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Built Heritage Assessment

**Land at Town House Road,
Old Costessey,
Norfolk**

Taylor Wimpey Strategic Land

June 2016

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LAND AT OLD COSTESSEY, TOWN HOUSE ROAD, COSTESSEY, NORFOLK

1.0 INTRODUCTION

This Built Heritage Assessment has been researched and prepared by RPS CgMs Consulting on behalf of Taylor Wimpey Strategic Land to support the allocation of land at Town House Road, Old Costessey, Norfolk (the Site), for a housing development.

The Site is located south of the oldest part of Costessey, known as Old Costessey, and is mainly comprised of uncultivated open field. It is bounded by Town House Road to the north, a residential development to the east, agricultural land to the south and southwest, and by the site of the Catholic Church of Our Lady & Saint Walstan to the northwest. The Site falls within the administrative boundary of the South Norfolk District Council.

Desk-based research and an on-site assessment have identified one heritage asset whose setting may be affected by the development of the Site. This is the Grade II Listed Roman Catholic Church of Our Lady & Saint Walstan, which is located c.50m west of the Site. The church is a good quality example of a Roman Catholic church built in 1834-41, after the 1829 Catholic Emancipation. It was designed by J.C. Buckler and reflects the ideas of A.W.N Pugin, with whom Buckler was working at the time.

Paragraph 128 of the National Planning Policy Framework (NPPF) requires an applicant to explain the significance of heritage assets likely to be impacted by a proposed development, including consideration of their settings, and to demonstrate the impact that the development will have upon that significance. This report fulfils this requirement.

This report makes reference to the relevant legislative framework contained within the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as national and local planning policy and guidance. In addition, relevant Historic England guidance has been consulted to inform the judgements made. Furthermore the assessment has been based on the findings of detailed historical research, a site walkover survey, an assessment conducted from publicly accessible locations around the Site, map regression studies, and the application of professional judgement.

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All photos are author's own unless otherwise stated.



Figure 1: A view of the Site looking north from the southern boundary. The Catholic Church of Our Lady and Saint Walstan is completely screened by large trees and is not visible from any part of the Site.



Figure 2: Grade II Listed Roman Catholic Church of Our Lady and Saint Walstan.



Figure 3: View of Town House Road, Old Costessey, from the northern boundary of the Site.

2.0 LEGISLATIVE AND PLANNING POLICY FRAMEWORK

2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

The current policy regime identifies, through the National Planning Policy Framework (NPPF), that applicants should consider the potential impact of development on Heritage Assets. This term includes both designated heritage assets, which possess a statutory designation (which include World Heritage Sites, Scheduled Ancient Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields or Conservation Areas), as well as undesignated heritage assets.

Legislation

Planning (Listed Buildings and Conservation Area) Act 1990

Where any development may affect designated or undesignated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard for their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990.

The relevant legislation in this case extends from Section 66 of the 1990 Act, which states that special regard must be given by the planning authority in the exercise of planning functions to the desirability of preserving or enhancing listed buildings and their settings.

National Planning Policy

National Planning Policy Framework (NPPF) (March 2012)

The National Planning Policy Framework (NPPF), published 27th March 2012, is the principal document which sets out the Government's planning policies for England and how these are expected to be applied. It has purposefully been created to provide a framework within which local people and Local Planning Authorities (LPAs) can produce their own distinctive Local and Neighbourhood Plans reflecting the needs and priorities of local communities.

When determining Planning Applications the NPPF directs LPAs to apply the approach of presumption in favour of sustainable development; the 'golden thread' which is expected to run through the plan-making and decision-taking activities. In terms of plan-making, LPAs are advised to positively seek opportunities to meet the development needs of the area whilst having sufficient flexibility to adapt to change. In terms of decision-taking this involves approving development proposal that accord with the development plan, and in the absence of a development plan, permission should be granted as long as this does not create conflict with specific policies or guidance outlined in the NPPF.

Section 7 of the NPPF, 'Requiring Good Design' (Paragraphs 56 to 68), reinforces the importance of good design in achieving sustainable development by ensuring the creation of inclusive and high quality places.

This section of the NPPF affirms, in paragraph 58, the need for new design to function well and add to the quality of the area in which it is built; establish a strong sense of place; and respond to local character and history, by reflecting the built identity of the surrounding area.

Section 12, 'Conserving and Enhancing the Historic Environment' (Paragraphs 126-141), relates to developments that have an effect upon the historic environment. This is the guidance to which local authorities need to refer when setting out a strategy in their Local Plans for the conservation and enjoyment of the historic environment. This should be a positive strategy and should include heritage assets which are most at risk through neglect, decay or other threats. It is also noted that heritage assets should be conserved in a manner appropriate to their significance. For clarification, the NPPF provides definitions of terms relating to the historic environment. For the purposes of this report, the following are important to note:

- Heritage asset: This is a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions. These include designated heritage assets and assets identified by the local planning authority; and
- Significance: The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Paragraph 126 of the NPPF advises local authorities to take into account the following points when drawing up strategies for the conservation and enjoyment of the historic environment, and when determining planning applications:

- The desirability of sustaining and enhancing the significance of heritage assets and preserving them in a viable use consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring;
- The desirability of new development in making a positive contribution to local character and distinctiveness; and
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

These considerations should be taken into account when determining planning applications, and in addition, the positive contribution that the conservation of heritage assets can make to sustainable communities, including their economic vitality, should be considered.

As stated in Paragraph 128 of the NPPF, when determining applications, LPAs should require applicants to describe the significance of the heritage assets affected and the

contribution made by their setting. Adding that the level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance.

According to Paragraph 129, LPAs should also identify and assess the significance of a heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.

Paragraphs 132 to 136 consider the impact of a proposed development upon the significance of a heritage asset. Paragraph 132 emphasises that when a new development is proposed, great weight should be given to the asset's conservation and that the more important the asset, the greater this weight should be. It is noted within this paragraph that significance can be harmed or lost through the alteration or destruction of the heritage asset or by development within its setting.

Paragraph 134 advises that where a development will cause less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 135 notes that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. Adding, that in weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 136 stipulates that local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Paragraph 137 encourages LPAs to look for new development opportunities within Conservation Areas, and states that developments which better reveal or enhance the significance of a designated heritage asset and its setting, will be looked upon favourably. Paragraph 138 also states that not all elements of a Conservation Area will necessarily contribute to its significance. The loss of a building or other element within a Conservation Area should be treated appropriately according to its relative significance and its contribution to the Conservation Area as a whole.

The NPPF follows the philosophy of PPS5 in moving away from narrow or prescriptive attitudes towards development within the historic environment, towards intelligent, imaginative and sustainable approaches to managing change. English Heritage characterised this new approach, now reflected in

2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

the NPPF, as 'constructive conservation'. This is defined as "a positive and collaborative approach to conservation that focuses on actively managing change. (...) the aim is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to ensure their continued use and enjoyment". (Constructive Conservation in Practice, English Heritage, 2009).

National Planning Guidance

Planning Practice Guidance (PPG) (March 2014)

This guidance has been adopted in support of the NPPF. It reiterates the importance of conserving heritage assets in a manner appropriate to their significance as a core planning principle.

It also states, conservation is an active process of maintenance and managing change, requiring a flexible and thoughtful approach. Furthermore, it highlights that neglect and decay of heritage assets is best addressed through ensuring they remain in an active use that is consistent with their conservation.

Key elements of the guidance relate to assessing harm. It states, an important consideration should be whether the proposed works adversely affect a key element of the heritage asset's special architectural or historic interest. Adding, *'it is the degree of harm, rather than the scale of development that is to be assessed'*. The level of 'substantial harm' is stated to be a high bar that may not arise in many cases. Essentially, whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the NPPF.

