

Heritage Statement

Site	Site at St Mary's Works and St Mary's House
Policy	GNLP3054
Heritage assessment collated by	Lara Emerson, Senior Planner (Development Management), Norwich City Council
Heritage assessment reviewed by	Joy Brown, Senior Planner (Policy), Norwich City Council
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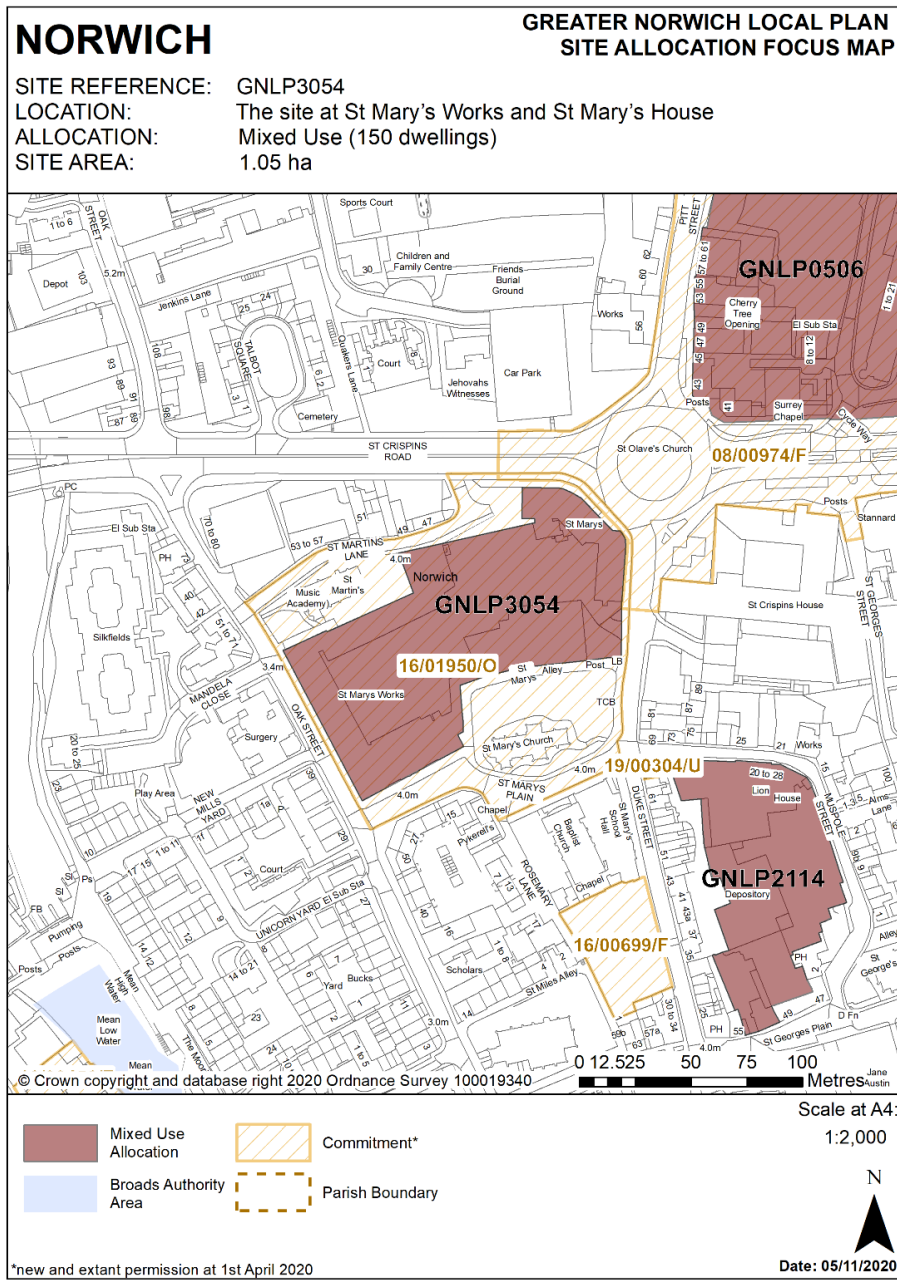


Figure 1: Site allocation

1. Proposed allocation

- 1.1 Comprehensive mixed-use development to include residential and employment uses, with the possible addition of a hotel. The site will deliver a minimum of 150 homes.

