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Heritage Impact Assessment

Northumbria Healthcare NHS Foundation Trust

07 August 2023

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Contents

1.0	Introduction	1
	Scope of assessment	1
2.0	Legislative and policy position	2
	Statutory context	2
	Northumberland Local Plan (2022)	2
	Material Considerations	3
	Key Considerations	3
3.0	Understanding the site	5
	The site and surroundings	5
	Historic Development	6
4.0	Proposed Development	12
	Proposed Layout	12
	Design	12
5.0	Statement of Significance	13
	The Berwick-upon-Tweed Conservation Area	13
	Berwick Infirmary (Non-Designated)	16
	Former Berwick Union Workhouse (Non-Designated)	17
	Former Church of St Mary (Grade II)	19
6.0	Effect on Significance	21
	The Berwick-upon-Tweed Conservation Area	21
	Berwick Infirmary	22
	Former Berwick Union Workhouse	22
	Former Church of St Mary (Grade II)	22
	Summary	22
7.0	Conclusion	24

1.0 Introduction

- 1.1 This Heritage Impact Assessment ('HIA') has been prepared by Lichfields on behalf of Northumbria Healthcare NHS Foundation Trust. Its purpose is to assist officers at Northumberland County Council ('NCC') ('the Council') in their consideration of a proposed temporary inpatient ward block at Brucegate, Berwick-upon-Tweed.
- 1.2 This report identifies above-ground heritage assets that may be affected by the proposed development. In accordance with paragraph 194 of the National Planning Policy Framework ('NPPF'), it establishes the significance of these assets, including an understanding of their setting and how this contributes to significance. This assessment is informed by desk-based research and fieldwork carried out in June 2023.
- 1.3 Our methodology for assessing the significance of heritage assets, as well as the approach to assessing the proposed development's effects on their significance is set out in Appendix 1.

Scope of assessment

- 1.4 The site sits within the boundary of the Berwick Conservation Area. It does not contain any designated or non-designated heritage assets, but it is near the former Church of St Mary (Grade II, NHLE: 1371252) and the remaining buildings of the Berwick Infirmary (non-designated) and the former Berwick Union Workhouse (non-designated) which are visible in views from the site and from Brucegate.
- 1.5 Designated heritage assets in the vicinity of the site have been identified using the National Heritage List for England. Fieldwork was undertaken in June 2023 to establish those heritage assets which had a physical or visual relationship with the site. This established that due to the developed nature of the surroundings of the site and the relatively low height of the proposed development, its visibility would be largely contained to its immediate surroundings. For this reason, it would not be visible from the medieval and post-medieval fortifications (Grade I and Scheduled Monument, NHLE: 1015968), Scots Gate (Grade I, NHLE: 1370836) or the bell tower and remains of the town walls to the north (Grade I, NHLE: 1370858).
- 1.6 The heritage assets which have the potential to be affected by the proposed development include the following:
- 1 The Berwick-upon-Tweed Conservation Area;
 - 2 The former Church of St Mary (Grade II);
 - 3 Berwick Infirmary (Non-Designated); and
 - 4 Former Berwick Union Workhouse (Non-Designated).

2.0 Legislative and policy position

Statutory context

- 2.1 The Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 ('the 1990 Act') provides protection for buildings and areas of special architectural or historic interest. When considering whether to grant planning permission for a development which affects a listed building or its setting, S.66 (1) requires the local planning authority to have special regard to the desirability of preserving the listed building or its setting or any special architectural or historic interest which it possesses. S.72 (1) requires that with respect to any buildings or other land in a Conservation Area, that special attention be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 2.2 The adopted Development Plan for the site comprises the Northumberland Local Plan ('NLP') (adopted March 2022).

Northumberland Local Plan (2022)

- 2.3 The relevant policies in the NLP include the following:
- STP3 (Principles of sustainable development) (Strategic Policy): states that in applying the presumption in favour of sustainable development in Northumberland, development proposals will be expected to contribute to the conservation and enhancement of Northumberland's historic assets. It should also demonstrate high quality sustainable design which respects and enhances the local distinctiveness of the historic and built environment.
- QOP1 (Design principles) (Strategic Policy): states that development proposals should make a positive contribution to local character and distinctiveness and contribute to a positive relationship between built and nature features, including landform and topography. They should also respect and enhance the historic environment, including heritage assets and any significant views or landscape setting.
- QOP2 (Good design and amenity): states that the physical presence and design of the development should preserve the character of the area and should not have a visually obtrusive or overbearing impact on neighbouring uses.
- ENV1 (Approaches to assessing the impact of development on the natural, historic and built environment) (Strategic Policy): states that the character and/or significance of Northumberland's distinctive and valued natural, historic and built environments, will be conserved, protected and enhanced. This will be achieved by giving appropriate weight to the statutory purposes and special qualities of the hierarchy of international, national and local designated or non-designated nature and historic conservation assets or sites and their setting, and, in particular, giving great weight to the conservation of designated heritage assets, with the impact of the proposed development on their significance being assessed in accordance with Policy ENV7.
- This policy recognises that assets or sites with a lower designation or non-designated, can still be irreplaceable, may be nationally important and/or have qualitative attributes that warrant giving these the appropriate protection in-situ.

ENV7 (Historic environment and heritage assets): states that development proposals will be assessed and decisions made that ensure the conservation and enhancement of the significance, quality and integrity of Northumberland's heritage assets and their settings. Development proposals that would result in substantial harm to or total loss of the significance of designated heritage assets will not be supported unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that would outweigh the harm or loss. Where development proposals would cause less than substantial harm to the significance of designated heritage assets, this will be weighed against the public benefits of the proposal, including securing the optimum use that is viable and justifiable.

ENV9 (Conservation Areas): states that within a conservation area it will be ensured that development enhances and reinforces the local distinctiveness of the conservation area, while, wherever possible, better revealing its significance. Development must respect existing architectural and historic character and cultural associations, by having regard to:

- i Historic plot boundaries, layouts, densities and patterns of development; and
- ii The design, positioning, grouping, form, massing, scale, features, detailing and the use of materials in existing buildings and structures; and
- iii The contribution made by the public realm, private spaces and other open areas, including hard and soft landscaping features, trees, hedges, walls, fences, watercourses and surfacing.

