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WALSINGHAM PLANNING

FORMER CINEMA SITE, SANDGATE, BERWICK-UPON-TWEED

HERITAGE IMPACT STATEMENT

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HERITAGE IMPACT STATEMENT

February 2016

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SUMMARY

Wardell Armstrong Archaeology was commissioned by Walsingham Planning to prepare a Heritage Impact Statement for the former cinema site, Sandgate, Berwick-upon-Tweed (NT 99857 52682) in support of a planning application for a redevelopment of the site. The statement consists of a desk-based consultation of sources relating to the historic town development and its architectural history and a site visit.

This Heritage Impact Statement is designed to show the impact on the heritage significance of upstanding heritage assets, including a scheduled monument and 16 listed buildings, and upon the Berwick-upon-Tweed Conservation Area. It also assesses the impact on the known archaeological deposits previously encountered within the proposed development site boundary.

It has been found that the impact on the heritage significance of the sixteen listed buildings within the 100m radius search area would be limited. The impact on the heritage significance of Berwick-upon-Tweed Conservation Area, and on the Scheduled Area of the Berwick Fortifications is considered, overall, to be very limited.

The impact on known archaeological deposits within the proposed development site would be direct, and as a result will require further archaeological mitigation. The proposed piling foundation solution would directly damage the archaeology in the areas penetrated by the bores resulting in a very limited impact on the heritage significance of possible medieval deposits. Further excavations for supporting groundbeams, lift shafts and service connections would have a limited impact on the heritage significance of surviving archaeological remains of post-medieval origin. Buildings are known to have occupied the site from at least the 16th century, and evidence of post-medieval features including walls and surfaces have been confirmed by archaeological evaluation trenches in 2006. Further geotechnical work has concluded that archaeological deposits up to 4m in depth, including a well-preserved waterlogged layer beneath the post-medieval material, survive within the site. These remains represent a significant archaeological resource.

ACKNOWLEDGEMENTS

Wardell Armstrong Archaeology thanks Helen Binns of Walsingham Planning who commissioned the project.

The site visit and documentary research was undertaken by Cat Peters.

The report was written by Cat Peters and the figures were produced by Adrian Bailey. Richard Newman managed the project and edited the report.

1 INTRODUCTION

1.1 Circumstances of Project

1.1.1 Wardell Armstrong Archaeology was commissioned by Walsingham Planning to prepare a Heritage Impact Statement for the site of the former cinema, Sandgate, Berwick-upon-Tweed, in support of a planning application for the proposed redevelopment of the site. The cinema itself has been demolished, and the site has already been subject to a desk-based assessment (Claydon 2006a), archaeological evaluation (Claydon 2006b), and, more recently, a geoarchaeological assessment (O’Meara 2015). The purpose of this latest work is to draw together the results of the previous work and assess how the proposed development would impact on the Conservation Area, scheduled monument and listed buildings in the vicinity.

1.2 The Purpose of the Heritage Impact Statement

1.2.1 This Heritage Impact Statement is designed to show the impact on the heritage significance of upstanding heritage assets, but especially of the scheduled area of the medieval and post-medieval fortifications of Berwick-upon-Tweed and the Berwick-upon-Tweed Conservation Area. More specifically, it will look at the direct impacts of the proposed development on sub-surface archaeological remains, and the indirect impacts on the setting of other upstanding assets within a 100m radius of the proposed redevelopment.

1.2.2 The Heritage Impact Statement seeks to address in detail the issues of impacts on heritage significance and to do this it seeks to understand the significance of the assets, then evaluate the impact of the development proposals upon the assets.

1.3 National Planning Policy and Legislative Framework

1.3.1 National planning policies on the conservation of the historic environment are set out in the *National Planning Policy Framework* (NPPF), which was published by the Department of Communities and Local Government in March 2012. This is supported by *National Planning Practice Guidance* (NPPG) which was published in March 2014.

