

Report to	Sustainable development panel	Item
	15 July 2015	
Report of	Head of planning services	5
Subject	Heritage Interpretation SPD – draft for consultation	

Purpose

This report concerns the draft Heritage Interpretation Supplementary Planning Document (SPD). Members are asked to comment on the draft document and recommend any necessary amendments before publication as a draft for consultation. The document provides guidance and requirements to support local plan policies on this issue.

Recommendation

To comment on the draft Heritage Interpretation SPD before publication as a draft for consultation, for a period of six weeks, commencing as soon as reasonably practicable after the date of this meeting.

Corporate and service priorities

The report helps to meet the corporate priority prosperous city and the service plan priority to implement the local plan for the city.

Financial implications

None directly

Ward/s: All wards

Cabinet member: Councillor Bremner – Environment and transport

Contact officers

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Background documents

None

Report

1. The Heritage Interpretation SPD (attached at Appendix 1) has been prepared to enable cost effective, efficient and consistent implementation of adopted Norwich local plan policies on heritage interpretation in new development. It will help to ensure that Norwich's heritage is acknowledged and our understanding and appreciation of the historic environment is enhanced through new development. The SPD has been prepared with input from Norwich Heritage Environment and Regeneration Trust (HEART).
2. The SPD relates to Joint Core Strategy Policies JCS2: Design and JCS11: City Centre and JCS20: Implementation. The SPD also supplements more detailed Development Management policies DM3: Design and DM9: Heritage. These promote high quality design and require development to respond to the historic environment and heritage assets.
3. The document sets out the policies to which it relates, the circumstances under which heritage interpretation is likely to be necessary and gives examples of successful schemes in Norwich. Finally, it gives a rough indication as to the potential financial contributions which could be required for off-site heritage interpretation schemes.
4. The SPD will help developers to understand what is meant by heritage interpretation and to inspire creative and successful schemes. It will also help the council to interpret its policies in a consistent and effective way. Overall, its aim is to promote imaginative heritage interpretation schemes and in turn to aid the public's understanding of Norwich's rich history.
5. It also aims to encourage greater awareness of the importance of heritage interpretation in development in general and to ensure due weight is given to heritage interpretation so that development will have a stronger sense of place and character and will help to achieve a higher quality cultural environment.
6. Sustainable development panel members are asked to comment on the draft document in appendix 1 and suggest amendments before publication as a draft for consultation for a period of six weeks. Following consultation responses will be reported back through sustainable development panel before the SPD is reported to cabinet for adoption.

Appendix 1 - Heritage Interpretation Supplementary Planning Document

Draft version June 2015

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Introduction

1. The purpose of this Heritage Interpretation Supplementary Planning Document (SPD) is to provide additional guidance to those involved in developments in historic areas, such as developers, architects, conservation professionals and planners.
2. This SPD has been prepared to give an indication of the circumstances under which a heritage interpretation scheme may be required. Several examples of successful heritage interpretation schemes in Norwich are presented, as well as a rough approximation of the financial contribution that might be sought if heritage interpretation is to be provided off-site.
3. This SPD aims to support a number of Norwich local plan policies in the Joint Core Strategy (JCS) and the Development Management (DM) policies plan: JCS2 - Design; JCS11 - City Centre; JCS20 - Implementation; DM3 - Design; DM9 - Heritage.
4. The JCS policies are available [here](http://www.greaternorwichgrowth.org.uk/planning/joint-core-strategy) or <http://www.greaternorwichgrowth.org.uk/planning/joint-core-strategy> and the DM policies [here](http://www.norwich.gov.uk/Planning/PlanningPolicy/LocalPlan/Pages/theDMpolicies.aspx).or <http://www.norwich.gov.uk/Planning/PlanningPolicy/LocalPlan/Pages/theDMpolicies.aspx>
5. Heritage interpretation is dealt with directly in DM9 - Heritage. The relevant part of the DM9 and its supporting text are quoted below.

DM9:

“...[*Development*] will also promote recognition of the importance of the historic environment through heritage interpretation measures...”

Supporting text:

“...The city council attaches considerable importance to the need for people to be able to understand and interpret the heritage of Norwich. The council will continue to negotiate for the provision of heritage interpretation within new development schemes where they will have community value. This will be secured either through direct provision on-site or by means of an agreed financial contribution to providing or enhancing interpretive measures elsewhere in the vicinity. There is considerable potential to provide heritage interpretation in imaginative and creative ways with the scale and location of such provision depending upon the size of the scheme proposed and the significance of the asset affected...”