Importantly, it is stated harm may arise from works to the asset or from development within its setting. Setting is defined as *'the surroundings in which an asset is experienced, and may be more extensive than the curtilage'*. A thorough assessment of the impact of proposals upon setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Importantly, the guidance states that if *'complete or partial loss of a heritage asset is justified, the aim should then be to capture and record the evidence of the asset's significance, and make the interpretation publically available.'*

Conservation Principles, Policies and Guidance (English Heritage, 2008)

Conservation Principles outlines English Heritage's approach to the sustainable management of the historic environment. While primarily intended to ensure consistency in English Heritage's own advice and guidance

through the planning process, the document is recommended to local authorities to ensure that all decisions about change affecting the historic environment are informed and sustainable.

This document was published in line with the philosophy of PPS5, yet remains relevant with that of the current policy regime in the emphasis placed upon the importance of understanding significance as a means to properly assess the effects of change to heritage assets. The guidance describes a range of heritage values which enable the significance of assets to be established systematically, with the four main 'heritage values' being:

Evidential value: which derives from the potential of a place to yield evidence about past human activity. It can be natural or man-made and applies particularly to archaeological deposits, but also to other situations where there is no relevant written record.

Historical value: which derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It can be illustrative (illustrative of some aspect of the past) or associative (where a place is associated with an important person, event, or movement).

Aesthetic value: which derives from the ways in which people draw sensory and intellectual stimulation from a place. Aesthetic values can be the result of the conscious design of a place, including artistic endeavour, or they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time.

Communal value: which derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects. Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it. Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Spiritual value attached to places can emanate from the beliefs and teachings of an organised religion, or reflect past or present-day perceptions of the spirit of a place.

The Principles emphasise that 'considered change offers the potential to enhance and add value to places...it is the means by which each generation aspires to enrich the historic environment' (Paragraph 25).

Historic Environment Good Practice Advice in Planning (English Heritage, March 2015)

On the 25th March 2015 Historic England (formerly English Heritage) withdrew the PPS5 Practice Guide. This document has been replaced with three Good Practice

Advice in Planning Notes (GPAs), 'GPA1: Local Plan Making' (Published 25th March 2015), 'GPA2: Managing significance in Decision-Taking in the historic Environment' (Published 27th March 2015) and 'GPA3: The Setting of Heritage Assets (25th March 2015). A further document entitled 'GPA4: Enabling Development' is yet to be adopted.

The GPAs provide supporting guidance relating to good conservation practice. The documents particularly focus on the how good practice can be achieved through the principles included within national policy and guidance. As such, the GPAs provide information on good practice to assist LPAs, planning and other consultants, owners, applicants and other interested parties when implementing policy found within the NPPF and PPG relating to the historic environment.

In addition to these documents Historic England has published three core Advice Notes (HEAs) which provide detailed and practical advice on how national policy and guidance is implemented. These documents include; 'HEA1: Understanding Place: Conservation Area Designation, Appraisal and Management' (25th February 2016), 'HEA2: Making Changes to Heritage Assets' (25th February 2016) and 'HEA3: The Historic Environment and Site Allocations in Local Plans' (30th October 2015). In addition to these 'HEA4: Tall Buildings (10th December 2005), 'Seeing the History in the View' (31st May 2011) and 'Managing Local Authority Heritage (2nd June 2003)' provide further information and guidance in respect of managing change within the historic environment.

Historic Environment Good Practice Advice in Planning Note 1: The Historic Environment in Local Plans (March, 2015)

This document stresses the importance of formulating Local Plans that are based on up-to-date and relevant evidence in relation to the economic, social and environmental characteristics and prospects of an area, including the historic environment, as set out by the NPPF. The document provides advice on how information in respect of the local historic environment can be gathered, emphasising the importance of not only setting out known sites, but in understanding their value (i.e. significance). This evidence should be used to define a positive strategy for the historic environment and the formulation of a plan for the maintenance and use of heritage assets and for the delivery of development, including within their setting, that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness.

Furthermore, the Local Plan can assist in ensuring that site allocations avoid harming the significance of heritage assets and their settings, whilst providing

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the opportunity to 'inform the nature of allocations so development responds and reflects local character'.

Further information is given relating to cumulative impact, 106 agreements, stating 'to support the delivery of the Plan's heritage strategy it may be considered appropriate to include reference to the role of Section 106 agreements in relation to heritage assets, particularly those at risk.' It also advises on how the heritage policies within Local Plans should identify areas that are appropriate for development as well as defining specific Development Management Policies for the historic environment. It also suggests that a heritage Supplementary Planning Document (SPD) in line with paragraph 153 of the NPPF can be a useful tool to amplify and elaborate on the delivery of the positive heritage strategy in the Local Plan.

Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (March, 2015)

This document provides advice on the numerous ways in which decision-taking in the historic environment can be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, this document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged, stating that '*development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect.*'

The advice suggests a structured staged approach to the assembly and analysis of relevant information, this is as follows:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change; and
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

The advice reiterates that heritage assets may be affected by direct physical

change or by change in their setting. Assessment of the nature, extent and importance of the significance of a heritage asset and the contribution of its setting at an early stage can assist the planning process resulting in informed decision-taking.

This document sets out the recommended steps for assessing significance and the impact of development proposals upon a heritage asset, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change.

Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary. This document also provides guidance in respect of neglect and unauthorised works.

Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (March, 2015)

This advice note focuses on the management of change within the setting of heritage assets. This document replaces 'The Setting of Heritage Assets' (English Heritage, March 2011) in order to aid practitioners with the implementation of national policies and guidance relating to the historic environment found within the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 document and does not present a divergence in either the definition of setting or the way in which it should be assessed.

As with the NPPF the document defines setting as 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve'. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, setting, and thus the way in which an asset is experienced, can also be affected by other environmental factors including noise, vibration and odour, while setting may also incorporate perceptual and associational attributes pertaining to the asset's surroundings.

This document provides guidance on practical and proportionate decision making with regards to the management of proposed development and the setting of

heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects. It is stated that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting and that different heritage assets may have different abilities to accommodate change within their settings without harming the significance of the asset and therefore setting should be assessed on a case-by-case basis. Although not prescriptive in setting out how this assessment should be carried out, noting that any approach should be demonstrably compliant with legislation, national policies and objectives, Historic England recommend using the '5-step process' in order to assess the potential affects of a proposed development on the setting and significance of a heritage asset, with this 5-step process continued from the 2011 guidance:

1. Identification of heritage assets which are likely to be affected by proposals;
2. Assessment of whether and what contribution the setting makes to the significance of a heritage asset;
3. Assessing the effects of proposed development on the significance of a heritage asset;
4. Maximising enhancement and reduction of harm on the setting of heritage assets; and
5. The final decision about the acceptability of proposals.

The guidance reiterates the NPPF in stating that where developments affecting the setting results in 'substantial' harm to significance, this harm can only be justified if the developments delivers substantial public benefit and that there is no other alternative (i.e. redesign or relocation).

Historic England Advice Notes

Historic England Advice Note 1 (HEA1): Conservation Areas (February 2016)

This document forms revised guidance which sets out the ways to manage change in order to ensure that historic areas are conserved. In particular information is provided relating to conservation area designation, appraisal and management. Whilst this document emphasises that 'activities to conserve or invest need to be proportionate to the significance of the heritage assets affected,' it reiterates that the work carried out needs to provide sufficient information in order to understand the issues outlined in

2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

Paragraph 192 of the NPPF, relating to the assessment of any heritage assets that may be affected by proposals.

There are different types of special architectural and historic interest which contribute to the significance and character of a conservation area, leading to its designation. These include:

Areas with a high number of nationally designated heritage assets and a variety of architectural styles and historic associations;

Those linked to a particular industry or individual with a particular local interest;

Where an earlier, historically significant, layout is visible in the modern street pattern;

Where a particular style of architecture or traditional building materials predominate; and

Areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of parks and gardens of special historic interest.