Material Considerations

- 2.4 Other material considerations include the NPPF (July 2021); National Planning Practice Guidance (2014, as updated); National Model Design Code and National Design Guide; relevant Historic England guidance; and the Berwick Conservation Area Character Appraisal (2008).
- 2.5 The following publications are of relevance to this assessment:
- 1 Conservation Principles: Policy and Guidance for the Sustainable Management of the Historic Environment (April 2008, currently under review).
 - 2 Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (GPA2, March 2015).
 - 3 Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets (GPA3, December 2017).

Key Considerations

- 2.6 Having regard to the above, the key heritage statutory and policy considerations for the assessment of the proposed development can be summarised as follows:
- 1 Does the proposed development preserve and, where appropriate, enhance the setting, significance and special architectural or historic interest of affected designated heritage assets? (the 1990 Act, S66 (1) and S72 (1); NPPF paragraphs 197 and 199; and NLP policies STP3, QOP1, ENV1, ENV7 and ENV9);

- 2 Does the proposed development sustain the significance of affected non-designated heritage assets, including any contribution made by their setting? (NLP policies STP3, QOP1, ENV1 and ENV7);
- 3 Does the proposed development comprise high quality design which has been informed by, and related positively to, the surrounding historic environment, which reflects local design policies and government guidance on design? (NPPF Paragraphs 130 and 134; NLP Policies QOP1, QOP2 and ENV9).

2.7 It is noted that the appropriateness of the design, or otherwise, will have a bearing on the nature (positive, neutral, negative) and scale (minor, moderate, major) of any effects. Furthermore, it is the degree of harm to the asset's significance rather than the scale of development that is to be assessed.¹ The effects will also, therefore, depend upon the contribution that setting makes to their significance.

¹ Planning Practice Guidance Paragraph: 019 Ref ID: 18a-019-20190723 Revision 23/07/19

3.0 Understanding the site

The site and surroundings

- 3.1 The site of the proposed development lies to the west of Brucegate. It was formerly occupied in the 19th and 20th centuries by an industrial building comprising stores, a workshop and an incinerator. This building was demolished in 1990 and since then the site has been in use as a surface car park located between the remaining former workhouse buildings, now in residential use, and houses on Temperance Terrace. The Berwick Infirmary maternity unit and physiotherapy department lie immediately to the north-west of the site which the car park on the site serves.
- 3.2 The site boundary along Brucegate is defined by a low stone wall topped by low metal railings. A series of trees are planted behind the boundary, as shown below at Figure 3.1. A series of photographs taken on the site are included at Appendix 2.

Figure 3.1 View of the site from Brucegate



- 3.3 The site is bounded as follows:
- To the north by the former workhouse which was converted to residential use c.2001. This building is arranged around a private courtyard which is physically separately from the site by a low stone wall with railings and a hedge;

To the east by Brucegate with the tall, stone boundary wall of Berwick Infirmary beyond and temporary access gates and hoardings associated with the demolition works and development on the Infirmary site;

To the south by the mid-19th-century stone-built houses on Temperance Terrace which back onto the site; and

To the west by further residential development and the maternity unit and physiotherapy department. The former Church of St Mary is visible beyond given its height and scale.

Figure 3.2 Aerial view of the site and surroundings c.2022 – site boundary marked in red



Historic Development

- 3.4 The site is located within the ‘The Greenses’ character area of the conservation area. This sub-area is located outside the main town, between the Edwardian and Elizabethan walls. The name is derived from Greenses Harbour, a natural bay located north of the town. The fishermen of the Greenses and their families historically lived in the area.
- 3.5 The historic pattern of development was disrupted by the insertion of the Elizabethan Walls which effectively excluded this part of the old town from the centre. The Greenses remained largely undeveloped, with ample open land given over to gardens, corporation ownership and open waste. The area developed in a fragmentary manner throughout the 18th and 19th centuries comprising a mix of industrial, institutional and residential uses which could not be accommodated within the crowded town centre. In addition to the traditional fishing, the people of the Greenses were also employed in the tannery and two rope works that were operating in the area by the early-19th-century. The tannery located on Featherbed Lane (now known as Brucegate) later became a bone mill.

19th Century

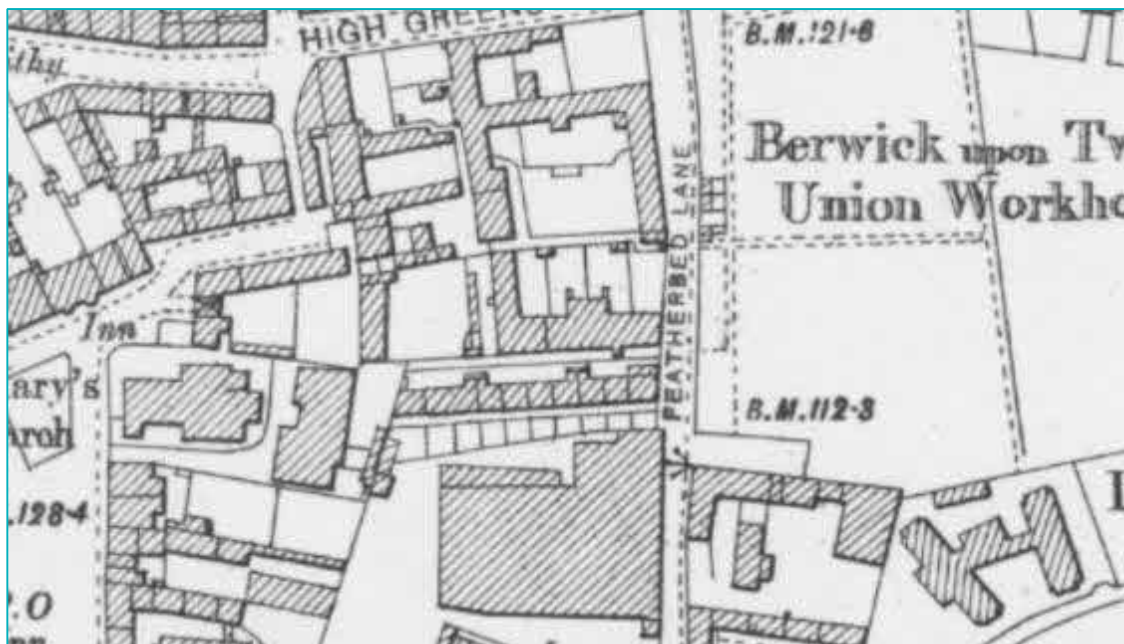
- 3.6 The first edition OS map surveyed in 1852 (published 1855) (Figure 3.3) shows Feather Bed Lane (now known as Brucegate). The site was undeveloped and appeared to form part of a large open yard. Berwick Infirmary had not yet been built. The nearest developments included a bone mill to the south and the Berwick Union Workhouse immediately to the north. Various commercial uses, cottages and yards were arranged off the Cattle Market to the west of the site.