1.3.2 The NPPF draws a distinction between designated heritage assets and other remains considered to be of lesser significance; ‘great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be; substantial harm to or loss of a Grade II Listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, including scheduled monuments, protected wreck sites, battlefields,

Grade I and II* Listed Buildings and Grade I and II* Registered Parks and Gardens and World Heritage Sites, should be wholly exceptional' (NPPF, para 132). Therefore, preservation in-situ is the preferred course in relation to such sites unless exceptional circumstances exist.

- 1.3.3 The NPPF advises that local planning authorities should look for opportunities for new development within conservation areas and within the setting of heritage assets in order to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably (NPPF, para 137).

1.4 Local Planning Policies

- 1.4.1 Berwick-upon-Tweed Borough Local Plan (<http://www.northumberland.gov.uk/Planning/Planning-policy/Policies.aspx>), adopted in April 1999, includes a number of policies relating to the historic environment (http://www.northumberland.gov.uk/WAMDocuments/D13B90EA-BB01-446F-A8D0-3327CC4A744A_1_0.pdf?nccredirect=1).

- 1.4.2 Policy F5 (Northumberland County Council 1999, 23) relates to the *“town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, development will be permitted, provided that:*

- i) it accords with its surroundings by virtue of its scale, density, height, massing, layout, materials, hard and soft landscaping including indigenous species, means of enclosure and access; and,*
- ii) it accords with Policies elsewhere in the Plan”.*

- 1.4.3 Policy F19 (Northumberland County Council 1999, 33) states that *“in considering proposed development affecting the setting of a building listed as of special architectural or historic interest, regard will be had to;*

- i) the compatibility with the existing and surrounding buildings or structures, in terms of their scale, density, proportion, height, mass, layout, materials of construction, architectural detailing, landscaping, means of enclosure, access, and skyline; and,*
- ii) the desirability of maintaining visibility of the listed building, particularly from public spaces”*

- 1.4.4 Policy F21 (Northumberland County Council 1999, 34) states that *“special attention will be paid to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas and their settings. In considering proposals, regard will be had to;*
- i) *The compatibility with the existing buildings and spaces in terms of their scale, form density, height, mass, layout, materials of construction, architectural detailing particularly the rhythm and type of fenestration, landscaping, the intensity of use specifically the impact of traffic, means of enclosure and access; and*
 - ii) *The desirability of maintaining views into or out of the Conservation Area”.*
- 1.4.5 Policy F26 (Northumberland County Council 1999, 36) states that *“there will be a presumption in favour of the physical preservation of Scheduled Ancient Monuments and other nationally important archaeological sites and their settings. Development which would prevent preservation in situ of the visible or non visible archaeological site and its setting will not be permitted”.*
- 1.4.6 Policy F27 (Northumberland County Council, 36) states that *“where the impact of a development proposal on an archaeological site or an area of archaeological potential, or the relative importance of such an area is unclear, the developer will be required to provide further information in the form of an archaeological assessment and in some cases, an archaeological evaluation prior to a planning decision being made. Where the remains are found to be of national importance Policy F26 will apply”.*
- 1.4.7 Policy F28 (Northumberland County Council, 36-37) states that *“where archaeological sites or their settings will be affected by development, preservation in situ will be preferred. Where preservation in situ is necessary, development will only be permitted where such preservation can be accommodated within the scheme. In cases where preservation in situ is not considered necessary, planning permission may be granted subject to a condition or a legal agreement requiring the developer to make provision for the excavation and recording of the remains and analysis and publication of the findings”.*

2 METHODOLOGY

2.1 Introduction

2.1.1 The preparation of the Heritage Impact Statement has been undertaken in accordance with guidance recommended by English Heritage and prepared by Bassetlaw District Council (2011). Note is also taken of the English Heritage guidance on understanding place (2010 and 2011) and Historic England's guidance on the setting of heritage assets (2015a).

2.1.2 The data underlying the Heritage Impact Statement was gathered through desk-based study of documentary sources and via a site visit. The impact of the development on the heritage assets within the 100m search radius was assessed using a series of standard tables (see Appendix 2).