Change is inevitable, however, this document provides guidance in respect of managing change in a way that conserves and enhances areas, through identifying potential within a conservation area. This can be achieved through historic characterisation studies, production of neighbourhood plans, confirmation of special interest and setting out of recommendations. Paragraph 127 of the NPPF states that ‘when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest,’ this document reiterates that this needs to be considered throughout this process.

Section 71 of the Planning (Listed Buildings and Conservations Area) Act 1990 places on LPAs the duty to produce proposals for the preservation and enhancement of conservation areas. This document provides guidance for the production of management plans, which can ‘channel development pressure to conserve the special quality of the conservation area’. These plans may provide polices on the protection of views, criteria for demolition, alterations and extensions, urban design strategy and development opportunities. Furthermore, it includes information relating to Article 4 Directions, which give the LPA the power to limit permitted development rights where it is deemed necessary to protect local amenity or the well-being of an area.

Historic England Advice: Note 2 (HEA2): Making Changes to Heritage Assets (February 2016)

The purpose of this document is to provide information in respect of the repair, restoration and alterations to heritage assets. It promotes guidance for both LPAs, consultants, owners, applicants and other interested parties in order to promote well-informed and collaborative conservation.

The best way to conserve a building is to keep it in use, or to find an appropriate new use. This document states that ‘an unreasonable, inflexible approach will prevent action that could give a building new life...A reasonable proportionate approach to owners’ needs is therefore essential’. Whilst this is the case, the limits imposed by the significance of individual elements are an important consideration, especially when considering an asset’s compatibility with Building Regulations and the Equality Act. As such, it is good practice for LPAs to consider imaginative ways of avoiding such conflict.

This document provides information relating to proposed change to a heritage asset, which are characterised as:

- Repair;
- Restoration;
- Addition and alteration, either singly or in combination; and
- Works for research alone.

Historic England Advice: Note 3 (HEA3): The Historic Environment and Site Allocations in Local Plans (October, 2015)

This document provides information for those involved in the site allocation process, particularly when implementing historic environment legislation, relevant policy within the NPPF and related guidance found within the Planning Practice Guidance (PPG).

The inclusion of sites within a Local Plan can provide the opportunity to ensure that new development will avoid harming the significance of both designated and non-designated heritage assets, including effects on their setting. Furthermore, this document highlights the ways in which the process of site allocation may present opportunities to better reveal the historic environment. It sets out a five-step methodology which can assist in appropriate site selection:

Step 1: Identify which heritage assets are affected by the potential site allocation;

Step 2: Understand what contribution the site (in its current form) makes to the significance of heritage asset(s);

Step 3: Identify what impacts the allocation might have on that significance;

Step 4: Consider maximising enhancements and avoiding harm; and

Step 5: Determine whether the proposed site allocation is appropriate in light of the NPPF’s tests of soundness.

Seeing the History in the View (May, 2011)

This document provides guidance relating to the assessment of heritage significance within views. It gives a method that can be applied to any view that is considered significant in terms of heritage. Historic England is currently in the process of revising this document to reflect the NPPF and recent case law.

Views provide an important role in shaping our appreciation and understanding of the historic environment. Some have been deliberately designed, such as at Greenwich Palace and Stowe Landscape Garden, whilst more often a significant view is formed of a ‘historical composite’, as a result of a long process of piecemeal development. Such views often contain focal buildings and landmarks which enrich daily life, attract visitors and help communities prosper.

This document states that the assessment of heritage significance within a view can be divided into two phases:

Phase A Baseline Analysis: the following five steps assist in defining and analysing heritage significance within a view:

- Step 1: Establishing reasons for identifying a particular view as important;
- Step 2: Identifying which heritage assets in a view merit considerations;
- Step 3: Assessing the significance of individual heritage assets;
- Step 4: Assessing the overall heritage significance in a view; and
- Step 5: How can heritage significance be sustained?

Phase B: Assessment: assesses the potential impact of a specific development proposal on heritage significance within a view, as analysed in Phase A through the following steps:

- Development proposal;
- Establishing magnitude of impact on heritage significance; and
- Significance of Effect.

This document provides further information and guidance relating to feeding the Baseline Analysis into an ES Chapter if necessary

2.2 LOCAL PLANNING POLICY AND GUIDANCE

Many local planning policies (not only those for design and conservation) can affect development with regard to heritage assets. For instance policies on sustainable development, meeting housing needs, affordable housing, landscape, biodiversity, energy efficiency, transport, people with disabilities, employment and town centres can all have an influence on development and the quality of the environment. However, policies concerned with design quality and character generally take greater importance in areas concerning heritage assets. As aforementioned these policies, along with other matters, will figure in the on-going management of development in the given area.

The Site at Town House Road, Old Costessey is within the **South Norfolk District, Norfolk**. Hence, the Local Plan for this district applies. The **South Norfolk Local Plan** is made up of various documents; each of which was developed in consultation with the community of South Norfolk before being adopted.

Joint Core Strategy (adopted March 2011, amendments adopted January 2014)

The Joint Core Strategy (JCS) has been developed by the Greater Norwich Development Partnership (GNDP) (of which South Norfolk Council is a member) and sets out the overarching strategy for growth across Norwich, Broadland and South Norfolk. It identifies key locations for growth and sets out policies to ensure that future development is sustainable. The JCS forms part of the emerging Local Plan for South Norfolk. It contains strategic policies covering the period 2008 – 2026 and replaces relevant parts of the South Norfolk Local Plan (2003). Following examination in public the three Councils formally resolved to adopt the JCS in March 2011.

Policy 2—Promoting Good Design

All development will be designed to the highest possible standards, creating a strong sense of place. In particular development proposals will respect local distinctiveness including as appropriate:

- the historic hierarchy of the city, towns and villages, maintaining important strategic gaps
- the landscape setting of settlements including the urban/rural transition and the treatment of 'gateways'
- the landscape character and historic environment, taking account of conservation area appraisals and including the wider countryside and the Broads area
- townscape, including the city and the varied character of our market towns and villages

South Norfolk Local Plan: Development Management Policies Document (adopted October 2015)

Policy DM 4.10—Heritage Assets

All development proposals must have regard to the historic environment and take account of the contribution which heritage assets make to the significance of an area and its sense of place, as defined by reference to the national and local evidence base relating to heritage.

Change of use, alterations and extensions affecting the significance of a designated heritage asset, including its setting, must have regard to and positively respond to, that significance.

Proposals must sustain, and where possible enhance and better reveal the significance of the asset and make a positive contribution to local distinctiveness.

Proposals must show how the significance of the heritage asset has been assessed and taken into account by reference to the Historic Environment Record, suitable expertise and other evidence/research as may be necessary.

Considerable importance and weight must be given to the desirability of preserving listed buildings, their settings and the character and appearance of conservation areas. Development should avoid causing any loss to a heritage asset, or harm to it. Substantial harm or total loss will only be justified where it can be demonstrated that it is necessary to achieve substantial benefits or where the retention of the asset is unsustainable, no viable alternatives can be identified and the harm or loss is outweighed by the benefits of bringing the site back into use.

Less than substantial harm will only be justified where there are public benefits that outweigh the harm. In carrying out this planning balance, less than substantial harm will be afforded considerable importance and weight.

Proposals which adversely affect the significance of a heritage asset will only exceptionally be permitted where clear and convincing justification is provided.

Emerging Policy: Greater Norwich Local Plan

South Norfolk Council, Broadland District Council, Norwich City Council and Norfolk County Council are working together to prepare the Greater Norwich Local Plan (GNLP).

The Greater Norwich Local Plan will build on the long-established joint working arrangements for Greater Norwich, which have delivered the current Joint Core Strategy (JCS) for the area. The JCS plans for the housing and job needs of the area to 2026 and the GNLP will ensure that these needs continue to be met to 2036.

Like the Joint Core Strategy, the GNLP will include strategic planning policies to guide future development and plans to protect the environment. It will look to ensure that

delivery of development is done in a way which promotes sustainability and the effective functioning of the whole area.