Figure 3.3 OS Map 100 inch (Surveyed: 1852; Published: 1855)



- 3.7 The OS map was revised in 1897 (published 1898) (Figure 3.4) which reveals the extent of development that took place in the area during the mid/late 19th-century. The bone mill had been demolished and various residential terraces were built along Featherbed Lane, including Temperance Terrace which was built immediately to the south of the site. A new range of buildings had been constructed on the site built on an 'L' plan with a series of yards to the rear. These are identified in the Berwick Conservation Area Character Appraisal as having been an industrial works. In 1990 the building is recorded as having been an incinerator, workshop and stores. This was separated from the workhouse by a narrow lane at this time. To the west of the site, St Mary's Church is shown to have been constructed (built in 1858) separated from the site by a school building. This was designed to serve the fishing community in the Greenses. Berwick Infirmary had also been constructed in 1874 to the south-east of the site.

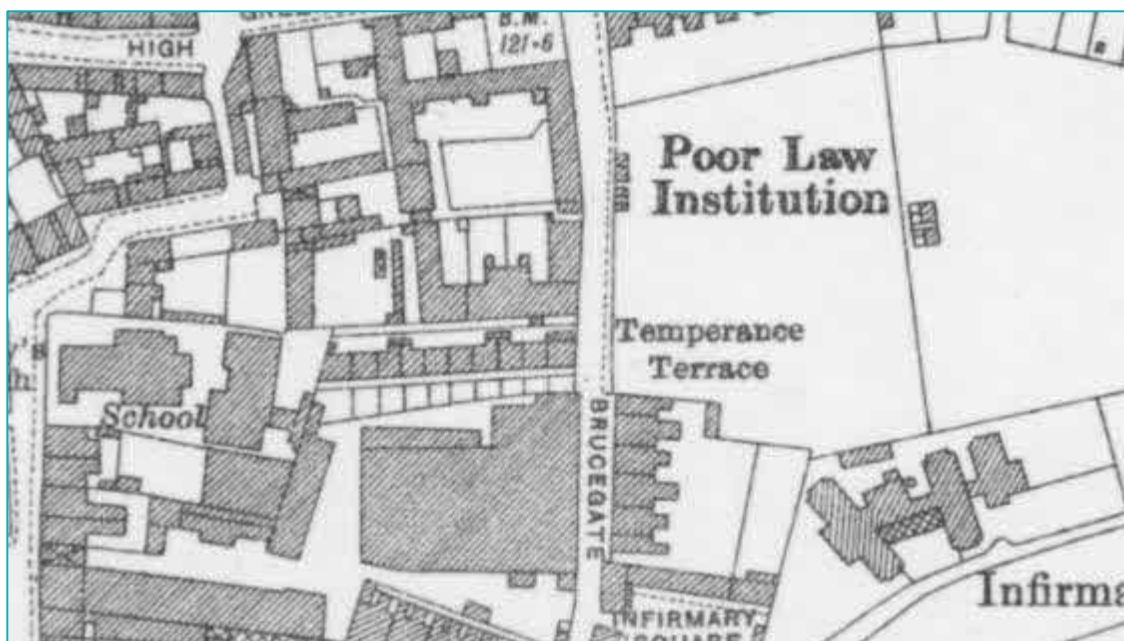
Figure 3.4 OS Map 25 inch (Revised: 1897; Published: 1898)



20th Century

- 3.8 The OS map was revised in 1922 (published 1924) (Figure 3.5). This shows that that the range of buildings on the site had been extended along the road to the east (now labelled as Brucegate). The old Union Workhouse had become the 'Poor Law Institution'.

Figure 3.5 OS Map 25 Inch (Revised: 1922; Published: 1924)



- 3.9 Aerial photographs of the area were taken in 1932 which shows how the site and its surroundings once looked (Figure 3.6). The roofs of the two-storey buildings and the incinerator stack on the site can be seen immediately to the rear of Temperance Terrace.

Figure 3.6 Aerial photograph of the site and surroundings c.1932 (site identified by red arrow)



Source: Britain from Above (Image Ref. EPW040675)

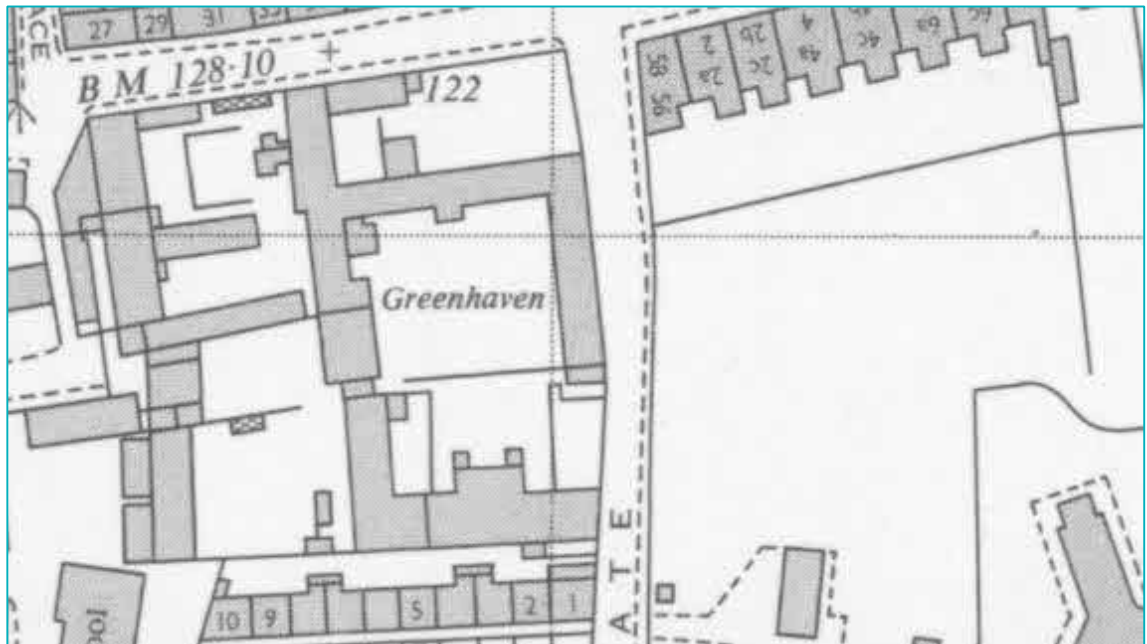
- 3.10 The OS map revision of 1938 (published 1947) (Figure 3.7) indicates that the buildings on the site had remained largely unchanged since the previous map revision.

