Works at Kerrison Road/Hardy Road, where apparent inclusion of the whole building on the Norwich Society's published local list has given rise to an objection to the emerging local plan). There was concern by some owners that inclusion on the local list would prevent demolition or conversion of a building. However, it should be noted that although there is a presumption in emerging policy to retain and convert locally listed buildings, if there are other material considerations that outweigh the harm resulting from the demolition of a building, then these would need to be considered in determining any application.
21. Additionally, following the decision of the Planning Inspectorate to approve a redevelopment of Lakenham Cricket Ground resulting in the loss of the Cricket Pavilion, this has been removed from the list.

Address List of building to be identified as local heritage assets and added to the Local List:

Adelaide Street	35/37 (Perseverance PH), 111 (Bread and Cheese PH)
Angel Road	Norwich City Sure Start Centre and Angel Road Infant School, Angel Road Junior School
Arlington Lane	Arlington House
Armes Street	City Christian Centre (former Methodist Church)
Aylsham Road	63 (Edward VII PH), 230 (Hamlin Court), Mile Cross Methodist Church, 325 (TA Centre)
Barrack Street	110 (Former Steward and Patteson Brewery Office); 124 (Former Sportsman PH)
Bowthorpe Road	51 (Earlham Cemetery North Lodge), Norwich Community Hospital Ward Blocks and Woodlands House Nurses Home (formerly Norwich Workhouse)
Branford Road	3 (Branford Stores PH)
Britannia Road	2-8 (even), Cameron House
Browne Street	West End Retreat PH
Brunswick Road	21/23
Bull Close Road	Magdalen Gates School
Buxton Road	1-41 (odd), 2a, 4-50 (even)
Caernarvon Road	63 (former Female Refuge and Chapel)
Cecil Road	27-39 (odd), Hewett School
Christchurch Road	48-58 (even), 58a, 51-59 (odd)
City Road	35-43 (odd), 45-85 (odd), 101-105 (odd) (Smithfield Villas), 30-52 (even) (St Marks Terrace)
City Road	Pump House (see also Hall Road)
College Road	1A (Southways), 55-61 (odd) 190/192, 197/199; 200-226 (even)
Colman Road	131- 139 (odd) & 132 -148 (even) (Bunnett Square), Colman Infant School, Earlham Library

Connaught Road	80 and 80A
Constitution Hill	140 (former Constitution Tavern PH)
Constitution Opening	5
Dereham Road	1 (former Barn Tavern PH), 5-7 (former Regal Cinema), Potters House Church, 225 (former rectory for St Martin at Oak & St Michael Coslany), 303-319 (odd), 147 (Notre Dame Preparatory School), Park Cottage, 286 (Former Queen Charlotte PH), 1 The Willows (The Willows Lodge)
Dibden Road	Florida Shoe Group/Van Dal Factory
Earlham Road	150-168 (even), 205-221 (odd), St Thomas's Church, St Thomas Parish Rooms, <i>Earlham Cemetery</i> : Drinking Fountain, Former Roman Catholic Chapel, Jewish Chapel, South Lodge (for North Lodge see Bowthorpe Road)
Eleanor Road	St Albans Vicarage
Gas Hill	Gas holder
Gertrude Road	99 (Heath House PH)
Grove Road	61 (Trafford Arms PH)
Grove Walk	St Albans Church
Gurney Road	Mousehold Pavilion (Zaks Restaurant)
Hall Road	85a & 87/89, Hewett Yard (Former Lakenham Civil Defence Control Centre), Railway Bridge, St Marks Boys School, Pump House (also see City Road)
Hardy Road	Gothic works (Pre-1928 buildings only).
Henley Road	1 (with 48-58, 58a (even) Christchurch Road)
Kerrison Road	The Factory
Ketts Hill	25/27 (Ketts Hill Bakery and Ketts Tavern PH)
Knox Road	Norwich Prison (buildings dated 1885-1890)

Leicester Street	1 (York Tavern PH)
Lindley Street	67 (former Cricketers Arms PH)
Lower Clarence Road	24 (Tudor House)
Magdalen Road	1 (Artichoke PH), 106 and 108, St Pauls Community Hall, 145 (Dyers Arms PH)
Marionville Road	The White House
Martineau Lane	County Hall and County Record Office
Milford Road	Avenue Road School
Mill Close	Railway Bridge
Mousehold Avenue	Silver Road Baptist Church
Mousehold Street	84 (Robin Hood PH)
Nelson Street	11 (Coronation House)
Newmarket Street	149 (Unthank Arms PH)
Pembroke Road	1 (Garden House PH)
Plumstead Road	26-38, Plumstead Road Library
Recreation Road	61-67
Rosebery Road	Methodist Church, 94 (Lord Rosebery PH)
Rowington Road	9-19 (odd)
Russell Street	St Barnabas Church
Silver Road	168 & 168A (former Co-op), Former Baptist Church and attached Schoolhouse, 85, Silver Rooms Day Centre, George White Junior School, St Mary Magdalene, 9 (The Cottage PH), 217/219 (former shoe factory)
Sloughbottom Park	Pavilion
Southwell Road	Railway Bridge
Spencer Street	43 (Marlborough Arms PH)
Sprowston Road	St Georges Catholic Church
St Bartholomew's Close	1 & 3, 3a & 5, 2 & 4, 6 & 8
St James' Close	9-19