2. Site description

- 2.1 As shown in figures 1 and 2, the site is located to the south of the inner ring road, bounded by Oak Street, Duke Street, St Martin's Lane and St Mary's Plain. The site area is approximately 1.1ha and comprises a number of buildings ranging in height from one to four storeys. The buildings historically have been in commercial use but are now only partially occupied on short leases by a range of businesses. The building fronting Oak St and St Mary's Plain dates to the early 20C and was purpose built as a shoe factory for Sexton, Son & Edward Ltd. This L shaped building is locally listed and has a distinct Neo-classical style. The street facing facades of this building are identified in the Colegate Character Area Appraisal as positive frontages. Other buildings on the site are more modern and utilitarian. Spaces between the existing buildings are used for surface level parking accessed via Duke Street, with an area being temporarily used for a pop-up market.



Figure 2: Aerial photo

- 2.2 Existing buildings in the north-western quarter of the site directly abut the church yard to St Martin's at Oak. This flint medieval church is in use as a music academy but the grounds are disused, neglected and attract antisocial behaviour. There are a number of mature trees within the church yard and within that of St Mary's church yard, located in the south-east quarter of the site. St Mary's has a distinct circular tower, one of only three in the city and is in use as a book depository. The church yard is enclosed with railings and gated with no formal public access. Both of these churches are Grade I listed.
- 2.3 The site is located within a mixed use area of the city centre. There are a number of residential properties located close to the site fronting the local highway network enclosing the site. Non-residential uses include offices with St Crispins House to the east, the Norwich central Baptist Church and Zoar Baptist chapel to the south and a doctors' surgery, commercial uses and public house to the west.

3. Heritage assets

- 3.1 The following heritage assets form part of site:

St Mary's Work, St Mary's Plain (Former shoe factory – locally listed, identified as positive frontage within Character Area Appraisal)

The proposed development lies within the setting of numerous designated heritage assets. These are as follows:

Grade I

- Church of St Martin At Oak, Oak Street
- St Mary's Church, St Marys Plain (north side)
- 57a, 59 61 Colegate

Grade II*

- Pykerells House. Listed Building Grade II* on Rosemarys Lane

Grade II

- 25-31 (odd) Duke Street
- 30-34 Duke Street
- 47 St Martins Lane (Folly House and Pineapple House)
- 57, 59 & 61 Duke Street
- 67 Duke Street
- Nos. 69 -89 Duke Street
- 31 Muspole Street
- 4-5 St. Miles Alley, Oak Street
- 2-9 St. Miles Alley, Oak Street (cons)

- No.34 Duke Street (west side) Regency House, now 30-34 Duke Street
- 1 Rosemary Lane/ 1 St Miles Alley
- Golden Star Public House, 57 Colegate
- 27-31 Muspole Street (odd)

Locally listed buildings – Heritage Assets

- Lion House 20 - 28 Muspole Street
- 29 Muspole Street
- 25-27 Muspole Street
- 21 Muspole Street
- 11 Muspole Street
- 1-3 Alms Lane
- Zoar Baptist Chapel St Marys Plain Norwich NR3 3AF
- St Marys School Hall Duke Street Norwich
- 43, 45, 47-49, 51- 55 Duke Street
- 55 Colegate

3.2 The site is predominantly located within the Colegate Character Area of the wider City Centre Conservation Area. St Marys House, which is located on the roundabout, sits within the Anglia Square Character Area. As noted above, the facades of the factory building are identified in the Colegate Character Area Appraisal as positive frontages.

3.3 The area that would be affected by development of the site is rich in heritage assets, designated and non-designated. These assets contribute greatly to the character and appearance of the conservation area. Four main building types prevail; ecclesiastical, industrial, Merchants Houses and formal Georgian town houses. The majority of buildings have a traditional domestic scale rising 2-3 storeys in height, these are juxtaposed against the industrial buildings which rise above the prevailing form.