Figure 3.7 OS Map 6 inch (Revised: 1938; Published: 1947)



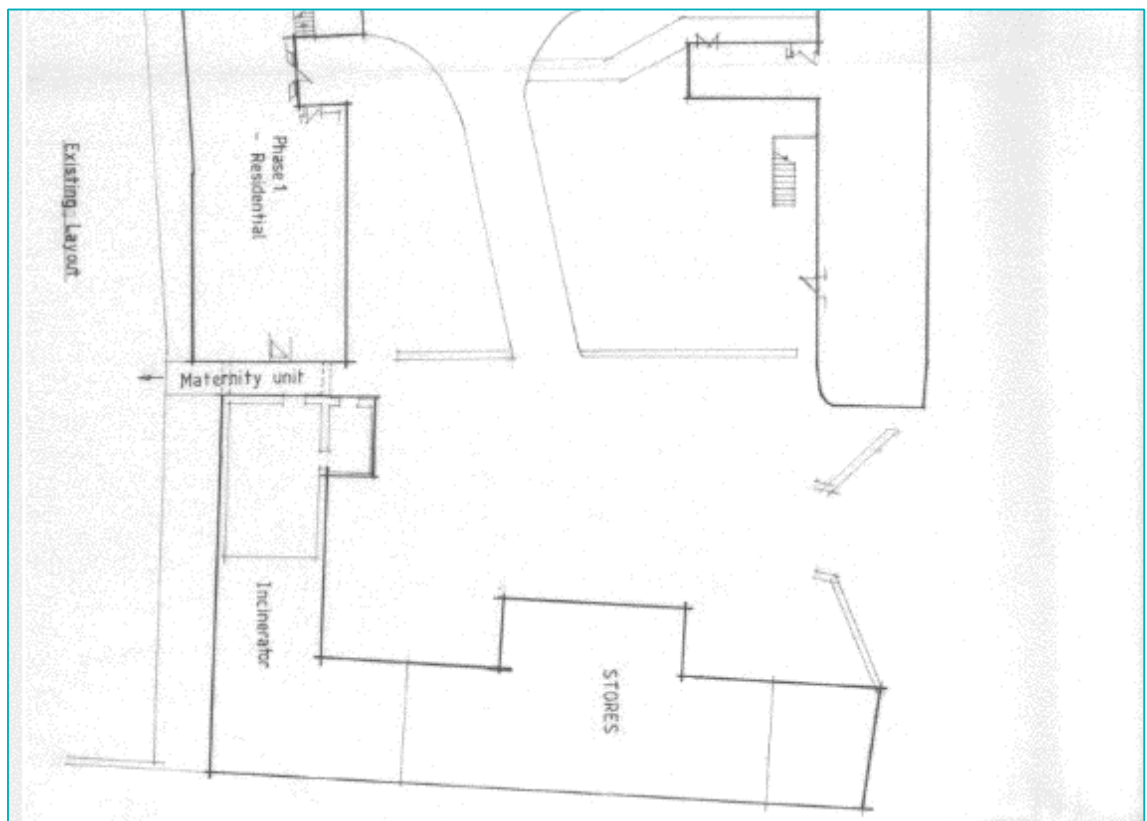
- 3.11 By the 1960s, the former workhouse buildings had been converted into a geriatric hospital known as 'Greenhaven', as shown on the OS map revision of 1961 (published 1963) (Figure 3.8). The site continued to be occupied by buildings, although the more recent Brucegate range is shown to have been demolished. In the surrounding area, Berwick Infirmary is shown to have been extended to the north.

Figure 3.8 OS Map 1:2500 (Revised: 1961; Published: 1963)



3.12 The building on the site appears to have been finally demolished along with the hospital block c.1990. At this point, the site was turned into a surface car park. At the time of its demolition, it was described as stores, workshop and incinerator (planning refs. N/89/B/LB69 and N/89/B/0408/P) as shown on the plans from 1989 (Figure 3.9).

Figure 3.9 Extract from plans submitted for the demolition of the stores on the site (app ref/ N/89/B/0408/P)



21st Century

- 3.13 The remaining parts of the former workhouse were converted to residential use c.2001 and named Freemans Court. The site has remained unaltered, although the trees that were planted in 2001 have matured and provide a greater degree of screening.
-

Figure 3.10 Aerial Image c.2003



Figure 3.11 Aerial Image c.2021



4.0 Proposed Development

4.1 This section provides an overview of the proposed development to make it possible to assess the potential impact of the proposals on the significance of the heritage assets.

4.2 Northumbria Healthcare NHS Foundation Trust requires, on a temporary basis, additional patient bedspaces to be provided away from the Berwick Infirmary site whilst it is being redeveloped.

Proposed Layout

4.3 The proposed temporary ward facility will comprise a single block that is set back from Brucegate behind the existing boundary wall and trees. The building will be arranged to face north towards Freemans Court. Three access ramps will be provided on the north elevation.

Design

Scale

4.4 The building will have an approximately 40 metres x 12 metres footprint and comprise a single storey, flat-roofed block that measures 3.57 metres in height. The building will provide space for 2no. 4-bed bays with circulation spaces, waiting area, lobby, toilets and utility space also provided.

Appearance

4.5 The appearance of the building is typical of a temporary prefabricated modular building and is illustrated below at Figure 4.1. It will comprise a relatively simple, modern and unadorned unit with a flat roof. The roof will be covered in roof panels concealed behind a short parapet in a contrasting colour to the roof panels. Industrial guttering will be installed, with the colour to match the parapet.

4.6 The external walls will feature grey coloured wall panels with 8no. windows inserted in the north and south elevations. These windows will be uPVC with a white frame. The north elevation will be the principal elevation of the building and will feature 3no. double doors with access ramps and railings.

