

# Development Brief

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Chauntry Mill, Haverhill

December 2010



Prepared by:



*St Edmundsbury*  
BOROUGH COUNCIL

**BIDWELLS**



## **DEVELOPMENT BRIEF**

### **CHAUNTRY MILL, HAVERHILL**

Prepared jointly by Bidwells and St. Edmundsbury Borough Council (SEBC)  
Adopted by St. Edmundsbury Borough Council as non statutory planning guidance.

## **INTRODUCTION**

### **Purpose of Brief**

The purpose of the Brief is to set out the principles which will apply to the local planning authority's consideration and acceptance of the reuse, redevelopment and, where appropriate and properly justified, demolition of buildings and open areas at Chantry Mill.

English Heritage will be invited to comment on the document as part of the consultation process.

### **Status of Brief**

The status of this Brief is as non statutory planning guidance published to guide any emerging development proposals at Chantry Mills. The Brief has been approved by St. Edmundsbury Borough Council and will therefore carry considerable weight in the determination of any subsequent applications for planning permission. Prospective applicants are advised to discuss proposals with St. Edmundsbury Borough Council as early as possible.

### **Background Papers**

The following background documents have been used to support this Brief:

St Edmundsbury Local Development Framework  
Bury St Edmunds and Haverhill Retail, Leisure and Offices Study (2007):  
St Edmundsbury Borough Council Planning & Engineering Services;  
A Masterplan Vision for Haverhill Town Centre (2004). St Edmundsbury  
Borough  
Council;  
Chantry Mill, Haverhill. Character Appraisal (2006). St Edmundsbury Borough  
Council;  
Haverhill Healthcheck (2004). St Edmundsbury Borough Council et al;  
The Gurteens of Haverhill. Two Hundred Years of Suffolk Textiles (1984).  
Sarah  
Payne. Woodhead-Faulkener: Cambridge;  
Preliminary Historic Building Appraisal. Gurteens Mill, Haverhill (2006). QuBE  
on behalf of St Edmundsbury Borough Council;

Historic Building Appraisal. Chantry Mills, Haverhill (2008). Purcell Miller Tritton on behalf of D Gurteen & Sons Ltd;  
Regeneration Statement. Chantry Mills, Haverhill (2008). Bidwells on behalf of D Gurteen & Sons Ltd;  
Alternative Use Assessment. Chantry Mills, Haverhill (2008). Bidwells on behalf of D Gurteen & Sons;  
Building Appraisal. Chantry Mills, Haverhill (2008). Bidwells on behalf of D Gurteen & Sons Ltd;  
Engineering Investigation Summary. Weaving and Sewing Sheds, Chantry Mills, Haverhill (2008). Bidwells on behalf of D Gurteen & Sons; and  
Townscape and Visual Assessment. Chantry Mills, Haverhill (2008). Bidwells on behalf of D Gurteen & Sons.

## **DESCRIPTION OF SITE**

The site extends to about 3.11 acres (1.26ha) and is bounded to:  
The North: in part by a public house, church yard and properties fronting on to the High Street.  
The East and South: Quakers Lane, an unmade narrow Highway.  
The West: In part by Mill Road and Chantry Row, a footpath.  
There are several buildings on the site, many of which date from the early stages of the factory in the mid 19th century, and some of which are later 20th century alterations and additions.

The principal buildings are identified on the plan (Appendix A) as:

1. Main Entrance
2. Single and Two Storey Entrance Range (part of the old Greyhound Pub)
3. Three Storey Range (Weaver's Mill)
4. Single Storey (North Factory Range Lights Factory)
5. L-shaped Northwest Building (Horsehair Factory)
6. Tunnel Infill
7. French Gothic Warehouse
8. Sewing Factory
9. Machine Shop
10. Canteen (Mat Factory)
11. Boiler House/Workshop over main well
12. Office Building (Old Counting House).

The site lies within the Conservation Area and the buildings are Listed Grade II (a single listing applies to the whole site)

The site lies directly adjacent to the town centre and a number of important features, including the Grade II\* listed St. Mary's Church and churchyard and

existing car parking. (see Appendix A for the site and Appendix B and C for the site and its surroundings)

Chantry Mills has developed and evolved steadily to meet changing economic and business circumstances throughout its life. At one time the Gurteens, in addition to their current holdings, owned land to the north east of the High Street on which was erected offices and a length of buildings marked 'Warehouses' stretching down to the river along the length of Crown Passage.