2.2 Documentary Sources

2.2.1 Primary and secondary sources were used to provide the background to the historical character of the Berwick-upon-Tweed Conservation Area. Much of the information in the historic background was derived from previous archaeological works undertaken on-site, and historic maps.

2.2.2 Historic England's guidance on historic area assessments, conservation areas and heritage asset setting was used to establish the compliance of the development scheme proposals with best practice planning guidance (Historic England 2015a).

2.3 Site Visit

2.3.1 The site and its environs were visited on the 2nd February 2016. Access to the site itself was restricted by Heras fencing, though the surrounding area was fully accessible.

2.3.2 The study area was inspected to:

- examine the impact on the setting of the conservation area and scheduled area by the development proposals for a new hotel
- consider the impact of the development proposals for a hotel on the heritage significance of Berwick-upon-Tweed Conservation Area.

2.4 Impact Statement Tables

2.4.1 The assessment of the impact of development proposals is undertaken using a series of heritage impact tables (Appendix 2). These tables use standard assessment

methods as used by Government agencies, as for example those used in the Highway Agency's *Design Manual for Roads and Bridges* (2007). These tables first establish the significance of the heritage asset against set criteria, secondly they estimate the magnitude of impact and, taking the results of these two together, allow a calculation of impact on overall heritage significance.

2.5 Reporting

2.5.1 A final bound copy of the report will be deposited with the HER at Northumberland County Council's offices in Morpeth, where viewing will be made available on request.

2.5.2 Wardell Armstrong Archaeology support the Online AccesS to the Index of archaeological investigationS (OASIS) project. This project aims to provide an online index and access to the extensive and expanding body of grey literature created as a result of developer-funded archaeological work. As a result, details of the results of this study will be made available by Wardell Armstrong Archaeology, as a part of this national scheme.

2.6 Glossary

2.6.1 The following standard terms for compiling a Heritage Impact Statement are used throughout the report:

- Designation – the process that acknowledges the significance of a heritage asset and thus advances its level of consideration/protection within the planning process. Designated assets can either be statutory, like listed buildings, or non-statutory such as registered parks and gardens or conservation areas.
- Heritage Asset – a building, monument, site, place, area or defined landscape positively identified as having a degree of heritage significance that merits consideration in planning decisions.
- Historic Environment Record – an information service, usually utilising a database that provides public access to up-to-date and dynamic resources relating to the historic environment of a defined geographic area.
- Mitigation – action taken to reduce potential adverse impacts on the heritage significance of a place.

- Setting – the surroundings in which a heritage asset is experienced. The extent is not fixed and will vary according to the historic character of the asset and the evolution of its surroundings.
- Significance – the value of a heritage asset to present and future generations attributable of its heritage interest. That interest may be archaeological, architectural, artistic or historic (including historical associations).

3 DESCRIPTION

3.1 Site Evolution and its Historic Character

3.1.1 Berwick-upon-Tweed is the most northerly English town, located close to the border with Scotland in the far north-east of England, 56 miles from Newcastle upon Tyne and 48 miles south-east of Edinburgh (Figure 1). The historic core of the town is predominantly located on the north bank of the River Tweed estuary, on a peninsula surrounded on three sides by the estuary. The proposed development site lies close to the quay walls, on the western side of the peninsula, and on a corner plot at the junction of Sandgate and Driver's Lane (Figure 2).

3.1.2 A quernstone has been discovered c. 50m to the south of the proposed development site (SMR 2448), and although this is the only archaeological evidence for Romano-British activity in the vicinity, it is believed that there was a Roman presence defending the mouth of the Tweed (Claydon 2006a, 3).

3.1.3 There was a settlement at Berwick-upon-Tweed by the 9th century. In 1018 Berwick was taken by the Scots at the Battle of Carham, and for the next 500 years, was part of the disputed territory between Scotland and England. It was granted Burgh status in the 12th century (Claydon 2006a, 3). The proposed development site lies within the medieval town, in an area occupied by the 12th century.

