

Heritage Statement

Site	Land at Whitefriars, Norwich
Policy	GNLP0409AR
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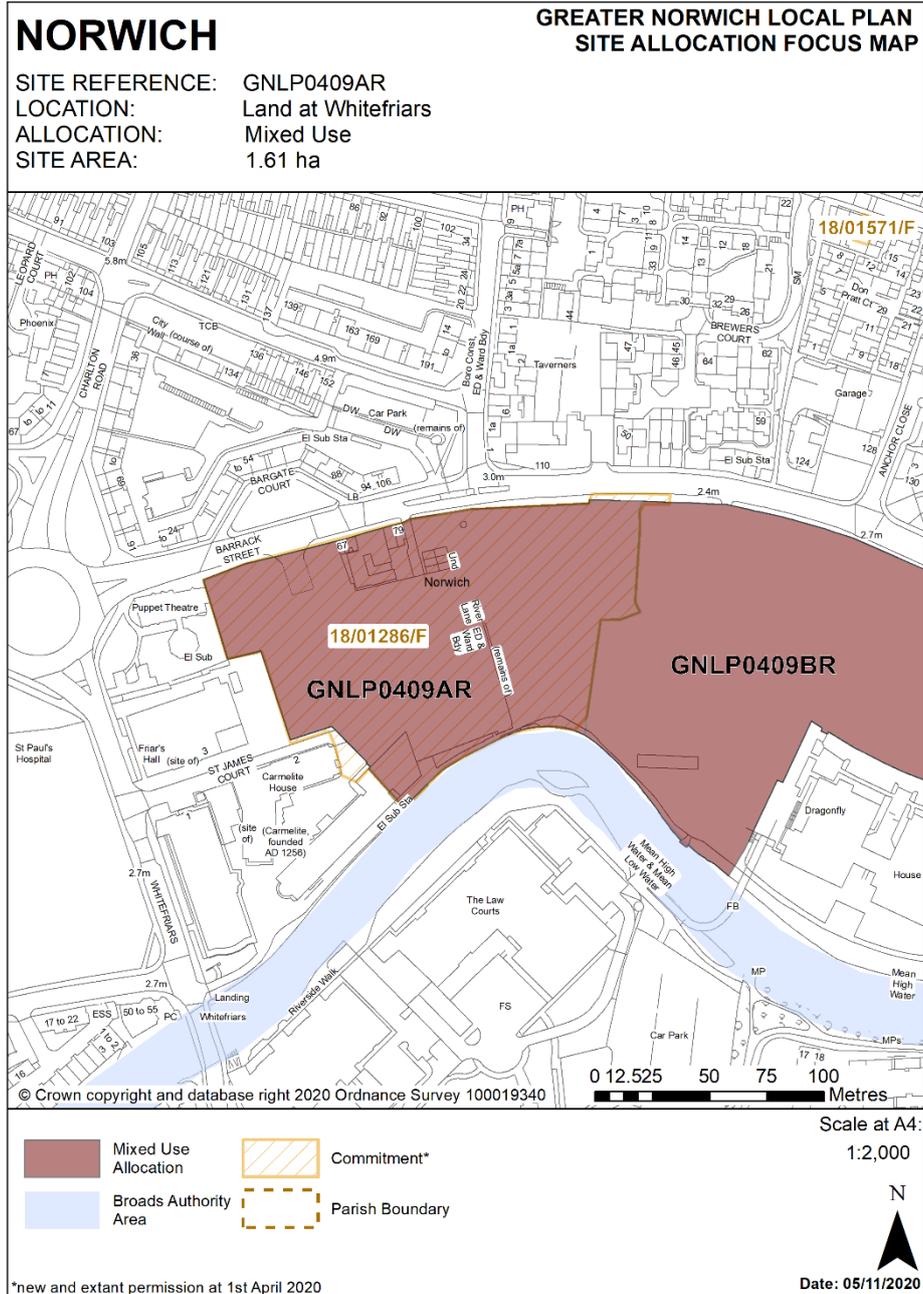


Figure 1: Site allocation

1. Proposed allocation

- 1.1 Residential-led mixed-use development to include a minimum of 220 homes. Offices and managed workspace, ancillary retail use, restaurants, bars and recreational open space will be accepted as part of a balanced mix of uses.