The nature of Gurteen's business has changed dramatically over the last few decades. The site was fully operational as a manufacturing plant until 1996. In the face of overseas competition the company gradually outsourced clothing production from outside the United Kingdom. The site has now become the administrative base for the company, and used for the storage and distribution of men's clothing manufactured overseas. The change in use has resulted in changes to the built fabric on the main site. In 1971 a substantial programme of demolition took place removing the Power House (including the chimney) and the 1894 Mat Factory. Over its history the Gurteens have ensured that the use and nature of the built form responded to requirements to ensure the long term viability of the business. The dynamic nature of the site over time has ensured its continued contribution to the well being of the town with each stage of redevelopment.

Given the changing requirements of modern business, the complex of buildings remaining on the site are no longer ideal for large scale manufacturing or storage. The former factory buildings have a number of floor level changes with a considerable number of vertical divisions all restricting the amount of open space, ease of movement and the accommodation of large machinery. The former factory buildings [buildings 4 and 8 above] are of functional design, many with simple cast iron framework supporting glass roofing. Although maintenance of these buildings in their current form and condition is increasingly expensive for its existing use and no detailed building survey has been undertaken, there is no current indication that the buildings are structurally unsound or incapable of reuse for some purpose. Other buildings on the site, including the single and two storey entrance range (building 2) and French Gothic Warehouse (building 7) are in good condition and can accommodate a variety of alternative uses. These buildings have already been successfully converted to a mix of retail and office uses

## **DEVELOPMENT GUIDELINES**

The site lies within the town centre of Haverhill where, in recent times, significant efforts have been made by relevant stakeholders to regenerate the area and attract new forms and scales of uses.

Haverhill town centre has recently benefitted from significant investment and development that is creating further interest and opportunities for investment. A 5-screen cinema opened in October 2008 and a new Tesco superstore opened in September 2009. Public realm improvement works have also been undertaken including refurbishment of Jubilee Walk (2008) nearby Queen Street (October 2009) and the bus station (October 2009).

Redevelopment of the site has an important role to play in the regeneration of Haverhill and the town centre in particular. The Vision Document 2004 sets out how Haverhill should improve over the next 15 years, envisaging a town centre which is more diverse, attractive, vibrant and accessible and which provides a strong economic hub for Haverhill. This is carried through to key priorities which will help make the centre a place where people can enjoy themselves and an environment where people want to live. The Gurteen factory site is seen as an opportunity for potential development which can bring major benefits to the town's regeneration aims with a viable and sustainable form of redevelopment. Any development scheme on the site should be designed to achieve important objectives and aims of town centre regeneration whilst protecting the historic environment.

The Vision document notes that "The Gurteen factory is one of the most important and dominant buildings in the town centre.....It is important for the town that the building is retained, although it may be difficult to accommodate modern uses in it. Redevelopment incorporating the listed building would enhance the area and could provide a combination of retail, leisure, hotel or office use with car parking."

Whilst Gurteen's factory benefits from a Grade II listing not all of the buildings within the factory are of equal importance. In terms of their importance within the Grade II listing, the Historic Building Appraisal, carried out by QuBE, lists the following as Moderate or High Significance and are identified within Appendix A. Since then, PPS5 has been published which also uses the word 'significance' in relation to the different types of heritage assets. The word has a different meaning in the PPS to that in the Historic Building Appraisal and suite of supporting documents produced by Bidwells referred to in the Background Papers. In the PPS, 'significance' is used as a way of identifying the hierarchy of designated heritage assets (for example, Grade I, II\* and II listed buildings). In the Historic Building Appraisal and the Bidwells documents it was used to identify the relative importance of the different elements which together form the Grade II listed building and their contribution to the wider surroundings. For clarity, therefore, the word 'importance' has been used to replace 'significance' when referring to the Historic Building Appraisal and the Bidwells documents.