3.1.4 The scheduled area (Asset 12) of the fortifications to the south of the proposed development site originally consisted of a ditch and earthen bank topped by a wooden palisade constructed in the 13th century. The wooden palisade was replaced by a stone wall with interval towers and a moat was excavated on the north and east sides, enclosing an area of 57ha. Water Gate was located to the south of the proposed development site. Modifications to both resist and facilitate artillery were made in the early 16th century, and eventually the southern part of the fortifications was enclosed by the Elizabethan bastioned town walls. Shoregate, the gate to the south-west of the proposed development site was inserted into the defences in the 1760s. This gate is listed grade I.

3.1.5 16th and 17th century maps show buildings occupying the street frontage of Sandgate and Drivers Lane (Claydon 2006a, 5). Armstrong's map of 1769 is the earliest to annotate street names, 'Shoregate', presently Sandgate, and the area to the south-west was 'Quay'. Bridge Street is shown to the north. Scott's plan of 1799 (Figure 4) is the earliest to depict individual buildings. This indicates an L-shaped structure at

the corner, or perhaps two buildings, one fronting Sandgate, and one Driver's Lane, with a gap to the west, then a small rectangular building fronting what is now Driver's Lane. The areas behind are shown as open yard areas. Wood's plan of 1822 (Figure 5) indicates that the proposed development site was occupied by five separate buildings by this date, three small rectangular ones fronting Sandgate, and two larger rectangular ones behind, one side-on, facing onto Driver's Lane.

3.1.6 The First Edition Ordnance Survey map of 1855 (Figure 6) shows an L-shaped 'Granary' aligned along Driver's Lane, with a smaller building to the north fronting Sandgate and a covered passageway between the two buildings leading into an enclosed yard containing two stop cocks, a dustbin area, a water tap and a trough. The buildings to the south of the proposed development site were predominantly public houses at this time, and included The Steam Boat Tavern, The Leith & Berwick Tavern and the Ship Tavern; to the west were further granaries; to the east, The London & Berwick Tavern and The Hen and Chickens Hotel; and to the north, unlabelled buildings and The Old Nags Head Inn and The Nags Head Inn.

3.1.7 The Second Edition Ordnance Survey map of 1898 (Figure 7) shows the same buildings as the earlier map, but part of the former yard had been built upon by the most northerly of the buildings, fronting Sandgate, with a small square yard area behind. The Third Edition Ordnance Survey map of 1924 (Figure 8) was the first to label the cinema on the site, which occupied the one building within the plot by this time. It had opened in 1912 (Menuge and Dewar 2009, 96). The image below shows what the façade to Sandgate looked like in 1958:



Plate 1: The Playhouse Cinema in 1958 (© Berwick Record Office)

3.1.8 The same outline for the proposed development site is shown on the 1989 Ordnance Survey map (Figure 9), although there is a car park behind. A site visit in 2006 stated that the cinema building may have incorporated parts of the earlier granary building, and that there were no cellars within the building (Claydon 2006a, 8).

3.2 Archaeological Potential

3.2.1 An archaeological evaluation was undertaken on the proposed development site in 2006, relating to a proposal to construct 18 flats above commercial units at ground level. This excavated four trenches through the floor of the standing building (Figure 10). The maximum depth reached was 1.6m below the ground surface (c. 2.53m aOD). Archaeological features and deposits were encountered in all four trenches of probable post-medieval date, some only c. 0.2m below the ground surface. These included walls and surfaces of buildings and associated debris and demolition material (Claydon 2006b, 1). It was deemed likely from this work that “*similar deposits may extend to a depth in excess of 2.5m, and that earlier deposits may survive at this level*” (*ibid*). It was concluded that the finds represented a “*significant archaeological resource*” and that “*an open area excavation would be the only means of determining the nature and extent of the structures revealed by the evaluation*” (*ibid*). The cinema was finally demolished in November 2010 (<http://cinematreasures.org/theaters/13444>).

3.2.2 As a condition of the planning permission for the then proposals for 20 non-residential apartments in 2008 (Planning Reference: N/07/B/0747), a programme of archaeological mitigation was proposed. This involved design modifications to the building to include low-impact foundations, and further archaeological excavation. This later archaeological intervention has not yet occurred.