4.7 The central set of doors will serve as the main entrance of the ward and will have a canopy and sign installed above it. These doors will be of aluminium construction.

4.8 The east and west elevations will not feature any openings.

Figure 4.1 Drawing illustrating the external design of the principal north elevation of the temporary ward building



5.0 Statement of Significance

- 5.1 This section sets out an understanding of the architectural and historic interest of the heritage assets that could potentially be affected by the proposed development, having regard to its national, regional and local context.

The Berwick-upon-Tweed Conservation Area

Figure 5.1 Berwick-upon-Tweed Conservation Area – view along Brucegate



- 5.2 The Berwick-upon-Tweed Conservation Area covers most of the town and extends to approximately 108 hectares in area. The Conservation Area was designated in 1970 with the original boundary defined by the Elizabethan walled town. It was enlarged in 1988 to incorporate development and setting to the north and east and now includes the walled settlement as well as historical development and open spaces outside the walls on the headland between the River Tweed and the North Sea.

- 5.3 The Conservation Area Character Appraisal states that:

“The town’s growth from river to sea across a narrow, elevated peninsula provides a fascinating location and topography for any town. But, in addition to these splendid topographical qualities, Berwick offers the added bonus of a surviving medieval layout, 400 years of bridge building, refined domestic and civic architecture from England’s Age of Elegance and outstanding military engineering of European significance. This combination of natural site, valuable architecture and military endeavours in particular has created a conservation area of considerable animated variety as well as outstanding quality.”

- 5.4 The appraisal document also identifies significant views within the conservation area (page 169). Each of these has been considered in relation to the proposed development. It also assesses the defining characteristics across the conservation area and separates the town into a number of distinctive sub-areas which share similar townscape qualities. The application site falls within 'The Greenses' character area, a sub-area located outside the main town, between the Edwardian and Elizabethan Walls. The name is derived from Greenses Harbour, a natural bay located north of the town. The sea fishermen of the Greenses and their families historically lived in the area.
- 5.5 The historic pattern of development in this area was disrupted by the insertion of the Elizabethan Walls which effectively excluded this part of the old town from the centre. The Greenses remained largely undeveloped, with ample open land given over to gardens, corporation ownership and open waste. The area developed in a fragmentary manner through the 18th and 19th centuries comprising a mix of industrial, institutional and residential uses which could not be accommodated within the crowded town centre.
- 5.6 The combination of large scale uses and incremental development has produced a loose urban grain in contrast to the dense medieval core and well-defined Castlegate area. A series of discrete developments emerged over time including the former workhouse, hospital complex, school buildings and residential neighbourhoods. These separate elements have a shared identity but each group is different from the next, generating a fragmentary character which does not always knit well together. The clearance and modification of plots in the 19th and 20th centuries has added to the piecemeal appearance of the area and further infill development has created disparate urban form with varied character.
- 5.7 Whilst The Greenses lacks the cohesion and consistency found elsewhere in the town, there are a number of defining characteristics which are apparent across the area. The key characteristics are set out below:
- Land Use – Residential is the main use plus several services including healthcare, education and commercial.
- Urban Form – The built form generally follows the east-west axis, with a southern spur along Brucegate. High and Low Greens display the traditional layout with irregular parallel plots and buildings to the front but this has been broken and eroded in places. The rest of the area developed incrementally and has an organic pattern of courtyards, short terraces and low-density institutional layouts with an open grain and little consistent edge.
- Massing – Most buildings are simple, two-storey forms arranged in short terraces or grouped strings. Amongst these domestic buildings, a number of institutional or commercial landmark buildings punctuate the townscape introducing different forms and larger scale. The Berwick Infirmary building is noted as having an Italianate landmark tower.
- Spaces – Key spaces include the Edwardian Walls which consist of large grassy earthworks in this area. Low Greens' focal 'triangle' with trees and feature cobbles is an attractive space and to the south of the infirmary site is the memorial statue to Dr Phillip Maclagan. The infirmary grounds are contained within a stone boundary wall.

Streets do not have strong enclosure but courtyards have a village-like feel while backlands and gardens area also a characteristic feature.

Views – short views are enlivened by juxtapositions and angular shapes. Views out across the Magdalen Fields are wide, contrasting with the built-up development pattern within.

Architecture – the townscape is characterised by an eclectic mix of historic buildings and modern additions. Simple vernacular styles are prominent plus a mix of plain Georgian, Victorian and 20th-century styles. Much infill has standard suburban forms.

Materials – Most masonry is mature local sandstone, much of it rubble or rounded blocks. There is relatively little render and brick is used in places. Simple roofs are mostly pantile, with slate on the infirmary buildings, school and a few other groups. Modern coverings are used on some new and old buildings.

Significance

- 5.8 Berwick is a complex settlement with a rich urban character accentuated by its natural setting at the mouth of the River Tweed. The compact area combines a wealth of architectural and historic features that create a unique and varied townscape. The building fabric ranges from medieval to modern and this gradual accrual of historic features reveals the deep, layered history of the town. It possesses considerable architectural, historic, archaeological and cultural value. The special interest of the conservation area varies within its various character areas but overall, it is of high significance.

Contribution of the site to the significance of the conservation area

- 5.9 The site of the proposed development lies within the Greenses area of the conservation area. The 19th century industrial workshops that once occupied the site were demolished in 1990 and since then the site has been in use as a surface car park. The visual impact of this change has been softened to some extent by the introduction of trees on the site boundary, but it has, nevertheless, lost its historic character and appearance. It currently makes no contribution to the significance of the conservation area.

Berwick Infirmary (Non-Designated)

Figure 5.2 Berwick Infirmary (Non-Designated)



- 5.10 Berwick Infirmary was designed by the Edinburgh based architect, John Starforth, and constructed between 1872-1874. The original fabric of the hospital comprises the three-storey Italianate bell tower with two ranges linked by a corridor, each with a pair of single-storeyed pavilion wards. It is of sandstone construction with a mixture of hipped and gabled blue Welsh slate roofs.
- 5.11 A programme of enlargement and improvement was delivered through public subscription in commemoration of Queen Victoria's Diamond Jubilee in 1897. At some point after 1932, a further large extension was added to the north of the hospital. It was designed by local architects Gray and Paterson and approximately doubled the ward space. The 1970s and 1980s saw the significant expansion of the Infirmary to the north and east of the site. Alterations were also made to the historic buildings at this time and internally, the hospital has been extensively modernised with partitions, flooring, ceilings, openings and doors inserted throughout. Many of these later additions to the Infirmary have recently been demolished in conjunction with proposals for the development of the new Berwick Community Hospital.
- 5.12 Berwick Infirmary has undergone significant expansion and alteration over time, most recently including the demolition of much of the hospital complex to the north of the original infirmary buildings. Those elements associated with the original 19th-century infirmary are of local architectural and historic interest and possess some townscape value which contributes to the Conservation Area.