- Single and Two Storey Entrance Range (building 2)
- Three Storey Range (Weavers Mill) (building 3)
- Single storey north light factory building: (building 4)
- Tunnel infill (building 6) \*

- French Gothic Warehouse (building 7)
- Sewing Factory (building 8)
- Boiler House/Workshop over main well (building 11)
- Office Building (Old Counting House) (building 12)

\* The tunnel infill (outlined in yellow) is partly an infill structure (joining the structures to its north and south) and partly an extension to the north light factories (building 4 and 8). It is recognised that the importance of different elements of this building varies, however, in the context of the site as a whole and its relationship with the adjoining buildings, the tunnel infill has been identified as of moderate importance.

In terms of dominance, the Townscape and Visual Assessment produced by Bidwells establishes the importance of buildings within townscape views. The buildings which contribute to the townscape with a moderate or high importance are:

- Single and Two Storey Range (2);
- Three Storey Range (Weavers Mill) (3);
- The single storey north light factory building (4);
- French Gothic Warehouse(7);
- Office Building (Old Counting House) (12)

The relationship between the factors of importance and dominance in townscape views is summarised in the Townscape and Visual Assessment, Table 1. (NB Not all assessments of individual buildings are in accordance with the assessments of St Edmundsbury Borough Council)

The following Local Plan policies are particularly relevant to the consideration of any application for planning permission.

Policy DS3: Development Design and Impact

Policy DS5: Design Guidance and Development Briefs

Policy H1: Scale of Housing Provision

Policy H2: Housing Development within Bury

Policy H5: Mix of Housing

Policy H7: Special Housing Needs

Policy E1: Existing Employment Land and Premises

Policy HC1: Alterations and Extensions to Listed Buildings and Development within their curtilage

Policy HC2: Demolition of Listed Buildings

Policy HC6: New development in Conservation Areas

Policy HC7: New use for Historic Buildings

Policy HAV5: Haverhill Town Centre Masterplan

As a Grade II listed building (a single listing applies to the whole site) the decision of the local planning authority on any application for planning

permission or listed building consent may require referral to English Heritage for their comment.

- for works for the demolition of a principal grade II (unstarred) listed building;
- for works for the alteration of any grade II (unstarred) listed building which comprise or include:
  - (i) the demolition of a principal external wall of the principal building\*; or
  - (ii) the demolition of all or a substantial part of the interior of the principal building\*

\* For these purposes

(a) a proposal to retain less than 50 per cent of the surface area of that part of a principal building represented on any elevation (ascertained by external measurement on a vertical plane, including the vertical plane of any roof) shall be treated as a proposal for the demolition of a principal external wall;

(b) a proposal to demolish any principal internal element of the structure including any staircase, load-bearing wall, floor structure or roof structure shall be treated as a proposal for the demolition of a substantial part of the interior.

An application for listed building consent will be required for works which affect the special architectural or historic interest of the building. Conservation area consent will be required for any proposals to demolish unlisted structures located within the conservation area which have a volume of more than 115 cubic metres or for proposals to demolish unlisted walls where any part of the wall is more than two metres high. If the wall is next to a highway, you will need consent if any part of the wall is more than one metre. Generally, applications for the demolition of structures which make a positive contribution to the area are unlikely to be given consent.

The site contains buildings of architectural and historic interest and the determination of any proposals for development will therefore give special consideration to the impact on these buildings and their setting. Nevertheless, it is recognised that a change of use, some demolition and redevelopment of the site maybe justified as the most appropriate and realistic way to preserve buildings of architectural or historic interest.

There are significant opportunities that the site presents, including:

1. Caroline: the original steam engine, called Caroline, has been retained in situ. She not only presents a strong link to the history of the site but she is also a very attractive feature in her own right. Caroline could become a



focal point of interest and serve to attract visitors/customers to a variety of uses such as restaurant, retail or leisure.