3.2.3 A geoarchaeological assessment undertaken in 2015 involved the excavation of two boreholes (Figure 10). This encountered brick and rubble deposits of up to 3m with large amounts of sandy mortar and small fragments of coal (O’ Meara 2015, 8). At 3-3.5m there was a rich organic layer of up to 0.5m thickness, which included preserved fibrous plant material and oyster shell, indicative of a well-preserved waterlogged layer, perhaps medieval garden soil or another form of occupation deposit (*ibid*) and perhaps of 13th-16th century origin (*ibid*, 9). At a greater depth than 3.5m, was a c. 0.3m band of sands and clays in the borehole to the rear of the plot (Borehole 1; Figure 10) overlying alluvial material. The borehole towards the front of the plot (Borehole 2) encountered archaeological deposits immediately overlying the

alluvium. The alluvium was c. 1-1.5m thick and comprised very wet coarse sands, gravels and silt, and overlaid a very dense, pink clay which extended to a depth of 7m. This is thought to represent alluvial material rather than artificially dumped ballast (*ibid*, 9). At 7m the sandstone substrata was observed, and sampling did not penetrate beyond this (*ibid*, 8). This suggests that archaeological deposits within the proposed development site could survive up to c. 4m beneath the ground surface level (c. 0.1m aOD). It is possible, however, that part of the overlying made ground consists of the remains of in-situ post-medieval structures, as indicated by the 2006 evaluation.

3.3 Berwick-upon-Tweed Conservation Area

3.3.1 A conservation area is an area which has been designated because of its special architectural or historic interest, the character of appearance of which it is desirable to preserve or enhance (NPPG 2014, para 23). The NPPF emphasises that not all elements of a conservation area contribute to its significance (2012, para 138).

3.3.2 The proposed development area lies within the Citadel area of the conservation area (Berwick-upon-Tweed Borough Council 2008, 40). It has further been identified within an area of 'higher density' building (*ibid*, 44), a common theme in walled towns where restricted space leads to increasing density of development (*ibid*, 46). A few larger commercial and institutional buildings have also been constructed in the Citadel area, simply inserted into the domestic-driven pattern, "*repairing lost plot layout is therefore as important as protecting that which survives*" (*ibid*, 47).

3.3.3 The dominant built form in the Citadel area is the "*two or three storey domestic-scale building with a dual pitched roof, some with a third or fourth storey in the attic*" (*ibid*, 56). The buildings tend to be terraced but not single-build, individual buildings which happen to be next to each other, "*this creates attractive inconsistency in height and scale, varied eaves and ridge lines, and a lively assortment of shapes along the streets*" (*ibid*, 59). The principal walling material in all sub-areas of the conservation area is natural sandstone (*ibid*, 64).

3.3.4 The consultation process as part of the conservation area appraisal found that "*there was very strong concern expressed... about new development in the conservation area. There were fears that the richness and quality in Berwick was being eroded by too wide a palette of designs, by buildings that are too big and poorly designed to fit into the character of the town. Others thought that some developments were not modern enough and that good modern design can fit in better than corporate or*

pastiche designs simply ‘parachuted’ in” (Berwick-upon-Tweed Borough Council 2008, 139). There was also concern that *“any gap sites in the conservation area should be infilled to maintain the continuous enclosure of street frontages”* (*ibid*, 149).

- 3.3.5 The character analysis of the Sandgate/ Hide Hill/ Church Street sub-area states that *“office, retail and commercial uses dominate to the south, residential and retail to the north. The south end has many ‘landmark’ buildings. Strings of individual buildings have varying form and scale, mostly two storeys, many with three to the south. There are some commercial groups. Most rears and sides are intact. Lively forms and layered edges enliven the scene... Styles include simple, smart Georgian, elaborate Victorian and pockets of simpler vernacular”* (Berwick-upon-Tweed Borough Council 2008, 175-6).