2. Site description

- 2.1 As shown in figure 1 and 2 the 1.74 hectares site is situated on the south side of Barrack Street, directly to the east of St James' Mill and the Puppet Theatre. The site extends south to the River Wensum and is part of a larger site owned by Jarrolds.



Figure 2: Aerial photo

- 2.1 The site was formally occupied by Jarrolds Printworks. At the time of determining the most recent full planning application for the site (18/01286/F), it was largely vacant. Development has however commenced on site.
- 2.2 At the time of determining application 18/01286/F the site comprises the following features:
- The floor slabs of the former industrial buildings which extend across much of the site.
 - A temporary surface car park within the eastern part of the site
 - The remains of the City Walls (a Scheduled Monument)
 - A pair of listed cottages fronting Barrack Street (77-79) and a row of terrace properties. There is also a garage block.

- St James' Mill Annex which currently houses the John Jarrold Printing Museum.
- Maintenance building (unoccupied) which is attached to the City Wall remains.
- Mature trees along the Barrack Street frontage
- Occasional trees and shrubs adjoining the river, including mature Willows
- Small areas of grass
- External wall of the former print works building (adjacent to the Puppet Theatre along the northern boundary and south of existing dwellings).
- Site hoardings.

2.3 This is a large edge of city site just inside the inner ring road (A147) and is surrounded by a wide range of existing uses. To the north of Barrack Street is a residential area characterised by terraced houses; there are also a number of commercial properties including a dentist, offices for QD and a car sales premises. The areas to the east and west of the site are in employment use. To the west of the site is St James' Court which comprises of three office blocks accessed via Whitefriars. St James' Mill (Grade I listed) is also located to the west of the site and is currently in employment use as office space.

2.4 To the east of the site are two office blocks known as 'Dragonfly House' and 'Kingfisher House' which are accessed from Barrack Street via Gilders Way. Land immediately adjacent to the eastern boundary of the application site has consent for new office buildings with an element of ground floor retail. These office blocks benefit from implemented consent and are known as office blocks F1 and F2 under the following permissions: 06/00724/F, 11/02216/RM and 11/02178/F. Part of the wider site also benefitted from outline consent for the erection of up to 200 dwellings; although this consent has recently expired.

2.5 The Norwich Crown Court, County Court and Magistrates Court are located to the south of the River Wensum opposite the site. The Jarrolds Bridge is a pedestrian and cycle bridge located to the east of the site which connects the land north of the River Wensum to the core of the City Centre to the south. On both the north and south banks of the river there is the Riverside Walk.

3. Heritage Assets

3.1 The following heritage assets form part of site

- Remains of the City Wall – Scheduled Monument
- 77-79 Barrack Street – Grade II Listed Building
- 67 & 69 Barrack Street (non-designated heritage asset)
- Two storey brick building attached to the east of the Grade I Listed St James Mill (listed by virtue of attachment to the Mill) (This has now been consented to be demolished)
- Buried archaeological heritage assets – the application site is known to have once housed a Carmelite Friary founded in 1256 and dissolved in 1538. 19C maps indicate that the area housed a malt house beside the river and a series of modest houses, yards and gardens.