St Leonard's Road	26 (Jubilee Tavern PH)
St Phillip's Road	46 (Belle Vue PH)
Stafford Street	16 (Alexandra Tavern PH)
The Avenues	21
Thorpe Road	126 (Harbour House), Jonathan Scott Hall
Turner Road	Wensum Junior School
Unthank Road	106-120 (even), 124-130 (even)
Union Street	1 (Coach and Horses PH)
Warwick Street	2 (Mad Moose PH)
Waterloo Road	91-93 (Duke of Wellington PH)
Waterworks Road	Eastgate Lodge, Pump House 1, Pump House 2

Criteria for assessment of locally identified heritage assets used by the Norwich Society

Scoring system for identifying locally listable buildings

A building requires a score of eight or more to be included on the list.
Where a

building scores maximum points in any one section, this should be referred to

in the description. E.g. the school tower is an important landmark within the local area or the building is by the local architect A.F. Scott.

Townscape	Neutral	0
	Minor significance	1
	Positive Contribution or group value	2
	Important e.g. focal point	3
Architecture	Utilitarian	0
	Typical of period	1
	Good example of period	2
	Association with well known local architect or unusual design	3
History	Post 1945	0
	1914-1945	1
	1840-1914	2
	Pre 1840	3
Archaeology	No archaeological value	0
	Rare remaining example of feature or features dating from before 1700	4

Community	No importance	0
	Important to local community	2
	Significant event or use	4
Condition	Altered and not reversible	0
(as seen from public areas)	Extensions are significant but principal part of building remains unaltered	1
	Minor alterations or extension that can be reversed without affecting the character of the building	2
	Original Condition	3
		3

NOTES

The Norwich Society provided the following notes on the selection criteria:

1. Townscape value

Townscape value was the first of the five criteria considered when deciding if a building would be included in the Local List. It relates to a building's visual impact and physical presence within a community.

Obvious examples of buildings with townscape value are the churches and chapels that are the focal points or landmarks in a community. Mile Cross Methodist Church is a well-known local landmark with its prominent position and distinctive angular form. Another example is George White Junior School, a familiar reference point and local landmark because of its scale and elevated position. County Hall is also a notable example, although its significance is to the City as a whole. All three buildings were awarded the maximum of three points for their importance as focal points within the townscape.

The contribution of other buildings might not be so obvious: for example a shop or a pub on the corner of a street might provide a familiar reference point that helps to identify an area, such as the former Co-op building on Silver Road, and the bridge carrying Hall Road over the course of the old railway line. Both these were awarded two points because they help to define the character of their area.

Norwich's many good examples of nineteenth-century terraced housing, such as the houses on City Road, create their area's sense of place. They were given two points for their 'Group value', which is important in defining the character of their area.

Buildings that have minor significance within the townscape can be said to be 'in keeping' with the character of their area. They were given one point for their townscape value.

2. Architectural value

Architectural value was the second of the five criteria considered. It relates to a building's design. Buildings were divided into four categories: buildings by a well-known local or national architect, buildings that are good examples of their period, buildings fairly typical of their period and buildings designed to be totally utilitarian.

Buildings that had been designed by a well-known local or national architect were given three points. Jonathan Scott Hall on Thorpe Road (1860s) and Potters House Church on Dereham Road (1904) were both designed by AF Scott in a lively Gothic revival style. The Territorial Army Centre on Aylsham Road (1939) and St Alban's Church on Grove Walk (1932-8) were designed by Cecil Upcher, another local architect and early member of the Norwich Society. A later example is the Angel Road Infant School and Sure Start Centre which was designed by City architect Leonard G Hanaford in 1954 in the modern steel-framed style, seen also in David Percival's Hewett School.

Buildings that attempted to achieve a higher level of aesthetic quality and were good examples of their period received two points. The Constitution Public House on Constitution Hill (1920s) is a good example. It is in a 'Tudor-bethan' cottage style, as is the Artichoke Public House on Magdalen Street.

Buildings that are fairly typical of their period were given one point, while utilitarian, purely functional buildings without any architectural style or features were given no points for their architectural value.

3. Historic value

Historic value was the third criteria. It relates to a building's age, with the oldest buildings scoring most highly.

Pre-1840 buildings, such as 122 Barrack Street, scored the maximum three points.

Buildings dating from 1840-1914 were given two points. Examples include the small Jewish Burial Chapel in Earlham Cemetery (1856), the LSE 'Gothic Works' (1898) on Hardy Road and the former Shoe Factory on the corner of Silver Road and Sprowston Road (1907).

The former Steward and Patteson Brewery HQ on Barrack Street is dated 1928 and therefore scored one for its historic value. These industrial buildings testify to the City's important industrial heritage, which is also reflected in their community value scores (see 4 below).

Although significant buildings that are post-1945 received no points for historic value, they may nevertheless score maximum points on condition or architectural and community value and at least one point on townscape value.