In addition to strategic planning policy the Greater Norwich Local Plan will also allocate land for development. Initial work to develop the Greater Norwich Local Plan has begun and the councils have begun preparing evidence to enable them to assess what the main needs and constraints of the three districts are.

One of the first stages of this evidence gathering is the 'Call for Sites' which commenced on Monday 16 May and runs until Friday 8 July 2016.

3.0 HISTORICAL APPRAISAL

3.1 HISTORICAL DEVELOPMENT OF OLD COSTESSEY, NORFOLK

Old Costessey is located in the valley of the River Wensum. It is recorded in the Domesday Book of 1086 as 'Costeseia', while other sources have the name as 'Costessie', 'Cossie' and 'Cossese'. The origins of the name are unclear, but it could derive from Scandinavia as 'Cost's island'.

The original manor of Costessey was one of the largest in Norfolk. It included the adjoining villages of Bowthorpe and Bawburgh and stretched as far as Hingham. It was awarded to Alan, Earl of Richmond after the Battle of Hastings, and passed through several families until Queen Mary I of England and Ireland granted it to Sir Henry Jernegan in 1565. Henry proceeded to build a 'New Hall' to the south of The Old Manor House, which is now known as Costessey Park House.

Subsequent successors to the estate carried out various alterations to the Hall. The largest expansion at the Hall came in between 1827 and 1855 when Sir George Jerningham, who became the 8th Baron of Stafford in 1825, began a major building programme. However, from these heydays, a series of unfortunate events led to the demise of the Hall and its abandonment in 1913. The hall was eventually taken over by the War office as a training ground for First World War soldiers and shortly after the war ended, the estate was broken up and the hall was sold to a firm of demolition contractors. Nowadays, all that remains of the hall is the ruins of the Belfry Tower, which is within the grounds of the Costessey Park Golf Club.

The Costessey Estate greatly influenced the development of Costessey and its legacy and heritage still lives on throughout the parish. The construction of the New Hall in 1565, for example, fuelled the development of the Costessey Brickworks. This expanded further in 1827 in order to provide the large number of bricks that were required for the construction of the extension to the hall. At this time the brickworks employed forty men and boys, but during the First World War, production ground to a halt and it was eventually closed down.

The distinctive bricks that were produced by the Costessey Brickworks were used to build numerous buildings within the parish that were connected to the Costessey Estate. One of these was the Catholic School which was built by Sir George Jerningham in 1821. Roman Catholic nuns were the main teachers at that time, but these finally left the school in 1976 and the school then became known as St. Augustine's Primary School. Another of these buildings was the Roman Catholic Church of Our Lady and Saint Walstan, which is adjacent to the Site and will be discussed in detail further on in this report. This church was also built by the Jerninghams in 1834-41. Sadly, it was closed



Figure 4: Costessey Hall in 1918 (Gage, 2002).

in 1872, after the death of Rev Dr Husenbeth, and fell into disrepair. It was not until 1910 that the church was restored and put back into use.

Apart from these buildings, there are other noteworthy buildings in Old Costessey. The church of Saint Edmund is one of them. This was mainly built in the fourteenth and fifteenth centuries, but a number of alterations were carried out in the



Figure 5: The Belfry Tower of Costessey Hall in 1987, the only part of the hall which still stands (Gage, 2002).

nineteenth century. The thatched Tudor Barn at the rear of the Butchers Shop is another. This was built in 1625 and at one time it was used as the village's abattoir. Church Farm Barn, built in 1688, is another notable barn in the village.

For some time there were also two mills in the parish. One of them was an impressive five storey brick and tiled structure, built in 1858, and was used for corn milling. It was sold for modernisation in 1920 but, due to an oil engine fault, the mill was sadly destroyed by fire in 1924 and was never rebuilt. The other mill was a post mill, built in 1810, located at the end of Windmill Lane. By the late nineteenth century this fell into disuse and was dismantled in 1902.

In the 1920s and 30s, the break-up of the Costessey Estate led to the expansion of what is now New Costessey, which is located to the south of Old Costessey. This led to the doubling of the population between 1931 and 1951 to nearly 5000 people. However, although most of the growth in the parish during the twentieth century occurred in New Costessey, there were also some residential developments within Old Costessey. The latest figures place the population of Costessey at over 10,000, making the parish the second most populous in South Norfolk.



Figure 6: Town House Road at the junction with The Street and West End Street in 1907 (Gage, 2002).

3.2 HISTORICAL MAP APPRAISAL FOR LAND SOUTH OF IWADE



Figure 7: 1839 Tithe Map (Norfolk Record Office, 2016): In the early-nineteenth century, the Site was part of a larger plot of land which extended further south and east than the present southern and eastern boundaries of the Site. This plot of land, measuring 18 acres, was owned by the Lord of Stafford and was occupied by a certain Edmund Martins. It was used for agriculture.