- 3.2 The proposed development lies within the immediate setting of the following designated heritage assets:-
- Grade I St James Mill
 - Grade I Norwich Puppet Theatre (Former Church of St James, Whitefriars)
 - Remains of the city wall – Scheduled Monument
 - 77-79 Barrack Street – Grade II Listed Building
- 3.3 The proposed development lies within the wider setting of the following designated heritage assets:-
- Grade I Listed Anglian Cathedral
 - Grade II* Listed Remains of the Carmelite Friary which once occupied the site dating from the late C13, C14 and C15 century fronting Whitefriars
 - The Great Hospital (Grade I, II* and II)
- 3.4 The proposed development lies within the wider setting of the following non-designated heritage assets:-
- Former Steward and Patteson Brewery Office, 110 Barrack Street, Norwich – locally listed non designated heritage asset
 - Former Sportsman Public House, 124 Barrack Street - locally listed non designated heritage asset
 - 5 St James Close - locally listed non designated heritage asset
- 3.5 The site is located within the Northern Riverside character area of the wider City Centre Conservation Area. The majority of the development site is currently identified as a 'negative' contributor, with the exception of the early 19C range of terraced houses fronting Barrack Street.
- 3.6 The Northern riverside character area appraisal requires
1. Variation in scale of new buildings appropriate – potential for some larger scale buildings between St George's Street and City Bridge; modest scale should be maintained between Fye Bridge Street and Whitefriars (D2.2 & D6)
 2. Maintain, enhance and create river footpaths (LP: SR 11)
 3. Reinstate historic building line along Oak Street (B2.3)
 4. Views across, from and of the river should be maximised (C1.2 & C2)
 5. Retention of existing embankment line and historic features and enhancement of river access (LP: TVA 3 & SR 11)
 6. Encouraging increased use of the river and riverside (LP: TVA 3)
 7. Enhancing the setting of the City Gates / Walls (LP: HBE 10)
 9. Retention of redundant industrial buildings of townscape value (E4)
- 3.7 The site also lies within proximity to the Northern city and Cathedral Close Character Area of the wider City Centre Conservation Area. The boundary of the Cathedral Close character areas lies on the adjacent side of the river.

