

<b>Report to</b>	Cabinet	<b>Item</b>
	9 December 2015	
<b>Report of</b>	Head of Planning Services	<b>8</b>
<b>Subject</b>	Heritage Interpretation Supplementary Planning Document – adoption	

## **Purpose**

To consider the Heritage Interpretation Supplementary Planning Document.

## **Recommendation**

To adopt the Heritage Interpretation Supplementary Planning Document in accordance with regulation 14 of the Town and Country Planning (Local Development) (England) Regulations 2012.

## **Corporate and service priorities**

The report helps to meet the corporate priority “City of character and culture” and the service plan priority to implement the local plan for the city.

## **Financial implications**

None.

**Wards:** All wards

**Cabinet member:** Councillor Bremner – Environment and sustainable development

## **Contact officers**

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## **Background documents**

None.

## Report

1. This report seeks cabinet endorsement and authority to adopt the Heritage Interpretation Supplementary Planning Document (SPD) as recommended by Sustainable Development Panel on 4 November 2015.
2. The Heritage Interpretation SPD 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 (Norwich HEART).
3. 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.
4. The SPD 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, the SPD gives an indication of the potential financial contributions which could be required for off-site heritage interpretation schemes.
5. 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, the aim of the SPD is to promote imaginative heritage interpretation schemes and in turn to aid the public's understanding of Norwich's rich history.
6. The SPD 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.
7. Appended to this report as Appendix A is the Heritage Interpretation Supplementary Planning Document as proposed for adoption.

### **Consideration by Sustainable Development Panel (15 July 2015)**

8. The draft Heritage Interpretation SPD was presented to Sustainable Development Panel to gather comments on the document prior to public consultation.
9. Members of the committee were generally positive about the draft document but offered three suggestions:
  - a) More clarity about the purpose and scope of the document is required;
  - b) More creative examples of heritage interpretation schemes should be used; and
  - c) Reference should be made to the use of technology in heritage interpretation.
10. These changes were made to the document prior to public consultation.

## **Response to Public Consultation**

11. The draft version of the SPD was published for consultation on the city council's website from 31 July to 11 September 2015 with printed copies available at City Hall and the Forum. The statutory minimum four week consultation period for SPDs was extended to six weeks as is usual when planning consultations include part of a holiday period (as set out in the city council's adopted Statement of Community Involvement).
12. Notification of the consultation was sent out by email to a total of 126 stakeholders from a variety of interests. These stakeholders included developers, landowners, conservation groups and statutory bodies.
13. Comments on the draft SPD were fairly limited. One individual gave comments in support of the document and Historic England suggested some minor amendments. The responses were generally positive and no substantive issues were raised. Some minor modifications have been made to the document in response to these comments.
14. During the consultation, internal council discussions highlighted the benefits of requiring additional information from developers when they submitted heritage interpretation schemes. As such, further detail was also added to the document about the type of supporting information that would be required.

## **Response to Sustainable Development Panel (4 November 2015)**

15. Once the SPD had undergone the consultation and subsequent changes discussed above, it was again reported to Sustainable Development Panel.
16. Members were generally positive about the document and the response to consultation and agreed to recommend adoption by cabinet subject to three minor changes:
  - a) It should be explicit that the use of a link to a digital network is only secondary to a successful physical heritage interpretation scheme;
  - b) Murals should be listed as a possible form for heritage interpretation; and
  - c) The use of local artists should be encouraged.
17. These changes have now been made to the document attached.

## **Conclusions**

18. Officers are confident that, as amended, this SPD will provide a sound basis for delivering successful heritage interpretation schemes within developments that affect the city's valued heritage assets.

## Integrated Impact Assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Cabinet
<b>Committee date:</b>	9 December 2015
<b>Head of service:</b>	Head of planning services
<b>Report subject:</b>	Heritage Interpretation Supplementary Planning Document – adoption
<b>Date assessed:</b>	19 November 2015
<b>Description:</b>	Integrated Impact Assessment of the Heritage Interpretation Supplementary Planning Document

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impact identified
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The SPD helps to deliver creative heritage interpretation schemes which could enhance people's appreciation of the local environment.