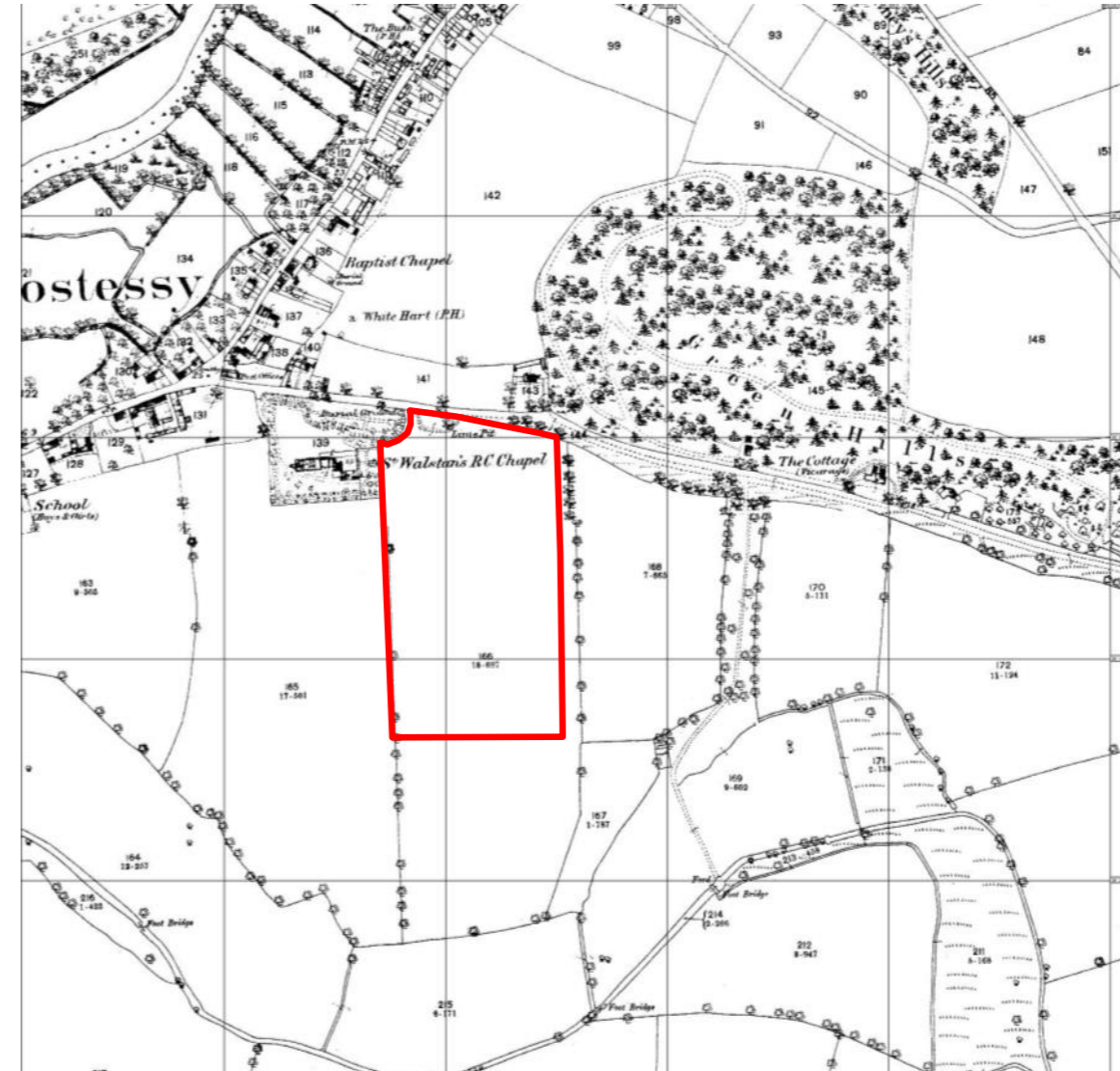


Figure 8: 1884 OS Map (Promap, 2016): By the late-nineteenth century, the Site did not change much. It was probably still used for agriculture, however It was also used for lime extraction, as a small lime pit could be found in its northern section. The Site was bordered by Town House Road to the north and was surrounded by fields. Like the present days, the site of the Roman Catholic Church of Our Lady and Saint Walstan bordered the Site to the northwest. As can be seen from the site map, the church was surrounded by trees and bushes.

3.2 HISTORICAL MAP APPRAISAL FOR LAND SOUTH OF IWADE

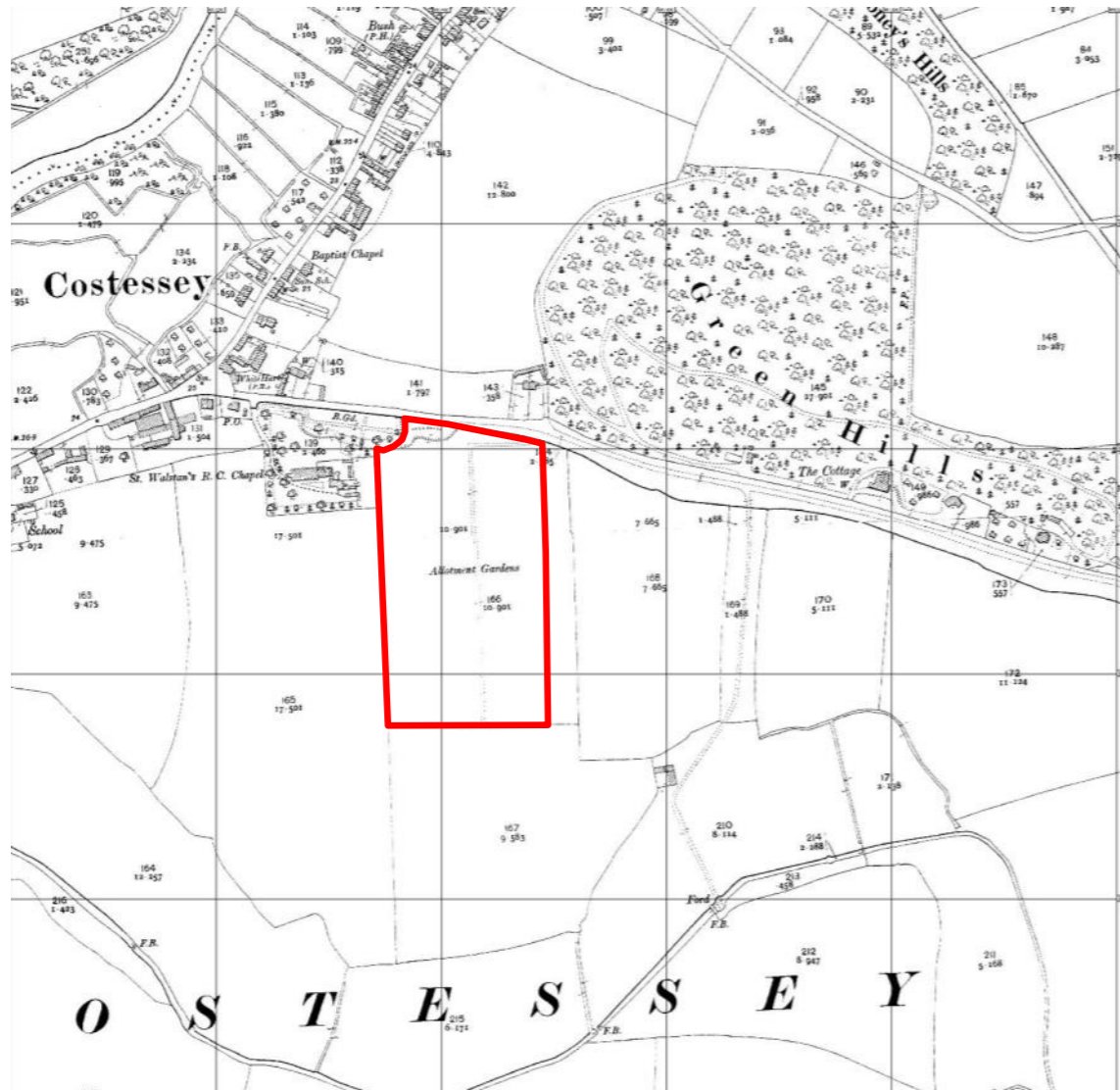


Figure 9: 1907 OS Map (Promap, 2016): By the beginning of the twentieth century, the field in which the Site sits was divided into two plots. The eastern boundary of the Site had not yet been formed. The Site was used for allotment gardens.