4. Community value

Community value, the fourth criteria considered, was concerned with a building's amenity value. Buildings were assessed for their importance to the local community or to the City as a whole.

Buildings that have had a use that is significant to the City as a whole, such as the Pump Houses on Waterworks Road, received maximum points. Buildings that may be considered valuable to their local communities, such as corner shops, community halls and local pubs, received two points. The shops at Bunnett Square, the Perseverance Public House and Sloughbottom Park are all examples of these well-built community facilities. The Florida Shoe Factory on Dibden Road is a rare survivor of Norwich's recent industrial past, it was originally the Eagle Shoe Works built by Chittocks c.1911-12. The Nurses' Home on Bowthorpe Road (1903) is another well-designed building that is of value to the local community. Buildings of no importance to their communities received no points.

5. Condition

Condition was the fifth, and last, criteria. It relates to the extent of a building's alterations visible from the road.

Buildings were divided into four categories. Those that appear to be in original condition scored the maximum of three points. The pair of houses on Magdalen Road is a good example of mid nineteenth-century houses in original condition. The terraced houses in College Road (late 1800s) and the Cecil Road houses (early twentieth century) are two further examples of whole terraces still in original condition.

Where a building has undergone minor alterations that can easily be reversed, such as the replacement of windows, doors or chimneystacks, two points were given. Examples are the former Baptist Church on Silver Road, which has replacement doors and a ramped entrance at the west end, and Earlham Library on Colman Road which has some replacement uPVC windows.

Buildings with significant visible extensions, such as a garage, which did not affect the appearance of the principal part of the building, were given one point. For example, the relatively recent single-storey lodge added to the Care Home on Silver Road does not detract from the appearance of this former Rectory.

Buildings that have been altered to the extent that the original appearance cannot be brought back received no points for condition.

6. Group Value

In addition, if buildings are listed as a group, such as a row of terrace houses, at least 80% of the group should retain original features.

Buildings on Norwich Society list but not included in City Council's Local list:

Street address		Reason for not including:
Bishop Bridge Road	Lollards Pit PH	The building is already grade II listed.
Carshalton Road	Lakenham Cricket Pavilion	Removed from list as the Planning Inspectorate has granted planning permission for demolition and redevelopment.
Hanover Road	West side	No specific addresses given. Housing does not appear distinct or above average interest in comparison to other terrace house groups in the Victorian suburbs.
Lavengro Road Estate		No specific addresses given. Character mainly derives from planning of the estate rather than individual buildings.
Pilling Park Estate		No specific addresses given. Character mainly derives from planning of the estate rather than individual buildings.

Consultation Feedback:

Building	Representation	Comment	Response
126 Thorpe Road Harbour House	Mr A Boswell, MD	John Lewis was allowed permission to change windows to uPVC – would that be acceptable here?	The windows at John Lewis were replaced with carefully designed metal double glazed windows with a design specification to match the originals as closely as possible. The same type of replacement windows would be acceptable here and have been suggested to the owner.
Silver Road Baptist Church	Ian Charles, Pastor	Is it only the former worship area/sanctuary included in the list or does it also include the building at the rear?	The building at the rear was the former school house, and is all part of the same building complex. Therefore, it is also local listed. The title will be changed to “Former Baptist Church and attached Schoolhouse”
		The register refers to 61 Silver Road, but this is a private house	Agreed, listing will omit ‘61’.
		The photos are mixed up between the Baptist church and Silver Room	Photos appear to be correct
LSE Gothic Works	Erica Whettingsteel	Description too wide ranging and includes modern buildings. Only parts of historic interest, and the description should be amended accordingly.	Agreed, description to be amended to ‘Gothic works (Pre-1928 buildings)’.

2A Buxton Road	Owner	Surprise building is included and was unaware of Norwich Society List	Norwich Society carried out their own consultation.
Gas Hill Gas Holder	National Grid	Gas holder has been out of use for some time and its condition is deteriorating. Long term retention will be costly and there is no viable use	There are examples of conversions of gas holder into residential buildings. The applicant would need to justify why the conversion is not viable at the planning application stage, and if this is found to be the case, the building might be recorded and other means of heritage interpretation explored.
		the building is of not of sufficient heritage value to merit local listing	Disagree. The gas holder is an important local heritage asset and this should be a material consideration in any planning application.
St Barnabas Church	Churchwarden	Highlighted some additional internal features of interest.	Noted
Norwich Prison	Governor	It is not clear which buildings are included as not all buildings on the site are of historic or architectural value.	Noted. List entry to be amended to 'Norwich Prison (buildings dated 1885-1890)'
Norwich Community Hospital, Bowthorpe Road	Assistant Director, Estates, facilities & Procurement	No objection to Woodland House being on the list, but consider that the former ward block should not be included as it would be difficult to adapt. Being on the list would add time and cost to any development in future.	There is perhaps some confusion here as the buildings will not be statutory listed. The consideration of the local heritage aspect of any redevelopment will be considered as part of the any proposed planning permission. Addresses have been altered to reflect buildings included.