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The SPD aims to aid public understanding of the city's historic environment. Successful heritage interpretation schemes will also provide attractive and valuable assets which will enhance the built environment.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified

	Impact			
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No significant impacts identified

Recommendations from impact assessment
<b>Positive</b>
The SPD will lead to positive impacts to health and well being and the natural and built environment.
<b>Negative</b>
There are no significant negative effects from the SPD.
<b>Neutral</b>
The majority of the impacts of the SPD are assessed as neutral.
<b>Issues</b>
No significant issues are highlighted as a result of the SPD.







## **Heritage Interpretation Supplementary Planning Document Adopted Version**



November 2015

Note: This document supplements Development Management Policies Local Plan Policy DM9 and should be read alongside this policy

## **Executive Summary**

This supplementary planning document (SPD) supports and interprets policy DM9 of the adopted Norwich Development Management Policies local plan.

Heritage interpretation measures will be necessary when a development affects, or can contribute to, the understanding of a heritage asset's community or cultural value.

The type and size of heritage interpretation required will be dependent on several factors including the scale of the development and the characteristics of the heritage asset affected. Typically, heritage interpretation schemes will take the form of plaques, information boards, public art, sculptures, reminiscent building or street naming. Other innovative approaches are also encouraged.

Successful heritage interpretation schemes help to inform people about the city's heritage, and can also provide a secondary function such as public art or street furniture. Practical issues will also need to be considered.

In special cases when heritage interpretation cannot be provided on site, a financial contribution for off-site heritage may be sought. The level of finance required will be assessed on a case-by-case basis and must include the maintenance of any installation.

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# Introduction

1. The purpose of this Heritage Interpretation Supplementary Planning Document (SPD) is to supplement policy DM9 - Heritage by providing additional guidance to those involved in developments in historic areas, such as developers, architects, conservation professionals and planners. The guidance applies only to development proposals for which heritage interpretation may be required. This document should be read alongside the council's other policies and guidance to aid developers to design schemes which respond to their historic surroundings.
2. This SPD promotes recognition of the importance of the historic environment through heritage interpretation measures and indicates 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 an estimate of the financial contribution that might be sought if heritage interpretation is to be provided off-site.
3. This document primarily supplements policy DM9 – Heritage. It also relates to a number of other Norwich local plan policies in the Joint Core Strategy (JCS) and the Development Management (DM) policies plan: JCS2 - Design; JCS11 - City Centre; JCS20 – Implementation and DM3 – Design.
4. The JCS policies are available [here](#) and the DM policies [here](#).
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. When historic artefacts or remains are discovered on a site, 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, or can contribute to, the understanding of 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 intended to be exhaustive. As such, heritage interpretation may be necessary on other allocated and unallocated sites.

## What makes heritage interpretation schemes successful?

11. Heritage interpretation can take many forms dependent on the nature of the specific site. It could include plaques, information boards, murals, public art, sculptures, reminiscent building and street naming or other innovative approaches.
12. 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. The developer will be expected to provide the council with a written Heritage Interpretation Statement providing a full rationale for the chosen scheme, including evidence of its historic relevance. Engagement with relevant stakeholders (such as a local heritage body) may be necessary and the use of local artists will be encouraged where possible. The statement should also set out a summary of the alternative approaches considered. It is important that heritage interpretation measures are designed to have a clear purpose and any secondary functions of the scheme should be described (e.g. street furniture, play equipment).
13. Where sculptural or pictorial heritage interpretation is provided, accompanying written text will be encouraged to aid understanding of the heritage asset's significance.
14. In addition to the form and content of a heritage interpretation scheme, the following practical issues need to be considered:
  - a. Health & safety risk - the developer should demonstrate through a written statement or risk assessment that the scheme will not pose a health & safety threat;
  - b. Life expectancy of scheme - robust materials should be used and the scheme should be resistant to vandalism; and
  - c. Management & maintenance - where a scheme is proposed on the developer's land, the developer is expected to maintain it.
15. If any comprehensive city-wide online heritage network or mobile application is developed in the future, developers would be encouraged to link into it. This may be through the use of web addresses or QR codes within heritage information boards, for example. It is important to note that any presence on a digital network should only be secondary to a well-designed heritage scheme on the ground.