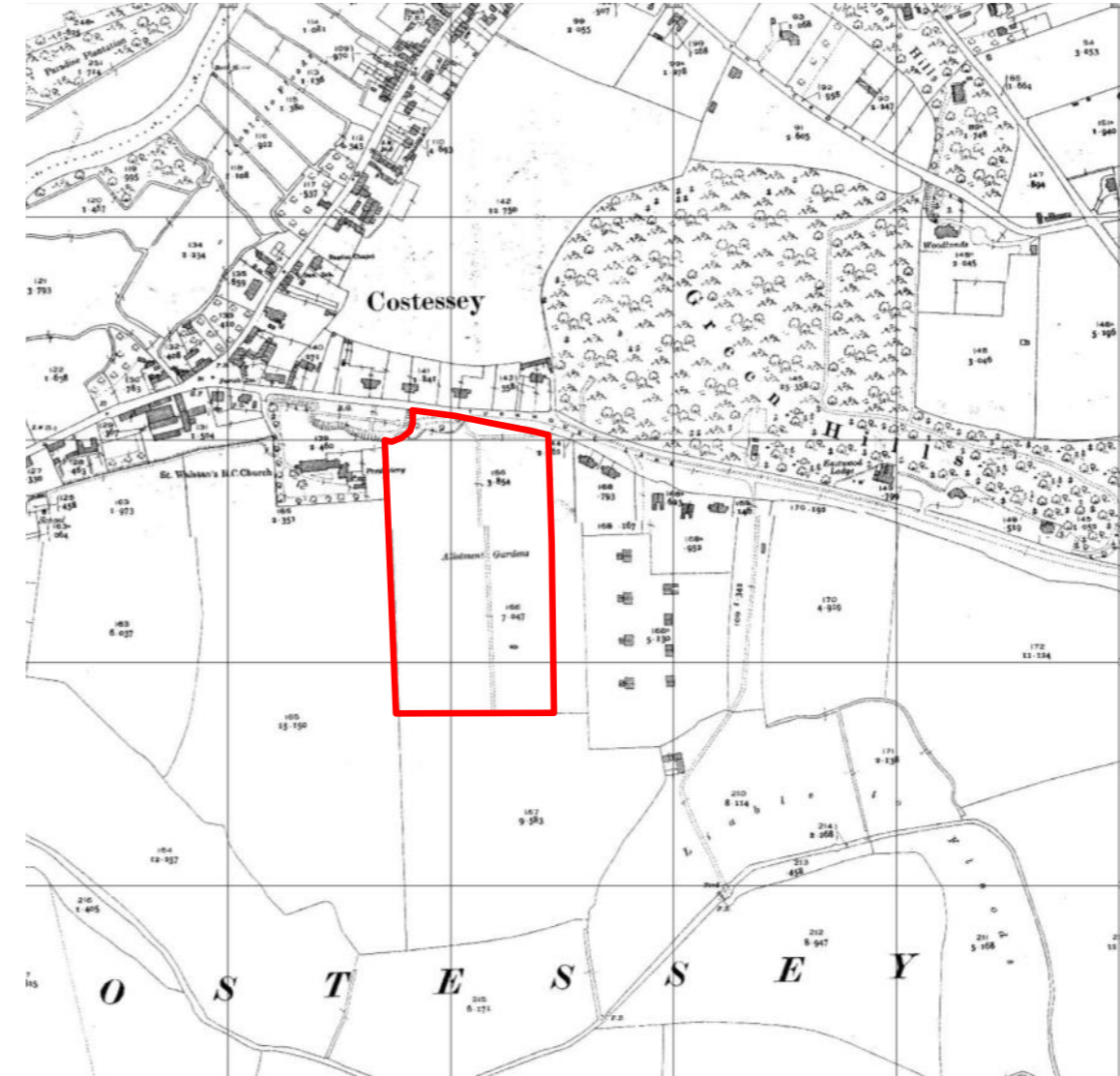


Figure 10: 1928 OS Map (Promap, 2016): By the 1920s, a group of houses were built on the plot of land located to the east of the Site. A row of semi-detached houses were also built along the northern edge of Town House Road.

3.2 HISTORICAL MAP APPRAISAL FOR LAND SOUTH OF IWADE

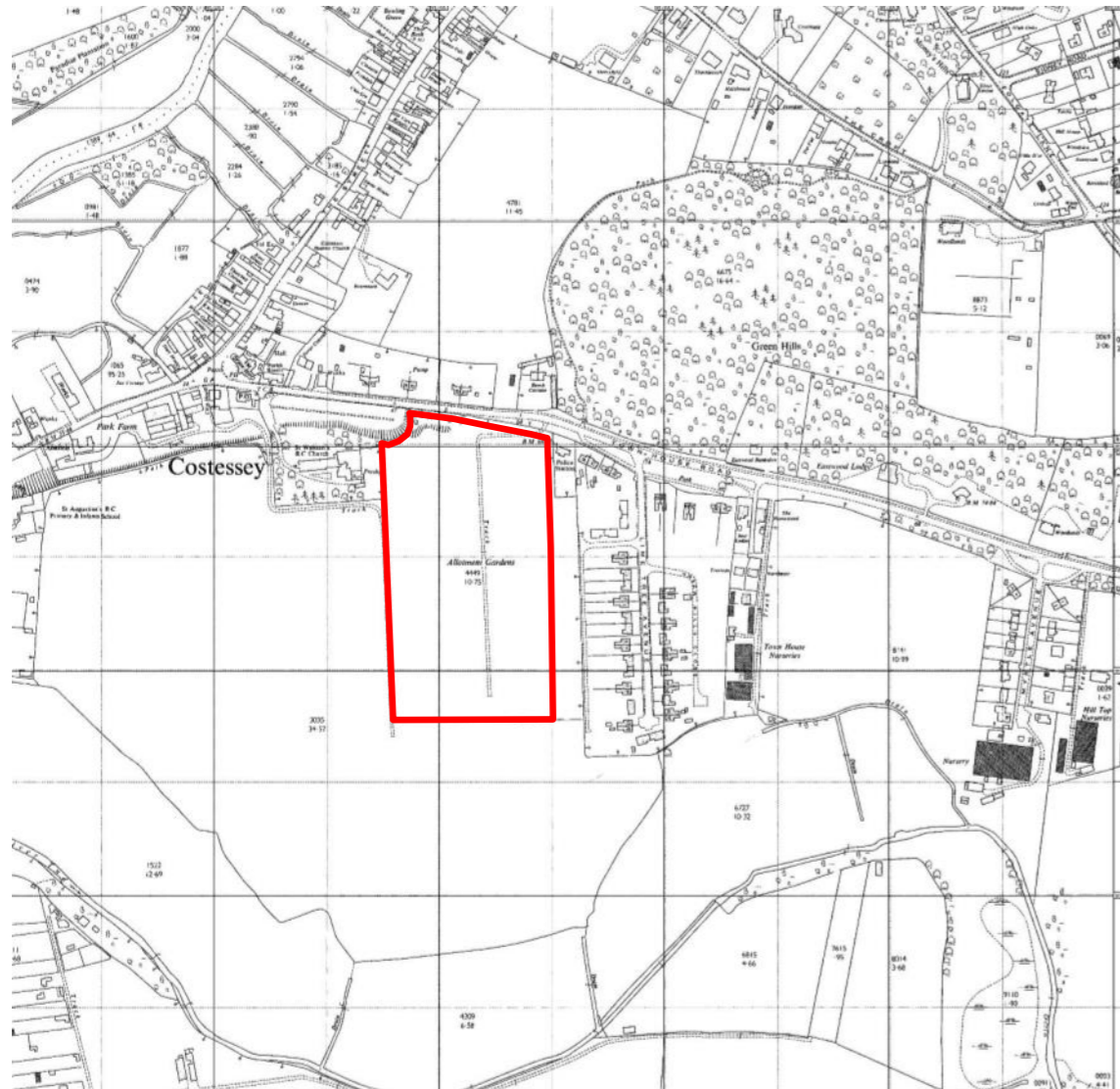


Figure 11: 1955-1965 OS Map (Promap, 2016): Until the 1960s, the Site was still used for allotment gardens. A police station was built on a newly formed plot located to the northeast of the Site. As a result, the eastern boundary of the Site started to take shape. More houses were built to the east of the Site