3.4 **Setting of Other Heritage Assets**

- 3.4.1 There are 16 listed buildings and one scheduled monument within a 100m radial visual envelope of the proposed development site (Figure 3). These listed structures surround the proposed development site, and some, particularly those on the east side of Sandgate (Assets 7, 8, 9 and 10) directly face the proposed development site (Plate 2).



Plate 2: Proposed development site facing north-west

- 3.4.2 Those on the Quay Walls (Assets 13, 14, 15 and 16), and the Granary on Dewar’s Lane (Asset 17) also have an uninterrupted view of the proposed development site (Plate 3). Historically, buildings would have been on this plot since medieval times and, from cartographic evidence, from the 19th century at least, the site would have been occupied by a large granary building, parts of which may have been preserved within the early 20th century cinema building. Thus, the impact of a large, albeit

modern, building on the plot, although a contrast to the present unoccupied plot, would not be a stark contrast from what was there up until 2010.



Plate 3: Proposed development site facing south-east

3.4.3 The general area around the proposed development site does contain buildings of a varied scale, period and style, and varied heights and rooflines are also represented (Plates 4 and 5).



Plate 4: Proposed development site from fortifications to the south



Plate 5: General view of site showing varied rooflines and heights, from north-west

- 3.4.4 Other modern developments have occurred in the vicinity of the proposed development site, including to the listed granary building to the north-west (Asset 17), converted and extended to create the Granary Gallery, and the erection of a pumping station to the immediate north-west built by 1989 (Plate 6; Figure 9).



Plate 6: Pumping house to north-west of proposed development site

- 3.4.5 Using the heritage impact assessment tables in Appendix 1 it is indicated that the impact on the heritage significance of the listed assets within the 100m radius search area would result in 'changes to the setting of an historic building such that it is noticeably changed' and 'changes to few key historic landscape elements, parcels or components' and 'slight visual changes to few key aspects of the historic landscape' (Appendix 1; Table 2). This corresponds with a 'less than substantial' magnitude of impact. The table below summarises the impacts:

<i>Asset</i>	<i>Site</i>	<i>Significance</i>	<i>Magnitude of Impact</i>	<i>Impact on Heritage Significance</i>
1	17 Bridge Street	District or County (Higher)	Less than substantial	Limited impact
2	13 & 15 Bridge Street	District or County (Higher)	Less than substantial	Limited impact
3	9 & 11 Bridge Street	District or County (Higher)	Less than substantial	Limited impact
4	7 Bridge Street	District or County (Higher)	Less than substantial	Limited impact
5	1-5 Bridge Street	District or County (Higher)	Less than substantial	Limited impact
6	The Queen's Hotel	District or County (Higher)	Less than substantial	Limited impact
7	10 Sandgate	District or County (Higher)	Less than substantial	Limited impact
8	11 Sandgate	District or County (Higher)	Less than substantial	Limited impact
9	13 Sandgate	District or County (Higher)	Less than substantial	Limited impact
10	The Hen and Chickens Hotel	District or County (Higher)	Less than substantial	Limited impact
11	Gatehouse	District or County (Higher)	Less than substantial	Limited impact
12	Berwick upon Tweed Fortifications	National	Minor	Very limited impact
13	10-13 Quay Walls	District or County (Higher)	Less than substantial	Limited impact
14	9 Quay Walls	District or County (Higher)	Less than substantial	Limited impact
15	8a Quay Walls	District or County (Higher)	Less than substantial	Limited impact
16	8 Quay Walls	District or County (Higher)	Less than substantial	Limited impact
17	The Granary	District or County (Higher)	Less than substantial	Limited impact
18	Conservation Area	District or County (Higher)	Minor	Very limited impact

3.5 The Character of the Redevelopment

3.5.1 Permission for the redevelopment of the site for 20 non-residential apartments was permitted in 2008 (Planning Reference: N/07/B/0747). Permission was also granted for an extension to this permission, on two occasions, the latest of which stands until 20th August 2016 (Planning References: N/07/B/0747 and N/10/B/0099). Permission was also granted for the demolition of the existing disused Playhouse Cinema

building, and this was demolished in 2010 (Planning Reference: N/07/B/0791). These permissions required a programme of archaeological mitigation, in the form of the design of the building to include low-impact foundations, and in the form of further archaeological excavation.

