

<b>Report to</b>	Sustainable development panel	<b>Item</b>  <b>7</b>
	4 November 2015	
<b>Report of</b>	Head of planning services	
<b>Subject</b>	Heritage Interpretation SPD – final for adoption	

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### **Purpose**

To consider post consultation amendments made to the Heritage Interpretation SPD prior to its adoption.

### **Recommendation**

To:

- (1) note the Heritage Interpretation supplementary planning document with proposed amendments made in response to consultation; and
- (2) recommend that cabinet approves the document as amended for formal adoption as a local development document in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as modified) and the relevant regulations.

### **Corporate and service priorities**

The report helps to meet the corporate priority a prosperous and vibrant 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

### Introduction

1. This report concerns the draft Heritage Interpretation Supplementary Planning Document (SPD) which the panel previously considered and commented on in July before it was published as a draft for consultation. The draft SPD has undergone a 6 week consultation. The report outlines the main issues raised in consultation responses, summarises the responses received and proposes a number of minor amendments to the document to address them. Members are asked to recommend the amended SPD to Cabinet for adoption prior to its formal publication.
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 as to 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 are:
  - Appendix A – the Heritage Interpretation Supplementary Planning Document as proposed for adoption, with amendments from the July 2015 draft highlighted for your information;

- Appendix B – a schedule of modifications made to the document from the July 2015 draft; and
- Appendix C – the Regulation 12(a) Consultation Statement which lists the people and organisations consulted, representations received and the city council officer response to those representations. This statement is required to be published alongside the SPD when it is adopted.

## **Response to consultation**

8. 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).
9. Notification of the consultation was sent out by email to a total of 126 stakeholders from a variety of interests. These stakeholders are listed in Appendix C and included developers, landowners, conservation groups and statutory bodies.
10. Internal discussions have led to requirements being set out within the proposed SPD for additional information from developers. Such information includes health & safety assessments and heritage interpretation statements.
11. 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. The consultees, comments and modifications have been summarised in Appendix C.

## **Conclusion**

12. As amended (and subject to approval by cabinet), officers are confident that this SPD will provide a sound basis for providing effective heritage interpretation schemes within developments within Norwich. Officers therefore ask that Sustainable Development Panel members recommend the amended SPD to Cabinet for adoption prior to its formal publication.



## Appendix A



### 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.

## **Contents**

<b>Introduction.....</b>	<b>8</b>
<b>The need for heritage interpretation .....</b>	<b>10</b>
<b>What makes heritage interpretation schemes successful? .....</b>	<b>11</b>
<b>Off-site heritage interpretation - financial contributions.....</b>	<b>12</b>
<b>Examples of heritage interpretation in Norwich .....</b>	<b>13</b>

## 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, public art, sculptures, reminiscent building and street naming or other innovative approaches. 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. 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).
12. Where sculptural or pictorial heritage interpretation is provided, accompanying written text will be encouraged to aid understanding of the heritage asset's significance.
13. 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.
14. 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 as part of heritage information boards, for example.

## Off-site heritage interpretation - financial contributions

15. 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.
16. The level of finance required will be assessed on a case-by-case basis and will depend on:
  - d. The significance of the heritage asset affected;
  - e. The scale of the development; and
  - f. The type and scale of heritage interpretation necessary for a particular development.
17. 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.
18. Financial contributions provided for heritage interpretation will be used only for schemes directly related to that development.