3.4 The predominant building material is red brick, sometimes painted brick, less often render. Some timber framing survives. Roofs are predominately in pantiles, less slate & black tiles, some with decorative eaves /bracketed eaves/ cornices. Doors predominately painted timber doors with fanlights, pilasters, carved consoles, Doric friezes and pediments & flat hoods over panelled doors, Windows: timber sash. Factories with Crittal/steel framed metal windows, but otherwise follow local tradition by using red brick, although often with stone, or later concrete, detailing. Later C20 buildings tend to employ yellow/buff wire cut bricks. Churches in flintwork.

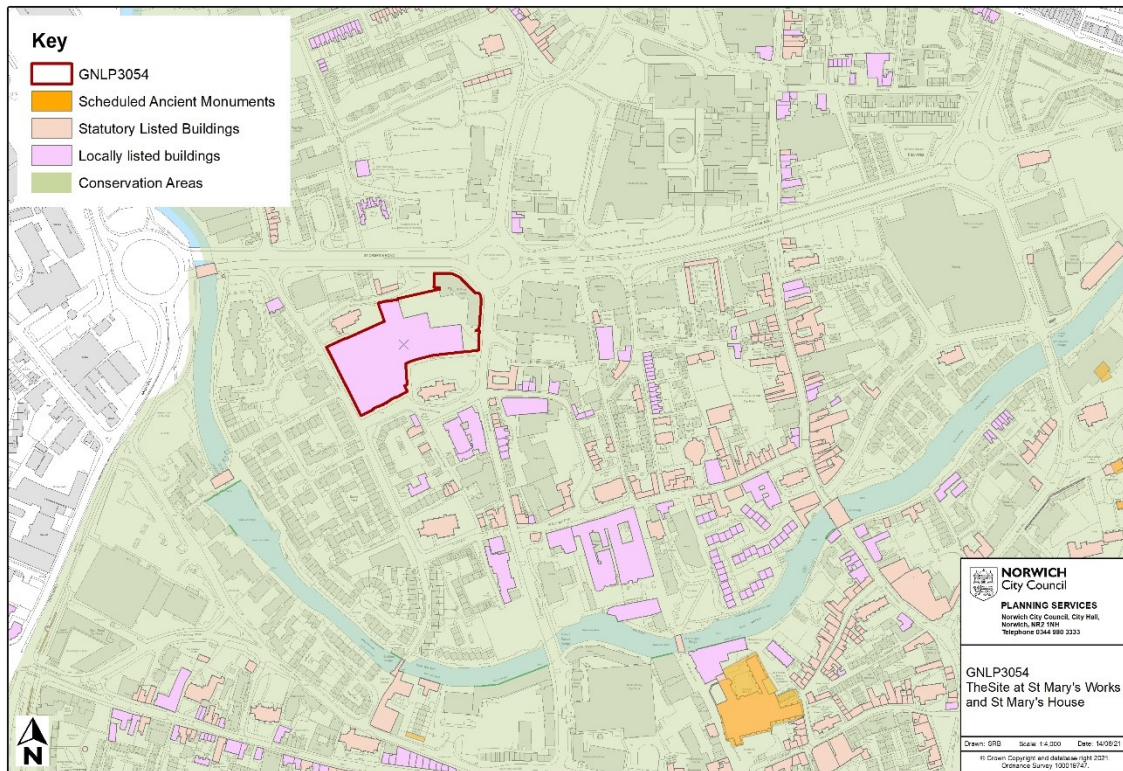


Figure 3: Heritage Assets

4. Recent relevant planning history

4.1 The following planning/listed building consent applications are relevant. All documentation for the applications can be found on [public access](#) by using the reference numbers listed below.