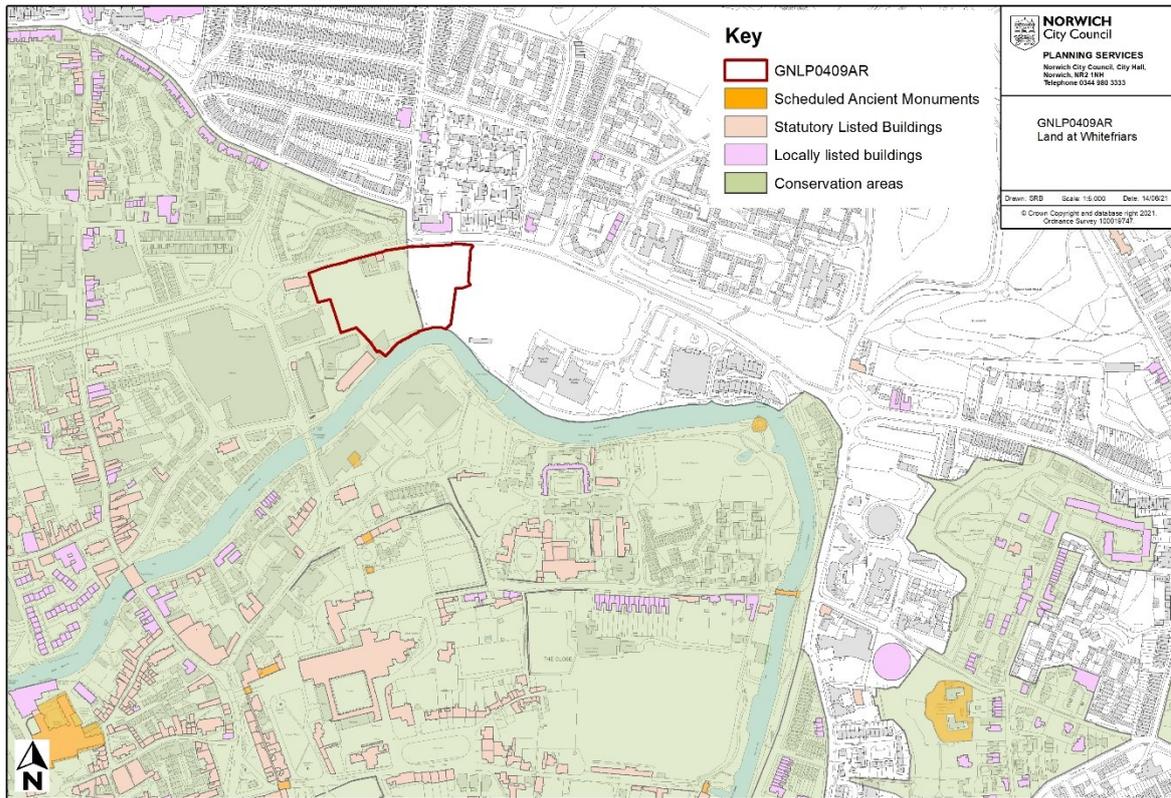


Figure 3: Heritage assets

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
18/01286/F	Demolition of existing buildings and structures; erection of 218 dwellings; conversion, refurbishment and extension of two Grade II Listed Cottages, erection of 310sqm of commercial floorspace (Class A1-A5 use) and 152sqm of Museum floorspace (D1 use), with associated works	Approved 04/09/2019
18/01287/L	Conversion, refurbishment and extension of 77-79 Barrack Street and alterations to the western boundary wall of the site.	Approved 04/09/2019
19/01411/D	Details of Condition 11: Archaeological WSI, Condition 20: Fire hydrants, Condition 22: Phasing plan, Condition 39: Demolition and construction method	Approved 12/12/2019

	statement of previous permission 18/01286/F	
19/01435/D	Details of Condition 44: Protection of City walls method of previous permission 18/01286/F	Approved 12/12/2019
19/01476/D	Details of Conditions 17: flood proofing and Condition 27: heritage interpretation of previous permission 18/01286/F	Approved 19/03/2020
20/00747/D	Details of Condition 43: full photographic survey of previous permission 18/01286/F	Approved 27/08/2020
20/00746/D	Details of Condition 3: full photographic survey of previous permission 18/01287/L	Approved 27/08/2020
20/01039/D	Details of Condition 45: Structural Engineer Report and Condition 46: Redevelopment contract of previous permission 18/01286/F	Approved 26/10/2020
20/01044/D	Details of Conditions 7 and 8: structural engineer's report of previous consent 18/01287/L	Pending consideration

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

Archaeological significance	The site has archaeological potential particularly around the remains of the city wall and due to it being the site of the Carmelite Friary. Further details are set out within the Archaeological Report.
Architectural significance	The site itself is largely cleared. Architectural significance resides in adjacent designated assets such as St James Mill and the Puppet Theatre. Retention of the historic grain of the site is important as is ensuring that development does not dominate the established neighbourhood. The listed terraces should be retained however these have been significantly altered over time so their architectural significance is limited.
Historic Significance	The whole site has historic significance due to its previous use as a print works and also due to the city walls and riverside. The listed terrace houses are of historic significance. It is important that any future development included heritage interpretation.
Communal/Social Value	The site includes part of the riverside walk which is well-loved and utilised by Norwich residents. Buildings once housed on this site were places of work, home and recreation prior to demolition and these form part of people collective memories. The print museum was also significant for former employees of the printworks; however this has since been demolished and a condition of the previous consent is that this must be re-provided and heritage interpretation included as part of the development.

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 fully explanation:

1. Heritage Impact Assessment
2. Townscape and Visual Impact Assessment
3. Planning statement
4. Design and Access Statement
5. Interim Assessment Report on A Programme of Archaeological Evaluation by Trial Trenching
6. The John Jarrold Printing Museum Retention and Relocation Strategy
7. Structural Survey Report for properties on Barrack Street
8. Structural Survey Report for Boundary wall
9. Engineering shop: additional info
10. John Jarrolds Museum
11. Norwich City Council's Design and Conservation Officer's comments
12. Historic England's comments
13. Historic Environment Services comments
14. Landscape officer's comment
15. Norwich Society comments
16. Committee report
17. EIA screening
18. Decision notice 18/01286/F
19. Decision notice 18/01287/L

Views

6.2 There are three long views identified by appendix 8 of the Norwich Local Plan in which the proposed allocation site would be visible. These are all views towards Norwich Cathedral: view from the top of Mousehold Avenue, view from Mousehold Heath, west of Norwich Prison on Britannia Road and from Ketts Heights. The townscape and visual impact assessment undertaken for application 18/01286/F concludes that the effects on these long views towards the Cathedral would be neutral or beneficial and in particular the buildings would replace a surface car park and fill in a gap in the cityscape. This conclusion is agreed with.