2. St Mary's Churchyard: this is an attractive green space in the town centre and the site encloses this space on the south and east. Presently there is no direct access to the churchyard but some uses could take benefit from the opportunity to create frontage to the churchyard with direct pedestrian access and potential for uses to interact positively with this green space. Any changes to the elevations fronting the green would need special consideration in order to minimise loss of historic fabric and to create a sympathetic visual solution.
3. Proximity to the retail centre: The site directly abuts the town centre with an existing vehicular and pedestrian route leading into it from the High Street frontage.
4. Proximity to parking: the site has good access to car parking. Some parking could be accommodated within the site but the Town Hall Car Park has been recently extended and makes provision for in excess of 200 cars.
5. Access: the site can be accessed from several directions. Opportunities for improving vehicular access from the south (Recreation Road) could include the use of unused land in the ownership of the Borough Council.
6. Proximity to residential areas: the site bounds residential areas to the south. Some residential uses may be appropriate in some of the buildings. Such a use could also benefit from proximity to the town centre and to significant public open space (Recreation Ground).

The following principles should be included as part of the document.

## **PRINCIPLES FOR RE-USE AND REDEVELOPMENT**

### **1 OBJECTIVES AND VISION**

With reference to the masterplan vision document, proposals for re-use and redevelopment should make a significant contribution to achieving the vision for the town centre as a vibrant and attractive place.

### **2 USES**

It follows from the vision that although residential uses may provide a significant element, single, residential use would not necessarily be the most appropriate future for the site. The mix, scale and siting of uses will have regard to the presumption to retain Listed Buildings, the achievement of the objectives and vision for town centre regeneration and the overall economic viability and deliverability of an appropriate scheme. In considering the most appropriate uses for the site applicants should have regard to advice

contained in PPS5, in particular Policy HE9, and paragraphs 88-95 of the accompanying Historic Environment Planning Practice Guide.

It is anticipated that, subject to the above considerations, the most appropriate scheme will contain a mix of uses, including residential, retail, office, leisure, light industrial and community uses.

### **3 RETENTION OF HISTORIC BUILDINGS**

There is a presumption that listed buildings would be retained. The Council will have regard to the policies contained in PPS5 and to the contribution which any proposal would make to the achievement of the objectives for town centre regeneration and the overall economic viability and deliverability of an appropriate scheme.

### **4 PRESERVATION OF HISTORIC CHARACTER**

Re-use and redevelopment should avoid undermining the coherence and integrity of the site in terms of its historic significance (as a centre for manufacturing). Any new development shall take due account of the setting of listed buildings. New development should also take due account of the layout and plan form and internal volumes of the buildings.

### **5 INTEGRATION WITH SURROUNDINGS (contextual analysis)**

Presently there are barriers to the integration of the site with adjacent land uses and buildings. There is potential to significantly improve and enhance the physical, visual, economic and social integration of this site with its surroundings,

- St Mary's Churchyard
- High Street
- Mill road
- Helions Service Road and car park

(see Appendix A for the site and Appendix B for the site and its surroundings)

### **6 MOVEMENT AND ACCESS**

The site should accommodate and encourage pedestrian movement through the site linking the town centre with residential areas to the south. The area in front of the French Gothic building in particular has the potential to create an important new space. Pedestrian access through Quakers Lane will take priority over vehicles. There are opportunities to improve vehicular access to the site, particularly:

- From Recreation Road from the south (for residential access);
- From Mill Road to the west (for commercial access also); and
- From Helions Service Road and car park to the east

- Enhance pedestrian access from High Street and provide permeability and access from the churchyard.

(see Appendix A for the site and Appendix B and C for the site and its surroundings)

## **7 DESIGN PRINCIPLES OF ANY NEW DEVELOPMENT**

### **Massing**

New development must have regard to the relationship between existing buildings and spaces complimenting the character and appearance of the surrounding area and respecting the scale height massing of:

- adjacent residential dwellings and their siting in a conservation area;
- the setting of the listed buildings on the site; and
- the setting of the grade II \* St Mary's Church.

### **Views**

New development should not compromise views in and out of the site in particular:

- French gothic elevation – here there is the potential to open up the views from Helions car park to the east;
- Views from High Street – restricted views from the high street looking south provides an important contrast to the large open space in front of the French gothic building; and
- View to St Mary's church (Mill Road) it is important that any new development does not compete with the significance of this grade II\* listed church, by compromising any existing important views.