Application number	Description	Decision	Date
16/01950/O	Outline planning application to include the demolition of office/workshop buildings; part demolition/part retention, conversion and extension of St Mary's Works building and redevelopment of the site to provide circa 151 residential units (Use Class C3); circa 4,365sqm office floor space (Use Class B1a); circa 3,164sqm hotel and ancillary restaurant facility (Use Class C1); circa 451sqm retail (Use Class A1/A3); circa 57sqm gallery space (A1/D1); circa 124 parking spaces and associated landscaping works (amended description and plans).	Outline Consent Granted	03/05/2018

19/00430/F	Demolition of office and workshop buildings and the redevelopment of the site together with the part demolition and conversion of the former Shoe Factory Building, to provide 152 residential units (Class C3), employment space (Class B1), a hotel and ancillary restaurant (Class C1), retail units (Class A1/A3), gallery and exhibition space (Class D1), car parking, landscaping and public realm improvements, access and associated works.	Withdrawn	29/10/2019
21/00373/U	Temporary change of use of the car park for use as an outdoor events venue/food market for a 12 month period only.	Approved	19/05/2021

5. What is the heritage of site and why is it important, what aspects contribute to its significance?

Archaeological significance	<p>The site is located within the Area of Main Archaeological Significance and there is high potential for below ground heritage assets. The proposed site allocation lies within the walled area of the medieval city and is bounded to its north and south by the modern graveyards of two medieval churches (St Martin at Oak and St Mary Coslany). A limited archaeological evaluation carried out at the site in 2007 revealed medieval rubbish and quarry pits sealed beneath a possible cultivation soil of 15th-16th century date. Although no human remains associated with St Martin's and St Mary's churches (the graveyards of which may have been larger in the medieval period) were encountered in the evaluation, this may reflect the position of the trial trenches and potential exists for burials to be present within the boundary of the site. There is a high potential that further heritage assets with archaeological interest (buried archaeological remains) will be present at the proposed development site and that the significance of these would be adversely affected by the proposed development. Any development therefore would need to be subject to a programme of archaeological mitigatory work. The programme of archaeological mitigatory work will need to commence with additional informative trial trenching to determine the scope and extent of the further mitigatory work that may be required (e.g. preservation in situ through foundation design, an archaeological excavation or monitoring of groundworks during construction). Additional trial trenching should be carried out at an early stage so that the results can be fully considered in the design process for the proposed new buildings.</p>
Architectural significance	<p>The existing factory building built to the designs of local Norwich architect Boardman is locally listed and has</p>

	<p>architectural significance with two very striking frontages fronting Oak Street and St Mary's Plain. Internally however the building is to a great extent a shell and there is little evidence of its previous use as a factory. The principle elevations are finely proportioned with a robust character and an attractive patina of age. It is a heritage asset which contributes positively to the character and appearance of the conservation area and the setting of 2x Grade I Listed buildings. As part of any future development the L-shaped plan facades fronting St Martins Lane/St Marys Plain/ Oak Street and St Marys Church should be retained largely unaltered. The restoration of the original fenestration would be welcomed, some modest alterations to the elevations to allow for vehicular and pedestrian entrance/exits may be considered, provided that they are undertaken sensitively with minimal intervention in mind.</p> <p>Whilst there is some merit in the architectural design of the historic facades to St Mary's Plain and Oak Street, the main significance lies in its historic local value, the heritage of the shoe manufacture in Norwich. The building is of local significance as one of the few largely intact-surviving Norwich shoe factories.</p>
Historic significance	<p>The factory building has historic significance in that its form and appearance signifies the industrial past of the building, site and area from a century ago and it is important that any future development includes heritage interpretation.</p> <p>The firm of H. Sexton & Sons was founded c. 1886 by Henry Sexton and by 1916 Sexton, Son and Everard had built a new factory know a St Mary's Work (on Oak Street, opposite St Mary's Plain). In 1921 despite difficult market conditions, the company was then able to commission, a new modern factory on St Mary's Plain which was completed in 1926. Together the premises had a floor area in excess of 120,000 square feet.</p> <p>Prior to the site being industrial, within the 18th and 19th century, the St Mary's Works area was characterised by mainly residential development with the two churches and many inns, taverns and public houses. During this period there was also the beginnings of an industrial use with a brewery west of Blakeley's Yard. Within the dense residential development there were also many yards which are so characteristic for Norwich. By the early 20th century industries such as the shoe as well as textile manufacture were dominant and by 1928 the shoe manufactory had taken over 50% of the site.</p> <p>Sexton Shoes Ltd, finally closed the works in 1976 and the buildings were converted to office space, leisure facilities, storage units and workspaces for artisans.</p>

Communal/Social Value	The shoe factory building would have been a place of work for many employees which will form part of people collective memories. It is important that any future development includes heritage interpretation.
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6. How will allocation and the development proposals impact upon this heritage and its significance?