Setting

- 5.13 The setting of the original 19th-century core of Berwick Infirmary has experienced considerable change since, partly due to the expansion of the infirmary over time and due to wider changes within the Greenses area. Within its wider setting the infirmary has seen the construction of various residential terraces and commercial development since the late-19th-century. More recently it has seen the demolition of industrial uses along Brucegate and the development of modern residential developments. The late-20th-century extensions to the rear of the infirmary have been demolished recently and much of its immediate setting is now defined by a construction site. As a result, Berwick Infirmary is experienced in an altered setting with surrounding developments that do not contribute to its significance. However, the Italianate tower that forms part of the infirmary building is a landmark structure and is prominent in views along Well Close Square and from Brucegate. The tower contributes positively to the townscape within this part of Berwick which enhances the significance of the Infirmary

Contribution of the site to the significance of Berwick Infirmary

- 5.14 The site of the proposed development is imperceptible in views from the Infirmary but the prominent tower and rear elevation of the infirmary can be seen from the site. These views are not of special significance and are typical of the views that are possible along Brucegate. The site has no historic association with the infirmary and lacks any historic and architecturally significant features that contribute positively to the setting of the infirmary.

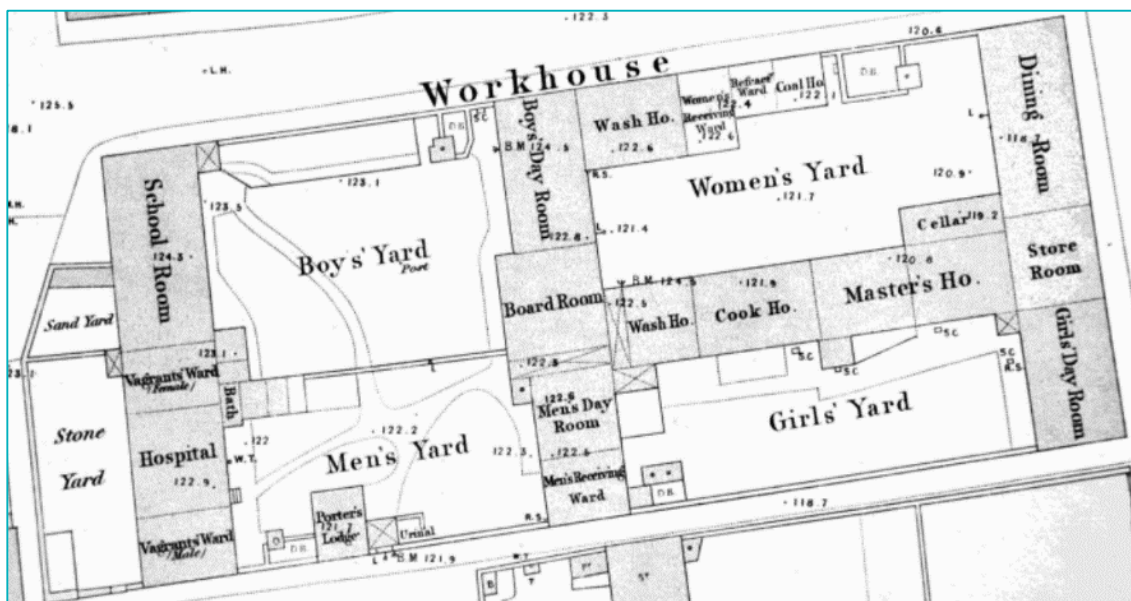
Former Berwick Union Workhouse (Non-Designated)

Figure 5.3 Former Berwick Union Workhouse (Non-Designated)



- 5.15 The former Berwick Union Workhouse is recorded in Northumberland’s Historic Environment Record. It is noted as having been originally built as a sack factory in the early-19th century. It was later converted into a lunatic asylum and workhouse. The stone buildings are considered to be a good example of the use of local materials which were probably taken from previous post-medieval buildings in the area. The building originally had a ‘H’ plan with a separate block to the west housing the boys’ school room, hospital and vagrants’ wards. The entrance to the workhouse was via a narrow lane along the south of the site from Brucegate to the east. The original layout of the workhouse site is included below at Figure 5.4.

Figure 5.4 Layout of the workhouse site c.1852



Setting

- 5.18 The setting of the former workhouse has evolved over time with the rapid development of residential uses in the surrounding area from the mid-19th century onwards and the eventual demolition of substantial parts of the workhouse complex and nearby buildings to the south of the workhouse in the late-20th century. The setting makes no contribution to the significance of the former workhouse buildings.

Contribution of the site to the significance of the former workhouse

- 5.19 The site of the proposed development was formerly occupied by 19th-century development which was demolished in 1990. Since then, the site has been used as a surface car park which does not contribute positively to the setting of the former workhouse and makes no contribution to its significance.

Former Church of St Mary (Grade II)

Figure 5.5 Former Church of St Mary (Grade II)



- 5.20 The former church was designed by John Howison and was built c.1857-8. It became redundant in 1989 and was converted internally to accommodate an adult training centre. The building is constructed from local squared grey-pink sandstone and is covered in graded Westmoreland roof slates. The church has a cruciform plan containing an aisleless nave with broad, shallow transepts, a tower with a spire to the south-west and a chancel with north and south vestries.

- 5.21 The exterior of the building has an early-English style. The tall and slender spire is an important part of the local townscape. The spire is polygonal and stands above a small, two stage tower at the south-west end of the nave, creating a picturesque effect. The tower has a west door and buttresses against the lower stage only. The church has lancet windows throughout, with a group of three lancets at both the east and west ends. The west end is the show front, with the tower and west gable of the nave forming a good composition. The transept north and south facades are like the west end of the nave.
- 5.22 The interior of the former church has been subdivided. The roof has arch-braced collars on each bay. At the centre, where transepts and nave intersect in a crossing, semi-circular trusses meet in a dramatic fashion. The chancel arch is in an early-English style, and has a continuously moulded outer order and an inner order on attached shafts with moulded bases and capitals.
- 5.23 The church is notable for being the most northerly in England. John Howison was a local architect of which relatively little is known; for a time he may have been the Northumberland County Surveyor before moving his practice to Edinburgh. The use of early-English motifs is unusual for the date of construction. It was built to serve the growing population of Berwick, especially in the north-eastern part of the town which was being extensively developed.