3.5.2 The new proposals for the former playhouse cinema site would result in the erection of a 60 bedroomed hotel and ancillary restaurant on the site. This new scheme is generally similar to the approved scheme, and the former playhouse cinema in terms of overall site layout, scale, massing and design approach. However, the scale and massing along the Driver's Lane elevation will be increased because of the proposed roof form.

3.5.3 Such a redevelopment will provide a good opportunity to bring this plot of land back into use to repair the lost plot layout, and to prevent the continued degradation and retain the continuous enclosure of the street frontage in this part of the conservation area.

3.5.4 The redevelopment will have an impact on the conservation area, but it is neutral, being neither negative nor beneficial. The redevelopment will be intervisible from the scheduled monument and listed buildings in the vicinity.

3.6 **The Archaeological Impact of the Redevelopment Proposals**

3.6.1 Plans for the proposals, drawn up by Allison Pike Partnership Ltd, indicate that a five storey-building will occupy the whole plot. On the Sandgate fronting façade, the building will appear segmented, breaking the façade up and giving the appearance of three smaller buildings, more on the scale of the buildings it abuts. The Sandgate frontage is of a very similar design to the earlier approved plans for apartments on the site (Planning Reference: N/07/B/0747).

3.6.2 The proposed development site occupies a plot on a south-east facing slope to Sandgate, the difference between ground levels being approximately 1.5m from the front to the back of the plot. The ground floor layout plan has a split level to account for this, with steps between the front reception and dining area and rear bedroom area. It is anticipated that the lift pit, which will be at a depth of 1.4m below ground level, and service connections will not need to be any deeper, as there is a main public sewer running down Driver's Lane leading to the pumping station to the rear of the proposed development site so shallow drains to link to the manholes would be all that would be required (Derek Smith *pers comm.*). Despite this, a depth of

1.4m would impact upon post-medieval building remains which were found at a depth of only 0.2m below the ground surface, by Archaeological Services, University of Durham in 2006 (Clayton 2006b).

- 3.6.3 In an attempt to minimise the impact of the proposals on below-ground archaeology and to minimise vibrations to adjacent buildings, a piled foundation solution has been proposed. This would involve piles of 300mm diameter on a grid, spaced at intervals of between 2.5m and 3m across the site in two directions, to transfer the load from above. These will extend to a depth of about 8m to penetrate competent rock, and thus proceed through the layer of archaeological potential, seen to be at up to 4.0m depth (*confer* 3.2.3). These piles can be targeted, depending on the topography, and need not be on a rigid, formal grid system (Derek Smith *pers comm.*). However, groundbeams will need to extend between these, and further excavations for services and a lift shaft would also be required. The resultant impact would be detrimental to the top 2m of deposits. Although much of this may be made ground, there is evidence to indicate that some of this will consist of the structural remains of post-medieval buildings and surfaces.
- 3.6.4 The proposed foundation plans, dated 15th February 2016, and partially depicted in Figure 10, indicate that a total of 103 piles will be required as part of the proposed development. These will permeate up to 1m into competent rock, approximately 8m deep, and therefore impact upon all layers and phases of archaeological features at these locations. Piling is sometimes used on sites known to contain archaeological remains as a way of preserving parts of the archaeological resource in-situ, even though buried deposits will be damaged, to allow development to take place (Historic England 2015b, 1). However, Historic England guidance states that a loss of no more than 2% of the site should be the target, and, "*when all other engineering works are also taken into account, such as services and lift pits, a maximum of 5% of the total site should be seen as the upper limit of loss from foundation construction*" (Historic England 2015b, 4). Driven piles have been assumed to have an area of impact twice the width of their cross-section, in this case, therefore, 600mm wide. The cumulative pile damage can be worked out with the following formula: single pile area x number of piles, thus in this case 600mm x 103, which would be 61.8m² (*ibid*). As the total site area is 623.1m², this would represent 9.92% of the area, far greater than the 5%. It is not clear what form of piling will be used, and "*although the impact of full displacement augured piles has not been evaluated... it is likely that damage to surrounding deposits would be at least as much as is seen with driven*

performed piles" (*ibid*, 5). Even a 5% loss from piling would have a 'less than substantial' magnitude of impact on remains of possible medieval date lying at a depth of around 3m below the current ground surface.