6.3 Development of this site could also have impacts upon views from Silver Road, Whitefriars' Bridge and the Riverside Walk. The most significant impact would be upon the views from Whitefriars' Bridge and from Quayside as development could lead to the loss of views to the wooded valley-side in the background. In terms of the view from Silver Road, provided that the height of the buildings is set to stay below the roofline of the Cathedral, the effect on the views towards the cathedral should be limited and the spire should remain the dominant

element within the views. The development of the site would however introduce built form into the view which means there could be a slightly adverse impact although overall it is considered that the impact is likely to be relatively minor.

- 6.4 The present views towards the Jarrold's site from the Cathedral Close are not particularly good and are marked as negative vistas within the conservation area appraisal. The development of the site should have a beneficial impact upon these views.

Layout, height and massing

- 6.5 The development of the site has the potential to improve north-south and east-west links through the site and in particular could reinstate the historic 'Water Lane' which once lead down along the western side of the city walls from Silver Road to the river. This could enhance the setting of the City Walls.
- 6.6 It has been demonstrated through application 18/01286/F that 220 homes can be accommodated on the site in a manner that provides for a development which is of appropriate massing, height and scale and allows for a clear distinction in the urban grain inside and outside of the city walls. This is important in order to knit development back into the wider historic townscape.

Impact upon conservation area

- 6.7 In its current state the site does not make a positive contribution to the character of the area, while the large mid-20th Century factory building which previously covered the site was identified as a negative building within the Conservation Area Appraisal. The current emptiness of the site is harmful to the character and appearance of the conservation area and the setting of nearby listed building and it is considered that the redevelopment of the site has the potential to enhance the conservation area.

Demolition

- 6.8 The proposed site allocation allows for the demolition of a number of buildings on the site and it should be noted that thy buildings listed below have recently be removed from site. This includes the mid-20th Century Annex to St James Mill. This utilitarian structure contains the Jarrolds Printing Museum and is identified as a negative building in the city council's Conservation Area appraisal. Although attached to St James Mill, the building was not listed as the building was not in ancillary use to the principal listed building at the date of the listing, in that St James Mill was listed in 1954 yet the annex was not constructed until approximately 10 years after that date. The building was considered to be of little architectural or historic merit and therefore its demolition was considered acceptable subject to its careful removal so as not to harm the engine house which must be retained.
- 6.9 The allocation also allows for the demolition of 67-75 Barrack Street. Although it was considered regrettable for the two storey nineteenth century buildings to be

demolished it was considered that the replacement with a row of terrace buildings would be appropriate. The RSPCA building was not attractive and it would have been difficult to retain the buildings either side and achieve such an attractive replacement.

- 6.10 The site allocation also allows for the demolition of the mid-twentieth century garage block south east of the listed cottages and the demolition of the mid C20th maintenance building which was another utilitarian structure attached to the standing remains of the City walls. There was also the standing remains of the c20th factory buildings and it was considered acceptable to demolish these (with the exception of the partial retention of the flint-panelled wall facing the former churchyard to the rear of the puppet theatre).

77-79 Barrack Street

- 6.11 77-79 Barrack Street are a pair of early 19th Century houses, which date from 1816. They are one-up, one-down terraced houses but have been unsympathetically extended at ground floor level. When they were converted into a fish and chip shop the two properties were also knocked into one and a large amount of the original fabric and features was removed. They are 2 storeys and formed part of a larger run of cottages. The properties are whitewashed red brick on the front and rear elevation and rendered on the exposed gable end. They have a pantiled roof which is red to the rear slope and black-glazed to the front.
- 6.12 The properties are in a poor state of repair but they are rare survivors of one-up, one-down cottages and are reported to be the last in Norwich of this type. The buildings modest proportions and historic patina of age, as well as their surviving historic form and fabric contribute to their overall heritage value and significance. These modest properties benefit from aesthetic, historic (illustrative) and social/communal heritage value and significance. The buildings appear to be suffering from structural movement and are in a poor condition as a result of dis-use and neglect. They are on the city's Buildings at Risk Register.
- 6.13 As part of the allocation it is required that these cottages are brought back into residential use. This will ensure the building's future and the renovations will mean that the buildings can be removed from the buildings at risk register. The level of harm will depend upon how the cottages are renovated but this can be mitigated through careful consideration at the planning application stage and through the use of conditions.