Setting

- 5.24 The setting of the church is defined largely by the 19th century developments that stretch along Castlegate which reflect the historic character and appearance of its surroundings and community that it was built to serve. The war memorial that stands opposite the church is also a positive feature of the setting. To the rear of the church are school buildings that were linked to St Mary's but these are of limited significance. The setting to the rear has a more mixed quality and is characterised by a mix of 19th-century development and modern infill development that does not contribute to the significance of the church.
- 5.25 The church spire is the tallest feature on Castlegate and is a prominent landmark that rises above the surrounding buildings and is visible across this part of Berwick. The role of the spire in the townscape contributes positively to the significance of the building.

Contribution of the site to the significance of the former Church of St Mary

- 5.26 The site lies to the rear of the former church within part of its setting that has experienced considerable change and which is not particularly sensitive to further change. The church is separated from the site by former school buildings and other development and the site has, historically, had no functional relationship with the church. Historically the site was developed for industrial use with an incinerator stack. This would have screened much of the church in views along Brucegate, although the spire would likely have remained visible. When the buildings on the site were demolished in 1990, the extent of visibility towards the church increased, but this has not added to the significance of the former church. The lack of any historic and architectural features of interest within the site prevents it from making any contribution to the significance of the former church.

6.0 Effect on Significance

- 6.1 Details of the proposed development are set out above. The assessment of impact is set out below, which has used a combination of mapping, application drawings and fieldwork to predict and evaluate the effect of the proposed development.

The Berwick-upon-Tweed Conservation Area

- 6.2 As described above, the Greenses is an area that has a mixed character due to its later development, mix of uses and the changes that have taken place since the mid-20th-century. The application site has lost all traces of its historic character, which was once defined by 19th-century development comprising stores, a workshop and an incinerator. It is now in use as a surface car park which makes no positive contribution to the character and appearance of the Conservation Area. Consequently, the site is not considered to be particularly sensitive.
- 6.3 The proposed development would see the erection of a temporary, single-storey, flat-roofed modular building on the site. This would remain in place temporarily until permanent wards are built at Berwick Infirmary. The proposed development would be partly screened by the existing boundary trees on the site, but it would still remain visible in views from Brucegate. The building would be taller than the rear boundary wall of the yards and gardens at Temperance Terrace and would be visible in views from these properties. It would also be visible in views from the former workhouse buildings to the north. The development would screen the boundary wall at Temperance Terrace and a single-storey stone building to the west of the site in views from Brucegate. These structures and views are not particularly significant and historically were screened by development, but the form and materials of these structures are characteristic of the conservation area and would be screened by the proposed development. The proposed development would not alter the visibility of St Mary's Church or challenge its prominence.
- 6.4 Due to the temporary nature of the proposed development, it takes a standardised modular form that does not feature any details or materials that would ordinarily be expected from a more permanent form of development within the conservation area. As such, the colour, materials and details are not intended to contribute positively to, or in any way reflect, the character and appearance of the conservation area. In this regard, the external design and appearance of the proposed building would have a minor adverse effect upon the character and appearance of the conservation area, but this would be temporary.
- 6.5 Historic England has published guidance in 'Temporary Structures in Historic Places' which states the following:
- "There should not be a presumption against temporary structures simply because they are visible in the historic environment. In choosing a location, the visual impact on heritage assets and their setting should be considered and any adverse impact on key views should be minimised, both within the site and beyond...Visual intrusion can often be reduced by choosing a location shielded by existing features such as walls and trees."²

² Historic England, Temporary Structures in Historic Places, pg. 14.

- 6.6 The proposed development would be reversed when the temporary ward is no longer required and is subsequently dismantled. The visual impact of the proposed development is also lessened by its limited height and its set back position from Brucegate. The site benefits from being surrounded by walls, buildings and trees that provide considerable screening and reduce its visibility. As a result, only a very limited part of the conservation area would experience adverse visual effects.

Berwick Infirmary

- 6.7 The proposed development would be imperceptible from Berwick Infirmary and would not interrupt views of the infirmary tower which are currently possible from the edge of the site along Brucegate. Overall, the proposed development would have no effect upon the setting and significance of Berwick Infirmary.

Former Berwick Union Workhouse

- 6.8 The proposed development would change the setting of the former workhouse but this change would take place on a site that has already been stripped of historic development and which makes no positive contribution to the setting and significance of this building. The temporary ward unit will add a feature to the setting that is uncharacteristic of the conservation area and the surrounding developments. This will screen 19th-century stone boundary walls and buildings beyond the site in views from the former workhouse. The proposed development will be of limited height and will not compete with the former workhouse or obstruct views of it from the surrounding streets, but it will be seen alongside the workhouse in views from Brucegate and High Greens. Overall, this will have a minor adverse effect on the setting of the former workhouse buildings, but it will not affect its historic and architectural significance.

Former Church of St Mary (Grade II)

- 6.9 The proposed development would be imperceptible in views from the former church and would have no impact upon the most significant views of the building along Castlegate. The temporary ward would be visible in views towards the rear of the church in views from Brucegate but the church itself would not be obscured from view given the limited height. The quality of this part of the setting of the church is already mixed and the site makes no contribution to its significance currently, which reduces its sensitivity to the proposed development. It would, nevertheless, be an uncharacteristic form of development within the setting of the former church and would screen older stone-built properties and boundaries that lie to the rear of the church. Overall, this would have a minor adverse effect upon the setting of the former church, albeit a temporary one. It would have no effect upon its significance.

Summary

- 6.10 The proposed development is to be carried out on a modern surface car park that is devoid of historic and architectural value and does not contribute to the special character and appearance of the conservation area. In this context it is less sensitive than other parts of the conservation area to the proposed development and can accommodate change without it having a harmful impact on the conservation area. Despite this, the temporary nature of

the proposed development has dictated its form and appearance, which is a typical modular unit that has a simple form and design.