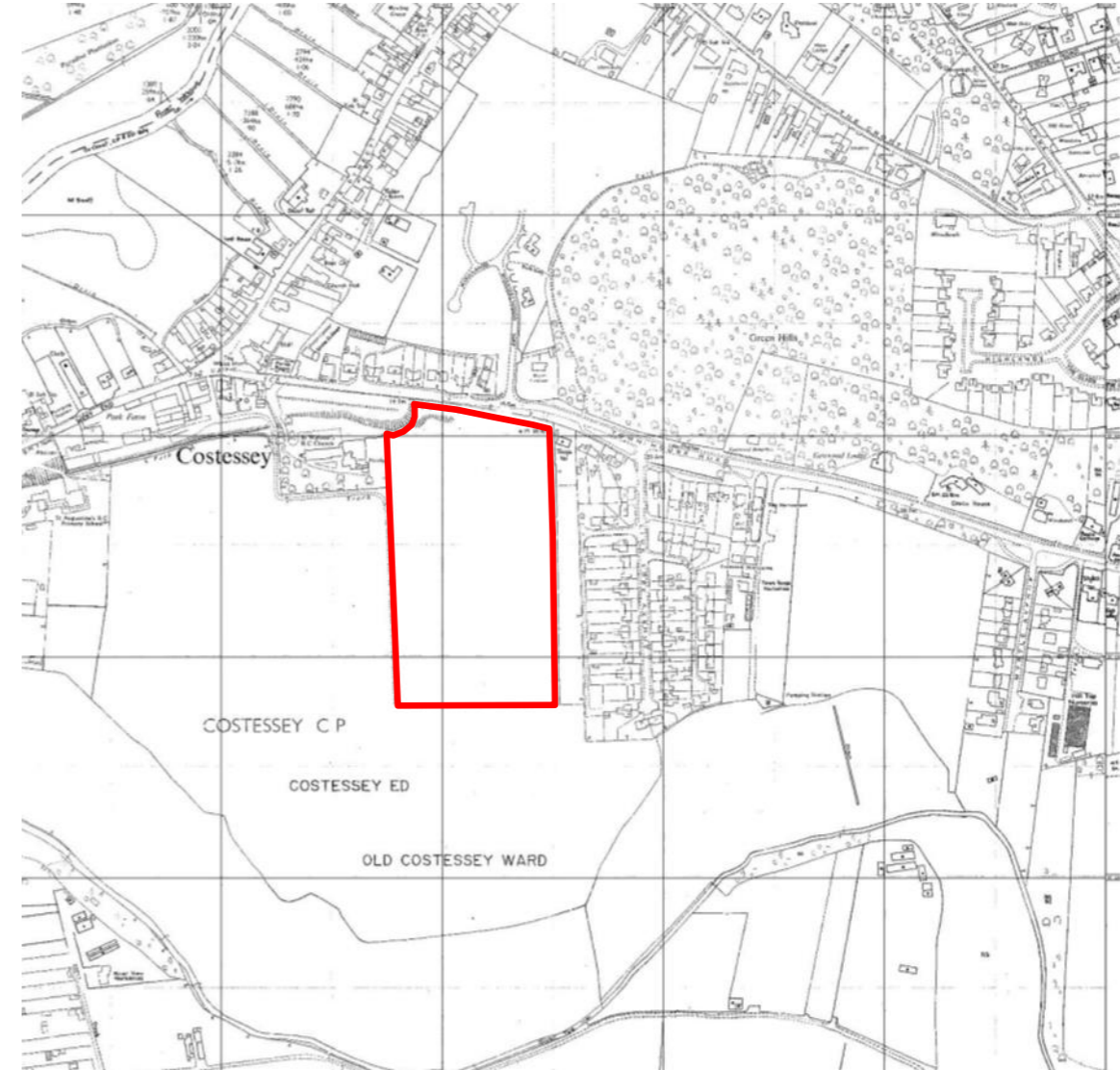


Figure 12: 1988 OS Map (Promap, 2016): By the late 1980s, the eastern boundary of the Site was formed and the Site had taken its shape. Even more houses were built to the east of the Site. Later, a group of houses were built to the west of the Church of Our Lady and Saint Walstan.

3.3 SITE ASSESSMENT

The Site is located south of Old Costessey, Norfolk, along Town House Road. It is bounded by Town House Road itself to the north, by a twentieth century residential neighbourhood to the east, by an irregularly-shaped agricultural field to the south and southwest and by the site of the Catholic Church of Our Lady & Saint Walstan to the northwest. The Site slopes gently from north to south towards the valley of the River Tud.

The Site largely comprises of a roughly rectangular, uncultivated, open field. The main access is located to the northeast of the Site and it is bordered by some trees and shrubs, most especially to the west.

The Site does not contain any designated or undesignated heritage assets, nor is it located in a conservation area. However, it lies within the setting of the Grade II Listed Catholic Church of Our lady and Saint Walstan, which is situated to the west of the Site.



Figure 13: Map showing the Site (Google Maps, 2016).

3.3 SITE ASSESSMENT



Figure 14: A view of the Site from its north-eastern extent



Figure 15: A view towards the cluster of trees that surround the Roman Catholic Church of Our Lady of Saint Walstan from the north-eastern extent of the Site.



Figure 16: A view towards the cluster of trees that surround the Roman Catholic Church of Our Lady and Saint Walstan from the eastern extent of the Site.



Figure 17: A view of the Site from its south-eastern extent.



Figure 18: A view of the Site from its southern extent.



Figure 19: A view towards the cluster of trees that surround the Roman Catholic Church of Our Lady and Saint Walstan from the southern extent of the Site.

3.4 ASSESSMENT OF HERITAGE ASSETS

The proposed development is not going to have a direct impact on any heritage assets. However, the use of Historic England’s Historic Environment Good Practice Advice in Planning: Note 3: The Setting of Heritage Assets (Historic England, 2015), a desk based assessment, and a site walkover, has enabled the identification of the Grade II Listed **Roman Catholic Church of Our Lady and Saint Walstan** whose setting may be affected by the proposals.

The assessment of this heritage asset, including consideration of its setting, is included below.

Roman Catholic Church of Our Lady and Saint Walstan—Grade II Listed Building

The Roman Catholic Church of Our Lady and Saint Walstan was first designated as a Grade II Listed Building on 5 March 2010 (refer to Appendix 1 for Historic England listing description). It was designed by the architect J.C. Buckler and was built in 1834-41 for the Jerningham family of Costessey Hall, who had refused to switch to the new protestant Church of England and had remained a catholic family throughout the penal period. At the time of the church’s construction, Buckler was also working with the celebrated A.W.N Pugin on remodelling Oxburgh Hall and building its chapel, and Pugin’s advanced ideas would have influenced his design for the church.

The first priest of this church was Dr Husenbeth and in 1851, when the Catholic hierarchy was reintroduced to England, the church became a parish church within the vast Diocese of Northampton. However, in 1872, after Rev Dr Husenbeth’s death, and with the Jerningham family no longer able to support the church, the Bishop of Northampton decided not to send another priest to Costessey. Hence, the church of Our Lady and Saint Walstan was closed and soon fell into disrepair. It was not until 1910, in the same year when Norwich’s Catholic Cathedral was opened, that another parish priest was sent to Costessey and the church brought back to life.

The church’s plan is in the form of a large aisleless preaching nave of seven bays, which is unusual for a Roman Catholic Church. A two-bay chancel sits at the east end of the church while the west end is fronted by a polygonal porch, which was added in the twenty-first century and replaced an earlier porch. The design style of the church can best be described as First Pointed Gothic as it relies on the lancet window. Indeed there are seven tall lancet windows on each side of the nave separated by stepped side buttresses, two on each side of the chancel, also separated by stepped side buttresses, and a pair of triple stepped lancet windows, one on each end of the church. The building is built in red brick laid in Flemish bond and the roof is clad in

pantiles, while a double stone bellcote with a brick plinth sits on the nave’s east gable.

The interior of the church has a preaching-box air to it. A stone gallery, which doubles up as an organ loft, lies at the west end of the nave. It consists of three double chamfered arches on circular columns and responds, and has a string course and a plain parapet. A stone staircase with a panelled balustrade lies in its southwest corner while its northwest corner is partly filled in. Within the nave itself a panelled dado covers the walls below the windows, while the timber roof is made up of principal and secondary rafters and a ridge piece. Towards the east end of the nave, a chamfered arch with roll moulding marks the entrance into the chancel and within the chancel itself lies the main altar which is decorated with gilded paintings of saints within a decorative arcade of trefoils in arches. The chancel walls are covered with a decorative reredos, while five of the chancel’s lancet windows have stained glass by James Grant, 1841. A circular font decorated with an arcade of trefoils in arches lies in the northeast corner of the nave.

The church was designated Grade II as it is a comparatively little-altered, good quality example of a Roman Catholic church of the 1830s with good fittings and stained glass windows when very few were built in East Anglia at the time. It was also designated because it was designed by the architect J.C. Buckler and reflects the ideas of A.W.N. Pugin. The church’s innovative style, being First Pointed Gothic, and plan-form, having a well-defined chancel, were also a reason for designation.

The immediate setting of the Roman Catholic Church of Our Lady and Saint Walstan can be defined by its churchyard which includes: burial grounds and a gravel hardstanding area to the north; the presbytery and its garden to the east, a small cluster of trees also to the east; the presbytery’s driveway and a shady lawn area to the south; and the church’s tree-lined entrance way to the northwest and west. These make a positive contribution to the significance of the heritage asset as they provide it with an appropriately tranquil and spiritual setting. This is further emphasised by the clusters and lines of trees that surround the church that provide it with a sense of enclosure.