## Examples of heritage interpretation in Norwich

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

### 20. 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 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.



### 21. 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.



## 22. 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.



## 23. 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.



#### **24. 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.



## 25. 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.

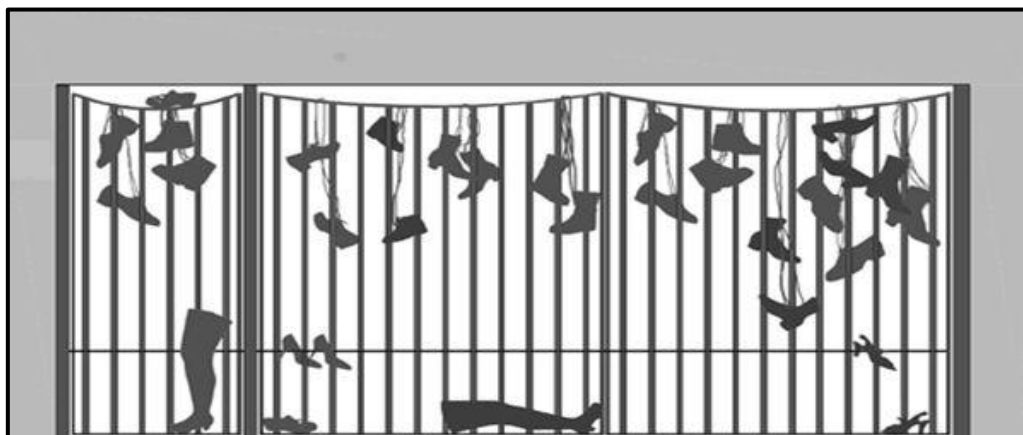
The inscriptions, on plates facing the river divided between the two posts, commemorate the history of Boulton and Paul. The company started in 1864 as an ironmongery firm in Rose Lane, It was converted to aeroplane manufacturing in the First World War, making the Sopwith Camel. Relocation to Riverside 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.





## 26. 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.



## Appendix B

### Schedule of modifications

Para. no.	Modification	Reason
9	Text amended: “...interpretation will be necessary when a development affects, or can contribute to, <i>the understanding of a heritage asset’s community or cultural value.</i> ”	As a result of comments made through the consultation.
11-13	New chapter added: “ <i>What makes heritage interpretation schemes successful?</i> ”	To incorporate additional guidance in paragraphs 11 and 12 as referred to below.
11	Text added: “ <i>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. 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).</i> ”	To ensure schemes are relevant and justified and to ensure that secondary functions are ascertained so that schemes can be assessed by officers as such.
12	Paragraph added: “ <i>Where sculptural or pictorial heritage interpretation is provided, accompanying written text will be encouraged to aid understanding of the heritage asset’s significance.</i> ”	As a result of comments made through the consultation.
13	Paragraph added: “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”	To enable officers to assess practical considerations when schemes are proposed. Experience has shown that previous schemes have been riddled with issues which could be avoided if these factors are taken into consideration by both the developer and officers at the design stage.

25	Text added: <i>"In addition, ongoing maintenance costs will be sought. 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."</i>	To reflect the need for the council to obtain funds from the developer for maintenance costs.
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## Appendix C

### Heritage Interpretation Supplementary Planning Document Town and Country Planning (Local Development) Regulations 2012 Consultation Statement in accordance with regulation 12(a)

1. The Town and Country Planning (Local Development) regulations 2012 stipulate in regulation 12(a) that before adopting a supplementary planning document, the local planning authority must prepare a statement setting out:
  - i) the persons the local planning authority consulted when preparing the supplementary planning document;
  - ii) a summary of the main issues raised by those persons, and;
  - iii) how those issues have been addressed in the supplementary planning document.
2. In accordance with regulation 12(a), this statement lists the persons and organisations consulted in preparing the Heritage Interpretation Supplementary Planning Document (see Appendix A) and sets out the responses received to the consultation and how the issues raised have been addressed in the final version of the document (see Appendix B).
3. A pre-consultation draft version of the SPD was considered by Norwich City Council's Sustainable Development Panel at their meeting of 15 July 2015. Members approved the document for consultation, subject to the addition of some additional examples of more varied heritage interpretation schemes.
4. The draft consultation document, incorporating the above change, was published on the council's website and placed on public deposit at the council's main offices at City Hall, St Peters Street, Norwich and at the Forum Library, Millennium Plain, Norwich, on 31 July 2015. The period of public consultation ran for six weeks between 31 July and 11 September 2015. The persons and organisations listed on the following page were informed of the consultation by email. Details of the consultation can be found here:

<http://www.norwich.gov.uk/YourCouncil/Consultations/Pages/HeritageInterpretationSPDConsultation.aspx>

5. The consultation has followed the protocol for SPDs as set out in Norwich City Council's Statement of Community Involvement (SCI), adopted in July 2013, which can be found here:

<http://www.norwich.gov.uk/Planning/PlanningPolicy/Pages/StatementOfCommunityInvolvement.aspx>