- 6.11 It is of limited height and is set back within the site which will ensure that it is only visible within a very localised part of the conservation area and is substantially screened by the surrounding buildings. For this reason, it will have no impact on the setting and significance of the non-designated Berwick Infirmary. It will, however, be seen from Brucegate and from the surrounding residential developments and would have a temporary minor adverse effect upon the character and appearance of the conservation area and upon the setting of the former Church of St Mary. The architectural and historic significance of the former church would be preserved.

7.0 Conclusion

7.1 This HIA conforms with the relevant legislative and policy requirements and has considered the effect of the proposed development on the heritage significance of the surrounding heritage assets that have the potential to be affected.

Does the proposed development preserve and, where appropriate, enhance the setting, significance and special architectural or historic interest of affected designated heritage assets? (the 1990 Act, S66 (1) and S72 (1); NPPF paragraphs 197 and 199; and NLP policies STP3, QOP1, ENV1, ENV7 and ENV9)

7.2 The proposed development would result in a minor adverse effect upon the character and appearance of a localised part of the conservation area, which would also have a minor adverse effect upon the setting of the former Church of St Mary. However, these adverse effects would be temporary and would be reversed once the building is dismantled in future.

Does the proposed development sustain the significance of affected non-designated heritage assets, including any contribution made by their setting? (NLP policies STP3, QOP1, ENV1 and ENV7)

7.3 The proposed development would sustain the significance of the surrounding non-designated heritage assets despite having minor adverse effects upon the setting of the former workhouse. This is because the setting of the workhouse, and particularly the application site, does not contribute to its architectural and historic significance. In this context, it can accommodate change within its setting without it affecting its significance.

Does the proposed development comprise high quality design which has been informed by, and related positively to, the surrounding historic environment, which reflects local design policies and government guidance on design? (NPPF Paragraphs 130 and 134; NLP Policies QOP1, QOP2 and ENV9)

7.4 The design of the proposed development reflects its temporary nature and as such it is designed purely for functionality and is not intended to display any architectural detail or interest externally that would ordinarily be expected from a more permanent structure. In this context, it is not designed to relate to the surrounding historic environment or contribute to the local distinctiveness of the conservation area. However, the character and appearance of the conservation area is recognised as an important consideration which is why this relatively enclosed site has been chosen and the height of the unit has been kept to a minimum to ensure that its visual impact is reduced whilst it remains on the site.

Appendix 1 Methodology

- 1.1 This Appendix sets out the approach to assessing the significance of heritage assets as well as the approach to assessing the proposal's effects on their significance, including consideration of how changes to setting will affect significance. The methodology accords with the 'Principles of Cultural Heritage Impact Assessment in the UK' (July 2021) which sets out a broad methodology for understanding heritage assets and evaluating the consequences of change.
- 1.2 The NPPF defines significance as the 'value' of a heritage asset to this and future generations because of its 'heritage interest'. The interest may be archaeological, architectural, artistic or historic. This broadly aligns with the heritage values outlined in Historic England's Conservation Principles (2008), which are evidential, aesthetic, historical and communal value.
- 1.3 The NPPF confirms that significance derives not only from a heritage asset's physical presence but also from its setting. The setting of a heritage asset is the surroundings in which it is experienced, its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive contribution or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral.
- 1.4 'Principles of Cultural Heritage Impact Assessment in the UK' sets out at paragraph A.16-A.19 that the relative importance of an asset should be identified and scaled. The approach to considering the effect of changes to setting upon significance has been carried out in accordance with Historic England's 'The Setting of Heritage Assets: Historic Environment' Good Practice Advice in Planning Note 3 (Second Edition) (2017) and 'Managing Significance in Decision-Taking in the Historic Environment' Good Practice Advice in Planning Note 2 (2015). GPA3 discourages detailed analysis of very large numbers of heritage assets and supports an approach that considers the effects on the assets that are most sensitive to change (para. 23).
- 1.5 The assessment of significance and the potential effects of the proposed development have been undertaken as part of a desktop assessment. The visual role of the application site in the setting of the surrounding heritage assets has been investigated. The following have been reviewed and have informed the scope of this assessment:
- Historic mapping;
 - Historic photographs;
 - Historic England's National Heritage List for England; and
 - Historic Environment Record ('HER').

Importance

- 7.5 It is necessary to consider the relative importance of the heritage asset, and this will always be a matter of professional judgement by the assessor, but any existing designation categories can provide guidance. Accordingly, the following levels of importance have been accorded to the various designation types and non-designated heritage assets. This should

be a starting point. There may be instances where the characteristics of a specific asset merit a different category and, if so, this will be set out in the assessment.

Table 1 Classification of importance of heritage assets

Importance	Designation types
Very High	World Heritage Sites
High	Listed Buildings (Grade I and II*) Registered Gardens and Designed Landscapes (Grade I and II*) Registered Historic Battlefields Scheduled Monuments
Medium	Conservation Areas Listed buildings (Grade II) Registered Gardens and Designed Landscapes (Grade II)
Low	Locally Listed heritage assets Non-designated heritage assets
Very Low or nil	Heritage assets with little or no surviving heritage significance.

Source: Lichfields

Degree of change to significance

7.6

As confirmed by Historic England guidance, a large change to the setting does not necessarily mean a large change to heritage significance and vice versa. The assessment in this report therefore identifies the degree of change to the significance of each asset generated by the proposed development. This change may be beneficial or adverse (positive or negative) and will be categorised as follows:

Table 2 Classification of degree of effect on heritage significance

Degree of Effect	Description
Major	A change (by extent, duration or magnitude) to a heritage asset or its setting which could fundamentally change the basis for one or more of the key values that makes up the asset’s heritage significance
Moderate	A change to a heritage asset or its setting, which has a notable bearing on the asset’s heritage significance
Minor	A change to a heritage asset or its setting, which has some bearing on the asset’s heritage significance
Very Minor	A change to a heritage asset or setting which has only a slight bearing on the asset’s heritage significance. It may be difficult to discern, only apparent in very specific conditions or have little effect on any values that contribute to the asset’s heritage significance.
No Impact or Neutral (neither Beneficial nor adverse)	A change to the heritage asset or setting which has no bearing on the asset’s heritage significance. (Neither beneficial nor adverse)

Appendix 2 Site Photographs







Celebrating
60
years

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