The wider setting of the Roman Catholic Church of Our Lady and Saint Walstan can be defined by the surrounding residential settlement of Old Costessey and the wider countryside, which includes the Site. However, these are not essential for the interpretation of the church’s significance. Indeed, due to the trees that were mentioned earlier, there is no visual relationship between the church and its wider setting.



Figure 20: Grade II Listed Roman Catholic Church of Our Lady and Saint Walstan.



Figure 21: The interior of the church.



Figure 22: A 1951 photo of the church showing the old porch which was recently replaced.

3.4 ASSESSMENT OF HERITAGE ASSETS



Figure 23: A view of the entrance gate to the church of Our Lady and Saint Walstan from Town House Road. A number of large trees screen the church and hence it is not visible from the road.



Figure 24: A view of the cemetery located in the northern section of the churchyard.



Figure 25: A view of the car parking area which is also located in the northern section of the churchyard.



Figure 26: A view of the church's east end from the northeast.



Figure 27: The southern section of the churchyard which includes a gravel driveway that leads to the presbytery. Clusters of large trees block views to the surrounding landscape.



Figure 28: The presbytery which is located to the east of the church.

4.0 PROPOSALS & ASSESSMENT OF IMPACT

4.1 PROPOSALS & ASSESSMENT OF IMPACT

The assessment of impact has been undertaken in conjunction with the assessment criteria set out in Historic England's The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning 3 and paragraphs 133 and 134 of the NPPF.

The proposal consists of a low-rise residential development of a up to 100 units. Whilst no heritage asset will be affected directly by this proposal, the previous chapter has identified one heritage asset, the **Grade II Listed Roman Catholic Church of Our Lady and Saint Walstan**, whose setting may be affected. This section of the report will assess any impact that the proposals may have on the setting and significance of this heritage asset.

The Roman Catholic Church of Our Lady and Saint Walstan - Grade II Listed Building

The Roman Catholic Church of Our Lady and Saint Walstan and its churchyard are located to the northwest of the Site. The Site may be considered to form part of the church's wider setting. However, as mentioned earlier, there is no visual connection between the two. This is because the church is surrounded by clusters and lines of large trees, which are considered to positively contribute to its setting, forming a typical and historic part of the churchyard environment. More pertinently, the Site is not considered to contribute towards the appreciation and understanding of the heritage asset. Hence, it is not considered to contribute to the church's significance.

Hence, the proposed development is considered to cause **no harm** to the asset's significance, in line with Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, with the policies of the NPPF, and local policy DM 4.10 of the South Norfolk Local Plan: Development Management Policies Document.

5.0 CONCLUSION

This Built Heritage Assessment considers the impacts of a proposed housing development on a site that is located to the south of Old Costessey, Norfolk. The proposed development consists of a low-rising residential development of a up to 100 units. At this stage, the Site is being proposed for allocation.

The Roman Catholic Church of Our Lady and Saint Walstan, a Grade II Listed Building, has been identified as the only heritage asset that is likely to be affected by the proposed development. Its assessment, including consideration of its setting, has been assessed as part of this Heritage Assessment.

It has been demonstrated that the proposals will cause **no harm** to the asset's setting and in turn its significance. Hence, the proposals are in accordance with the requirements of Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, with the policies of the NPPF, and local policy DM 4.10 of the South Norfolk Local Plan: Development Management Policies Document. Therefore there is no heritage reason why the Site should not be considered favourably for allocation.

6.0 BIBLIOGRAPHY

Gage, Ernest G. (2002) *Costessey: A look into the past*. Norwich: Brian Cage

South Norfolk Council (2013) *Old Costessey: Draft Conservation Area Character Appraisal and Management Plan*. Long Stratton: SNDC Conservation Team

7.0 APPENDIX 1: HISTORIC ENGLAND LISTING DESCRIPTIONS

OUR LADY AND ST WALSTAN RC CHURCH

List Entry Summary

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

Name: OUR LADY AND ST WALSTAN RC CHURCH

List entry Number: 1393711

Location

OUR LADY AND ST WALSTAN RC CHURCH, TOWN HOUSE ROAD

The building may lie within the boundary of more than one authority.

County: Norfolk

District: South Norfolk

District Type: District Authority

Parish: Costessey

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 05-Mar-2010

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

UID: 501950

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Our Lady and St Walstan Roman Catholic church is recommended for designation at Grade II for the following principal reasons:

* It is a comparatively little-altered, good quality example of a Roman Catholic church of the 1830s when very few were built in East Anglia. * It was designed by J C Buckler and it reflects the ideas of Pugin, with whom Buckler was working at the time. * It shows innovation both in style, being First Pointed Gothic, and in plan-form, having a well-defined chancel. * It has good fittings and stained glass windows.

History

Legacy Record - This information may be included in the List Entry Details.

Details

COSTESSEY

1135/0/10001 TOWN HOUSE ROAD 05-MAR-10 Our Lady and St Walstan RC Church

II Roman Catholic Church. 1834-41. By J.C. Buckler for the Jerningham family of Costessey Hall. Red brick laid in Flemish bond; pantiled nave, concrete tiled chancel. Plan of nave and chancel with C21 polygonal west porch.

EXTERIOR: large preaching nave of seven bays with stepped side buttresses separating tall single lancets. Angle buttresses to west end. Triple stepped lancets to west above single-storey west porch. Double stone bellcote to east nave gable, on brick plinth. Lower two-bay chancel with single lancets north and south separated by stepped side buttresses. Three stepped lancets to east end.

INTERIOR: stone west gallery (doubling as organ loft) consisting of three double-chamfered arches on circular columns and responds. One stiff-leaf roundel in central spandrels. String course and plain parapet. Stone staircase in south-west corner, with panelled balustrade. North-west corner opposite partly filled in. Panelled dado below nave windows. Roof of principals, secondary rafters and ridge piece. Chamfered chancel arch with roll-moulded hoodmould. Panelled chancel dado, raised for reredos. Circular font with arcade of trefoils in arches to the bowl. Stations of the Cross painted in oil on canvas within timber frames. East chancel lancets with glass by James Grant, 1841, that in centre light probably replaced by Joseph Grant c. 1860. One south and one north chancel lancet with glass by James Grant, 1841.

HISTORY: J.C. Buckler was commissioned in about 1826 by the Jerningham family to begin remodelling Costessey Hall, the family seat, and in 1834 began a new Catholic church in the village when he had only the experience of remodelling the chancel at Adderbury, Oxfordshire, behind him. It took seven years to complete and during this time Buckler was working with Pugin on remodelling Oxburgh Hall and building its chapel, and will have known of his advanced ideas. Buckler was thus aware of the Gothic-Classical stylistic question and also of the move from Nonconformist design in Catholic circles, and this church is advanced in style and in one feature in plan-form as well. For style he chose the First Pointed, so the building relies on lancet windows, in the flanks separated by stepped buttresses. Nevertheless, the building still has

Nonconformist elements: the interior has a preaching-box air to it and the body of the church is a large aisleless rectangle. Entirely new for East Anglia and new even in England for a Roman Catholic church, however, is the provision of a well-defined chancel of two bays, separated on the interior by a pointed moulded chancel arch. The west end of the nave still has a gallery, here of stone and presenting three bold pointed arches. In the chancel are five important early stained glass windows by the Grant Bros.

SOURCES: Wilson, W, D, Roman Catholic Churches and Chapels in East Anglia, unpubd. report for English Heritage (1998)

REASONS FOR DESIGNATION: Our Lady and St Walstan Roman Catholic church is designated at Grade II for the following principal reasons:

*It is a comparatively little-altered, good quality example of a Roman Catholic church of the 1830s when very few were built in East Anglia. * It was designed by J C Buckler and it reflects the ideas of Pugin, with whom Buckler was working at the time. *It shows innovation both in style, being First Pointed Gothic, and in plan-form, having a well-defined chancel. *It has good fittings and stained glass windows.

Selected Sources

Legacy Record - This information may be included in the List Entry Details

National Grid Reference: TG 17293 11583

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