St James Church (Puppet theatre)

- 6.14 The existing urban area does not contribute positively towards the setting of the puppet theatre and the redevelopment of the site, if implemented in a similar way to approved application 18/01286/F, will replace a blank mid 20th century factory wall with a row of townshouses. Provided that they respect the build line

of the listed building and are two storey, they will remain subordinate to the church and therefore will not have a detrimental impact upon the church.

St James Mill

- 6.15 The allocation of the site will have some impact upon the Grade I listed St James Mill; however there is the potential for development to complement the mill if it is appropriately designed in terms of height and scale. It is important that any development adjacent to the mill is subservient to it and careful consideration will need to be given to materials and fenestration. Overall it is felt that there would be some changes to the setting of the mill as a result of the site being developed however provided the development is well designed there should be no significant harm to the overall character of the setting or its contribution to the significance of the listed building. Conditions would be needed to ensure that the demolition of St James Annex does not harm the Engine Shed and mill. If largely blocks are proposed outside of the wall then these could compete with the scale of the Grade I listed Mill building and have a harmful impact upon its setting, particularly in views from the riverside and bridges to the east and west. This could be mitigated through careful consideration of height and siting during the planning application stage.

City Walls

- 6.16 Standing remains of the city wall are present within the development site but was 'landlocked' without public access and had a 1970s generator building attached to it which has since been demolished). Development can reinstate the intramural road Water Land which not only has the potential to significantly enhance the wall's setting but is can also form a focal point within the public realm and could allow for public access. As part of the redevelopment of the site it is impact that a condition is attached requiring heritage interpretation which focuses on the wall and the results of the archaeological work at the site.

Summary

- 6.17 Overall it is considered that the redevelopment of the site has the potential to have a beneficial impact upon heritage assets. It could bring back into use the listed cottages, remove buildings which have been identified as being negative within the conservation area, enhance the setting of the city wall remains and develop the site with buildings which respect their setting. There is potential for some harm i.e. the loss of the locally listed cottages and potential insulation and rendering of the listed cottages; however the development has the potential to bring back into beneficial use a city centre site which has been vacant for many years. 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 opportunities for enhancement and reducing and mitigating any potential negative impacts are set out below. This is cross referenced with the policy.

- Design should distinguish between the areas within and outside of the city walls (see bullet 1 of policy)
- Proposals must protect and enhance the setting of city walls. The city wall should be a focal point within the public realm (see bullet 2 of policy).
- The two listed cottages must be brought back into use and carefully consideration must be given to the precise detailing (see bullet 2 of policy).
- Development must reintroduce a building line along Barrack Street (whilst respecting the build line of St James Church and remaining subordinate to the church). Any proposal should also reintroduce a frontage to the river (see bullet 5 of policy)
- Any building fronting the river should respond to the height of the mill whilst remaining subservient to it (see bullet 5 of policy).
- Development should be carried out in a way that protects long views (see bullets 2, 7 & 8 of policy)
- 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 printworks (see bullet 10 of policy)
- An appropriate programme of archaeological mitigatory work should be carried out (to be added to policy).
- The height of buildings should be carefully considered in order to ensure that buildings do not compete with St James Mill (see bullet 5 of policy).
- The setting of the city walls must be enhanced and carefully consideration given to how development can be implemented without harming the structural stability of this scheduled monument (see bullet 2 of policy).

8. Justification for the allocation

8.1 The site benefits from full planning permission and listed building consent and development has commenced on site. 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 allocation is in line with the approved 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.