6. Where historic artefacts or ruins are discovered on a site, and where the heritage asset's significance is affected by development, and where the asset cannot be retained, the asset is expected to be recorded in the Historic Environment Record. If the asset's community or cultural value is affected, the following applies:

“...Where the loss of significance concerns [*a heritage asset's*] community or cultural value, elements of that significance should be either preserved on-site through appropriate interpretation, or financial contribution must be provided, to allow that significance to be reinstated elsewhere in the vicinity...”

7. Within this SPD, heritage interpretation is defined as:

“A means of disseminating information on the historic environment to the general public using physical measures.”

8. Within this SPD, cultural or community value is defined as:

“A building or land identified by a local community as being of importance to their social well-being, or a building or land which has some significant and special cultural history”

The need for heritage interpretation

9. Heritage interpretation measures will be necessary when a development affects a heritage asset's community or cultural value. The type and scale of heritage interpretation required will depend on: the significance of the heritage asset affected; and the size of the development.
10. Some form of heritage interpretation will be required as part of any development proposals on the following sites which are allocated for development within the Site Allocations Plan:
 - a. CC4: Land at Rose Lane and Mountergate;
 - b. CC6: St Anne's Wharf and adjoining land;
 - c. CC7: Land at Hobrough Lane, King Street;
 - d. CC17b: Whitefriars;
 - e. CC22: Barn Road Car Park;
 - f. CC23: Pottergate Car Park;
 - g. CC26: Former Mecca Bingo site, All Saints Green;
 - h. CC30: Westwick Street Car Park;
 - i. R4: Hewett Yard, Hall Road;
 - j. R9: The Deal Ground; and
 - k. R17: Van Dal Shoes, Dibden Road.

NB: This list is not exhaustive and as such, heritage interpretation may be necessary on other allocated and unallocated sites.

Examples of heritage interpretation

11. Heritage interpretation can take many forms dependent on the nature of the site including plaques, information boards, public art, sculptures and reminiscent building or street naming. It will be essential for the heritage interpretation measures to relate directly to a site's history and to be provided on or very close to the asset affected by the development. Past experience has demonstrated that heritage interpretation schemes need to be carefully designed to be robust and lasting.
12. Below are some examples of creative and successful heritage interpretation schemes which have been incorporated into recent developments in Norwich.

Chapelfield Shopping Centre - illustrative stone reliefs (see photos below) placed at the St Stephens Street entrance depict the site's industrial past as a chocolate and soft drinks factory and its importance to the social and economic history of the city. The factory, erected in 1890 by Caley's and later operated by Rowntree Mackintosh and then Nestle, covered over 7 acres of the city centre and employed over 1,100 people at its height. Largely destroyed by bombing in the Second World War and re-built subsequently, it closed in 1996 and was demolished in 2004.



13. Paper Mill Yard - metal plaques provide cultural and historical information about the site itself and the neighbouring area. These include Carrow Bridge, the Carrow Works factory and the Boom Towers which form part of the medieval City Wall. The plaques were initially placed within the hard landscaping along the Riverside Walk but became slippery when wet and illustrations were wearing off. The plaques have now been re-erected on walls.



14. Quayside – match funding with external funding sources enabled the Quayside development to deliver a prominent heritage interpretation feature along with an improved pedestrian environment which forms part of the Wensum riverside walk in the city centre. The bales here are evocative of the river's important past as a key trade route. The bales act as public art and functional street furniture as well as heritage interpretation.



Off-site heritage interpretation - financial contributions

15. A financial contribution may be necessary when development affects a heritage asset's community or cultural value but where it is not possible to provide any form of heritage interpretation on site. It is usually preferable for heritage interpretation to be provided on-site, and it will only be on heavily constrained sites that off-site schemes will be utilised.
16. The level of finance required will be assessed on a case-by-case basis and will depend on:
 - a. The significance of the heritage asset affected;
 - b. The scale of the development; and
 - c. The type and scale of heritage interpretation necessary for a particular development.

As an indication, figures could range from one hundred pounds for a basic plaque to several thousand pounds for a public sculpture.

17. Financial contributions allocated to heritage interpretation will be used for schemes directly related to that development.