### **Sustainability**

The re-use and redevelopment of the site should promote sustainable living including:

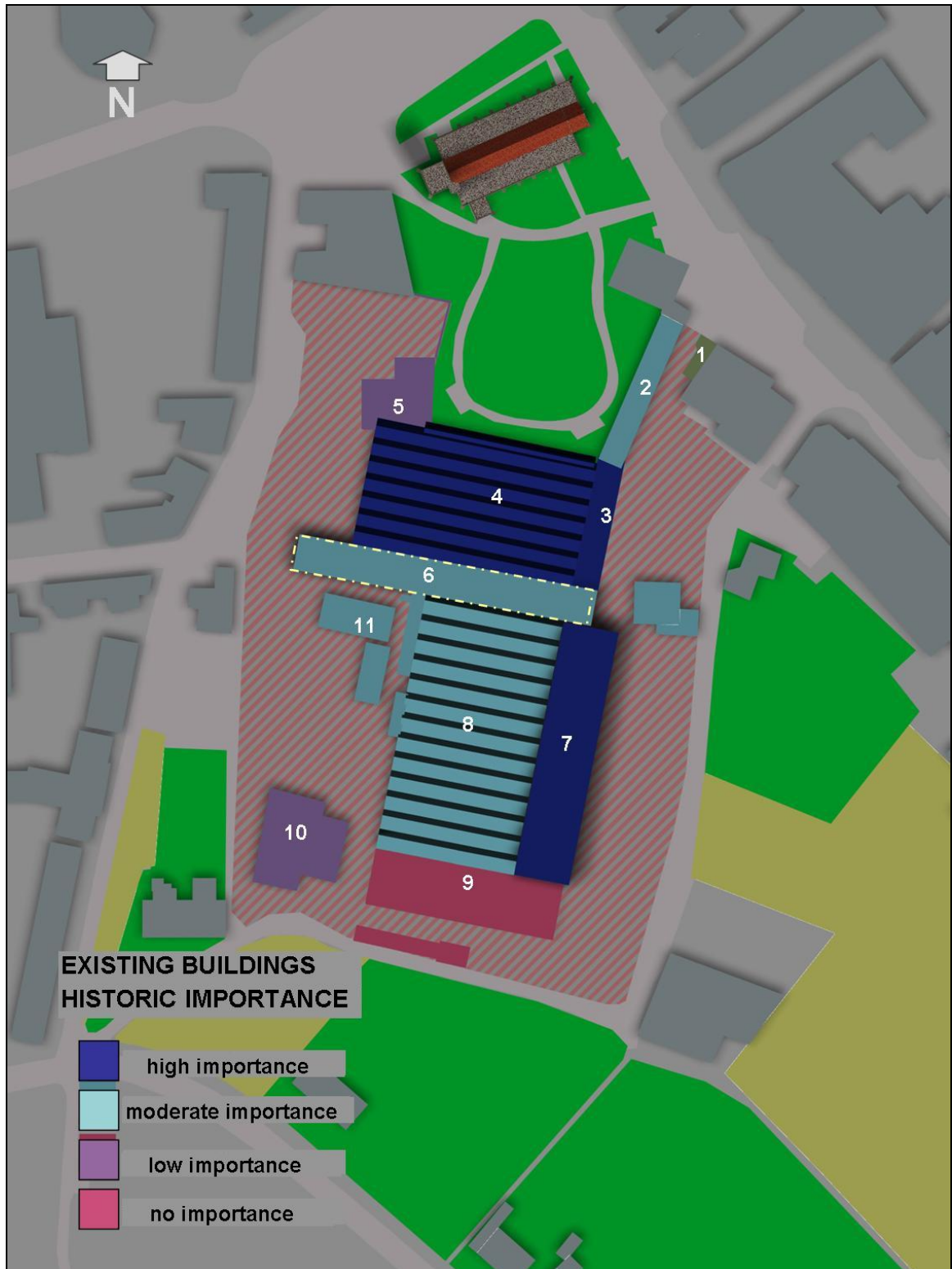
Energy saving designs  
Innovations in heating, lighting and water;  
Transport plan.

### **Design Quality**

New buildings or adaptations to existing buildings will need to be of a high standard in terms of quality of design (addressing function as well as visual impact) and materials. No architectural styling is prescribed however an

acceptable design will respond to the context of historic buildings on and around the site. The fabric of newer construction would be expected to contrast rather than mimic these buildings but that the same time should reference them in order to achieve synergy. A high standard of detailing would be expected in order to add to the existing character of site.