## List of those consulted

Alpha Principle - Artists' Studios	Evolution Town Planning
Ancient Monuments Society	Federation of Small Businesses
Anglia Design Associates	Feilden & Mawson
Art Architecture Ltd	Flagship Housing Association
Beacon Planning Ltd	Friends of Elm Hill
Bidwells	Friends of Norwich Museums
Bovis Homes Ltd - South East Region	Fusion Online Ltd.
Broadland District Council	Garden History Society
Broadland Housing Association	Geoffrey Lane Town Planning
Broadland Housing Group	Hanover Housing Association
Broads Authority	Heaton Planning
Brown and Co	Historic England
BUILD	Hopkins Homes
Building Partnerships	Hudson Architects
Building Plans Ltd	Iceni Developments Ltd
CAM Architects Ltd	Indigo Planning Limited
Cator & Co	Ingleton Wood
Chapel Field Society	JB Planning
Chaplin Farrant Ltd	Land Securities
Charles Emberson Architect	Lanpro Services
Citygate Developments	Les Brown Associates
Civic Voice	Lomax Homes Ltd (Empresa)
CLA Architects	Lovell Partnerships Ltd
Cornerstone Planning	LSI Architects
Cotman Housing Association Ltd	Lucas Hickman Smith
Council for British Archaeology	Martin Robeson Planning Practice
Crispin Lambert Architecture	McArthur Tring Associates LLP
CSA Design Studio	McCarthy and Stone
Cunnane Town Planning	Mono Consultants
David Futter Associates Ltd	Mousehold Heath Defenders
David Wilson Homes	Nathaniel Lichfield and Partners
Dencora	National Heritage Memorial Fund
Denis Tuttle	NHBC
Dennis Black Associates	Norfolk & Norwich Art Circle
DLP Planning Consultants	Norfolk Archaeological Trust
Dove Jeffery Homes Ltd	Norfolk Association of Architects
Durban Associates	Norfolk Chamber of Commerce and Industry
DWA Planning	Norfolk County Council
East Anglian Business Environment Club	Norfolk Craft Guild
Emery Planning Partnership	Norfolk Gardens Trust
English Historic Towns Forum	

Norfolk Industrial Archaeological Society  
Norfolk Landscape Archaeology  
Norfolk Museums and Archaeology Service  
Norwich & Norfolk Community Arts  
Norwich Business Improvement District  
Norwich Fringe Project  
Norwich HEART  
Norwich Historic Churches Trust  
Norwich Housing Society  
Norwich Preservation Trust  
NPS Property Consultants Ltd  
Orbit Housing Association  
Peacock and Smith  
Peddars Way Housing Association (Flagship Housing)  
Pegasus Planning Group  
Peter Codling Architects  
Places for People Group  
Planning Potential Ltd  
Plansurv Ltd  
Planware Limited  
Public Monuments and Sculpture Association  
Purcell Miller Tritton LLP  
Reynolds Jury Architecture Ltd  
RHWL Architects  
Richard Pike Associates  
Savills (L&P) Limited  
Scott Brownrigg Planning  
Sculpture for Norwich  
Shaping Norfolk's Future  
Society for the Protection of Ancient Buildings  
South Norfolk Council  
Stewart Ross Associates (Dev Plan)  
Stonham Housing Association  
Strutt and Parker  
Taylor Wimpey plc  
Tetlow King Planning  
The Georgian Group  
The Landscape Partnership Ltd

The Norwich Society  
Town Planning Bureau  
The Twentieth Century Society  
The Victorian Society  
Wherry Housing Association  
Wilson Bowden Developments  
Yare Valley Society

**Consultation responses to draft Heritage Interpretation SPD and the council's response**

<b>Paragraph no.</b>	<b>Organisation</b>	<b>Comment</b>	<b>Response</b>
9	Historic England	Paragraph 9 should be amended to read "...interpretation will be necessary when a development affects, or can contribute to, <i>the understanding of a heritage asset's community or cultural value.</i> "	Accept. Paragraph 9 text amended.
10	Historic England	The list of sites within paragraph 10 should be accompanied by brief statements of each site's cultural or community value along with an explanation of why each requires interpretation.	Reject. It is not considered appropriate to assess the cultural or community value of individual sites within this document. An assessment of each site is included within the Site Allocations Plan.
General	Historic England	All sculptural or pictorial heritage interpretation should be accompanied by written text to aid understanding.	Accept. Paragraph 12 added to include the following text: "Where sculptural or pictorial heritage interpretation is provided, accompanying written text will be encouraged to aid understanding of the heritage asset's significance."