6.1 The allocation has the potential to impact upon the heritage of the site and its surroundings, both negatively and positively. A summary of these impacts are given in the sections below. Reference should be made to the following documents for a full explanation:

Heritage Impact Assessment (16/01950/O)
 Planning Statement (16/01950/O)
 Design & Access Statement (16/01950/O)
 Strategic Viewpoints (16/01950/O)
 EIA Screening Opinion
 Design & Conservation Officer Comments (16/01950/O)
 Landscape Officer Comments (16/01950/O)
 Historic England Comments (16/01950/O)
 Historic Environment Services Comments (16/01950/O)
 Norwich Society Comments (16/01950/O)
 Committee Report (16/01950/O)
 Decision Notice (16/01950/O)

Views

6.2 One view identified within the Anglia Square Character Area Appraisal has the potential to be affected by development on the site – that is the view from the St Crispins Roundabout towards City Hall. Development on the roundabout and along the eastern edge of the site must be considerably designed, especially in terms of scale and mass, so that it does not obscure or distract from this view.

6.3 Three views around the perimeter of the site are identified as positive vistas within the Colegate Character Area Appraisal. These are:

- The view north to south down Oak Street with the Oak Street façade of the factory building in the foreground and the St Michael Coslany Church in the background;
- The view west to east with the St Marys Plain façade of the factory building in the foreground, and St Marys Church in the background;
- The view east to west with from Muspole Street towards St Marys Church, with the St Marys Plain façade of the factory building in the background.

- 6.4 The factory building contributes positively to these views and should be preserved as part of any future redevelopment of the site.
- 6.5 A negative vista is identified south to north from Duke Street towards Anglia Square. Development on the site could help to better frame/improve this view.
- 6.6 Impact upon strategic views will largely be dependent upon the height of any future proposal as there is potential that the development may be visible from Norwich Castle and other more elevated viewpoints. As part of any future applications a full assessment of strategic and local views should be undertaken and this should inform the overall height and mass of development.

Layout, height and massing

- 6.7 Development needs to respect the various heritage assets in the vicinity, as well as the character and appearance of the wider conservation area. Height can be accommodated on the roundabout, whilst development closest to the churches needs to be more modest in scale. A varied and contextual layout with a tight grain would fit well into the surrounding streets.
- 6.8 Development of the site has the potential to improve north-south (from one church to the other) and east-west pedestrian links as there are currently no pedestrian or vehicular routes through the site (which actually reflects the historic precedent). Car free development, well-designed public spaces and views through the site will enhance these links.

Impact upon conservation area

- 6.9 Some existing buildings on the site (i.e. the factory building) contribute positively to the conservation area, whilst others offer a neutral contribution. The site is a large and prominent site and development here has the potential to significantly impact upon the character and appearance of the conservation area. Key principles within the Character Area Appraisals can help to define appropriate development of the site (see section 7).

Demolition

- 6.10 In order to provide a good quality comprehensive redevelopment of the site, demolition of the modern commercial buildings, including St Marys House, are accepted. As identified within this assessment the facades of St Mary's Works are of both architectural and historic significance and therefore demolition (or partial demolition) of the factory building will be resisted. This is reflected within the site allocation policy "Conversion of the locally listed St Mary's Works factory, including the façade of the locally listed frontage to Oak Street/ St Mary's Plain should be retained as part of a development proposal."