# Appendix A



## **THE VISION**

The Chantry Mill site is virtually unique in East Anglia in comprising an almost complete 19<sup>th</sup> century textile mill complex right at the heart of a market town. The site offers the opportunity to convert appropriate historic buildings to a mix of new uses and provide new development which preserves and builds upon this unique character and supports the regeneration of Haverhill as a whole.

### **The Buildings on the site**

The Chantry Mill complex is Grade II Listed. This listing covers all the ~~€19~~ 19<sup>th</sup> century buildings and later structures which are attached to them together with any free standing structures within the curtilage which predate 1 July 1948 and are ancillary to the principal listed buildings. Free-standing post-1948 buildings such as the former Canteen (Building 10) are not considered to be listed though Conservation Area Consent will be required for their demolition.

It is recognised that textile manufacturing is no longer carried out on this site and new uses must be found which best preserve the fabric, setting and historic, non-domestic character of the buildings. The starting point of any redevelopment scheme should therefore be to convert the important buildings on the site.

When buildings are proposed for conversion, care must be taken to preserve the special architectural and historic interest of the building – in terms of its external appearance, any surviving internal features including spaces, plan form and its setting. PPS5 recognises that whilst there should be a presumption in favour of the retention of heritage assets, there are occasions when demolition is unavoidable. Policy HE9 sets out the key requirements which must be demonstrated before demolition is considered to be acceptable.

These requirements apply to listed buildings and buildings considered to make a positive contribution to the character and appearance of a Conservation Area.

SEBC recognise that not all the buildings within the Chantry Mill complex are of equal architectural or historic interest. It commissioned an historic building analysis in 2006 and the owner commissioned a further analysis in 2008. Both largely agreed in terms of their classification of the buildings on the site grouping them into four categories: high, moderate, low or no significance. Since then, PPS5 has been published which also uses the word 'significance' in relation to the different types of heritage assets. The word has a different meaning in the PPS to that in the historic building analysis. In the PPS, 'significance' is used as a way of identifying the hierarchy of designated heritage assets (for example, Grade I, II\* and II listed buildings). In the

historic buildings analysis, it was used to identify the relative importance of the different elements which together form the Grade II listed building. For clarity, therefore, the word 'importance' has been used to replace 'significance' in the descriptions below.

Although a detailed justification will need to be made before demolition of any listed building on the site can be considered, the significance of the building will be important to SEBC's assessment with regard to the requirements of Policy HE9 of PPS5.

The following additional guidance regarding the demolition of buildings is therefore given ("buildings" includes important fixtures and fittings such as 'Caroline'). (The order below has been reversed).

For buildings of **High Importance** there is a presumption against the demolition. Demolition will only be permitted in exceptional circumstances subject to the requirements of Policy HE9 of PPS5.

There is a presumption against the demolition of buildings of **Moderate Importance**. Demolition will only be permitted in exceptional circumstances subject to the requirements of Policy HE9 of PPS5 and where it can be demonstrated that its proper repair and appropriate, sympathetic conversion would necessitate the wholesale replacement of historic fabric meaning that little of the original structure remained or its retention would jeopardise the economic viability of an appropriate/acceptable scheme for the site as a whole.

The demolition of a building of **Low Importance** will be acceptable when it can be demonstrated that the removal of the building will facilitate the appropriate conversion of buildings of higher importance, and will benefit the setting of more important buildings on the site or the building will not readily convert to a complementary use.

The demolition of buildings of **No Importance** will be acceptable provided that any replacement building or open area makes a greater contribution to the setting of the Listed Building group.

In line with the advice in **PPS5** a full and reasoned justification for the demolition of buildings along with detailed proposals for any replacement buildings will need to be submitted in support of any applications. Adequate recording of all buildings to be demolished (except those of no importance) will also be required and will be controlled by a condition attached to any grant of consent issued. In cases where demolition is justified the contribution which the building makes to the group must be fully assessed and measures taken to ensure that any replacement building has an appropriate and acceptable relationship with surviving structures.

## Appendix B: Chantry Mills, Haverhill Site and Surroundings





## Appendix C: Chantry Mills, Constraints and Opportunities