## Off-site heritage interpretation - financial contributions

16. A financial contribution may be necessary when development affects or could contribute to 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 acceptable.
17. 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.
18. As an indication, figures could range from around one hundred pounds for a basic plaque to tens of thousands of pounds for a public sculpture. In addition, ongoing maintenance costs will be required. If a heritage interpretation scheme is proposed on public land or highway land, the developer will still be expected to fund the maintenance of the installation. In such circumstances, the developer will be expected to comply with any current council document relating to the donation of public art. A Heritage Interpretation Statement must also be provided.
19. Financial contributions provided for heritage interpretation will be used only for schemes directly related to that development.



## Examples of heritage interpretation in Norwich

20. Below are some examples of creative and successful heritage interpretation schemes which have been incorporated into recent developments in Norwich.

### 21. Chapelfield Shopping Centre

Illustrative stone reliefs 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 Caleys 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.



### 22. 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.



## 23. Quayside

Match funding with external funding sources enabled the Quayside development to deliver a prominent heritage interpretation feature along with an improved public realm which forms part of the Wensum Riverside Walk in the city centre. The bales here are evocative of the river's past as a key trade route and Norwich's former role as a river port. The bales act as public art and functional street furniture as well as heritage interpretation.



## 24. The Nest, Rosary Road

This housing development lies on the site of The Nest, the former home ground of Norwich City Football Club. Previously a chalk pit, the site was Norwich City's ground between 1908 and 1935. A recent Guardian article described the ground, which included a terrace precariously located above a cliff face, as singular, cramped, ramshackle and dangerous. The housing developer ran a competition within Norwich University of the Arts for a

sculpture to commemorate the former use of the site and the chosen design was of a football passing between two high posts. The textured surface of the base portrays the 'nest' element and the wooden seat is a reminder of the old wooden stadium. The sculpture provides an attractive focal point and entrance feature to the development as well as interpreting the history of the site.



**25. Fellowes Plain, former Norfolk and Norwich Hospital site**

A competition was also held with students at Norwich University of the Arts to design the heritage interpretation at the former hospital site, now redeveloped for housing. The "Spheres" statue is located in Fellowes Plain, the open space at the heart of the development. The concept for the artwork was developed with two key focuses in mind, using a representation of DNA wrapped around three spheres to emphasise the work of the old hospital, with the spheres themselves intended to highlight the significance of the hospital site to the local community.





## 26. Riverside

Two steel posts located between the Novi Sad Bridge and the Riverside development on the east bank of the Wensum house inscriptions commemorating the site of Boulton and Paul's factory which was demolished in the 1990s and redeveloped for Riverside's current housing, leisure and retail uses.

The inscriptions, on plates facing the river divided between the two posts, commemorate the history of Boulton and Paul. The company started in 1864 as an ironmongery firm in Rose Lane, It was converted to aeroplane manufacturing in the First World War, making the Sopwith Camel. Relocation to Riverside took place in 1915 provided a sufficiently large site for aircraft manufacturing during the war and later airship production after 1918. In 1934 Boulton Paul Aircraft Limited moved to Wolverhampton. In World War II the site, which provided temporary buildings for tank transporters taken to the Soviet Union by the Arctic convoys and others used in the allied invasion of Europe, was bombed, In the latter part of the twentieth century Boulton and Paul produced double-glazing.



## 27. Muspole Street

The derelict shoe factory, which at the time of writing is consented for conversion to residential use, was built in 1926. It was operated initially by S.L.Witton and after 1935 by Norvic, mainly producing “Kiltie” shoes. The factory closed in 1981. It is proposed that the anthracite grey galvanised steel automated entrance gates to the site have the silhouette of shoes laser cut from steel welded to them. Lengths of wire or rod will be bent, twisted and fixed from the shoes all around the metalwork of the gates (see illustration below). This illustrates a flexible approach to heritage interpretation on a constrained site.