Any specific heritage assets

- 6.11 The site is within the setting of a number of statutory and locally listed buildings. Of particular importance are grade I listed St Martin at Oak and St Mary Coslany churches. St Mary's Plain with the church is of high significance and the churchyard is a relatively calm and open space with a prevailing historic character and few changes since the late 19th/early 20th century. St Martin at Oak is situated on St Martin's Lane which is a quiet cul-de-sac with a striking mixture of historic and modern buildings, both residential and commercial with the prevailing architectural character ranges from vernacular to industrial and ecclesiastic. The policy specifically refers to these churches and sets out that development must respect the setting of grade I listed St Martin at Oak and St Mary Coslany churches and create enhanced views of the buildings.
- 6.12 The policy also sets out that development should respect the setting of grade II listed Folly House and Pineapple House which are also situated on St Martin's Lane.

Summary

- 6.13 If appropriately designed, it is considered that the redevelopment of the site has the potential to have a beneficial impact upon heritage assets. Development here must respond to the setting of heritage assets and local character through form, proportion and materiality and include a mix of building types as found within the Colegate Character Area such as Georgian town houses and industrial buildings. A large-scale building may be accommodated on the roundabout corner to mark the gateway to the city centre. Development should incorporate new pedestrian routes connecting the two churches of St Martin's and St Mary's and create a permeable network of connected public and semi-private spaces.
- 6.14 Overall, the public benefits of a scheme as described within the site allocation policy include provision of new houses, commercial uses, pedestrian links, public spaces and efficient use of a city centre brownfield site. If appropriately designed, any harm is likely to be less than substantial and the benefits of developing the site will outweigh these.

7. Recommendations: How can these effects be avoided, reduced or mitigated and what opportunities are there for enhancement?

7.1 The successful redevelopment of the site will be dependent upon the precise detailing which can be dealt with through the planning application/listed building consent application processes and through the use of conditions. Key issues that have been identified in terms of reducing and mitigating any potential negative impacts are as follows.

7.2 Key principles within the Character Area Appraisals can help to define appropriate development of the site.

- Retention and refurbishment of large scale industrial buildings i.e. factories where possible. (Colegate Character Area Management and Enhancement Policy 7) (see bullets 2 & 3 of policy)
- New large scale development should take its design cue from traditional factory forms. (Colegate Character Area Management and Enhancement Policy 8) (see bullet 1 of policy)
- Large-scale buildings appropriate near ring-road. (Anglia Square Character Area Management and Enhancement Policy 2) (see bullets 1, 5 & 11 of policy)

7.3 The outline scheme approved in 2018 was based upon these design principles which remain relevant:

- Scheme which includes mixed use buildings to create a vibrant and distinct new quarter of central Norwich (see bold text of policy)
- New buildings which respond to Norwich local character through form, proportion and materiality (see bullets 1 & 5 of policy)
- Buildings of mixed typologies – responding to the mix of building types within the Colegate Character Area which include Georgian town houses and industrial buildings (see bullets 1 & 5)
- Creation of a new landmark on the northeast corner balancing out the roundabout and marking the gateway from the city centre (see bullet 11 which refers to buildings fronting St Martin's Land and historic churches being lower than those facing Duke Street and St Crispins).
- Creation of a new pedestrian route connecting the two churches of St Martin's and St Mary's (see bullet 12 of policy)
- Layout which creates a permeable network of connected public and semi-private spaces (see bullets 8 & 12)

7.4 Further, conditions should be attached to any future planning permissions requiring the adoption and implementation of a strategy of heritage interpretation relating to the former use of the site as a shoe factory and an appropriate programme of archaeological mitigatory work should be carried out (see bullet 6 for heritage interpretation, bullet related to archaeology to be added to policy or supplementary text).

8. Justification for the allocation

8.1 The site was recently granted outline planning consent and as part of the planning application process full consideration was given to heritage impacts and how any negative impacts could be avoided and mitigated. The outline consent has now lapsed, but there have been no material changes to the area which should alter the way development is assessed. The allocation is in line with that application and therefore it is considered that the site is able to accommodate the proposed level of development without having a detrimental impact upon the historic environment. The allocation is therefore justified.