3.6.5 The proposed foundation plans also include the proposals for the location of groundbeams (Figure 10). All beams are proposed to be 600mm wide and 600mm deep, and, across the eastern part of the site, the top of the low level beams will be 675mm below ground, and in the western part of the site, the top of the high level beams will be 1.019m above the top of the low level beams, also at 675mm below ground, but on higher ground. When the groundbeams are also taken into account, with the lift pit which will be at least 1.850m across, the foundations will be a greater percentage than 5% of the proposed development site, "*the upper limit of loss from foundation construction*" (Historic England 2015b, 4). Even if the final depth of the groundbeams requires only 1.275m depth below ground level, as archaeological material was encountered at depths of between c. 0.20m and 1.6m by Durham University Archaeological Services (*confer* 3.2.1), this would represent a substantial magnitude of impact on these known post-medieval deposits.

4 DISCUSSION

4.1 Summary of Heritage Asset Significance

- 4.1.1 The archaeological material surviving within the proposed development site has been described as representing a “*significant archaeological resource*” (Claydon 2006b, 1). Evidence for post-medieval buildings were encountered at a depth of up to 1.6m at that time, and at just c. 0.2m below the then ground surface. The cinema building has since been demolished, and recent borehole excavations revealed brick and rubble deposits up to 3m thick, with large amounts of sandy mortar and small fragments of coal (O’ Meara 2015, 8). Although noted as modern, it is likely that much of this represents traces of earlier post-medieval buildings, as found during the 2006 trenching (Figure 10). The site visit noted no significant change in ground level which would have been the case had the demolished cinema building material not been removed. Post-medieval town remains are important in Berwick, especially any that may relate to the 16th or 17th centuries, as these will be associated with Berwick’s function as a fortified garrison town. Berwick’s Elizabethan town walls are one of the best preserved examples of post-medieval town defences in Europe, and the only example of artillery-resistant town defences in Britain. They are considered to be “*by some measure the best-preserved example of town defences in Britain designed for post-medieval warfare*” (Creighton and Higham 2005, 270). As a result, archaeological structural remains of this period would be considered to be of at least local significance (Appendix 1, Table 1).
- 4.1.2 Beneath the rubble deposit was a rich organic layer of up to 0.5m thickness, which included preserved fibrous plant material and oyster shell, indicative of a well-preserved waterlogged layer, perhaps medieval garden soil or another form of occupation deposit, of possible 13th-16th century origin (O’ Meara 2015, 9). According to the heritage impact assessment table (Appendix 1, Table 1), these deposits must be considered to be of at least local significance.
- 4.1.3 Berwick-upon-Tweed Conservation Area is a heritage asset of district or county (higher) significance (Appendix 1, Table 1). The site lies within the Citadel area of the conservation area.
- 4.1.4 There are 16 grade II listed buildings of district or county (higher) significance. None are directly affected by the development proposals but there will be an indirect affect on their setting.

4.1.5 There is one scheduled monument (Asset 12), which is of national significance. As the monument is Berwick's upstanding fortifications there is an affect on its setting.

4.2 **Magnitude of Impact on Heritage Assets**

4.2.1 The impact of the proposed development on the lower archaeological deposits within the proposed development site would be less than substantial, in that the piling foundations would directly impact upon and destroy the archaeological deposits in the areas penetrated by the bores, an area calculated at 9.92% of the site (Appendix 1, Table 2). This area is increased by the use of groundbeams and need for their associated excavations, and by excavations for services and a lift pit, which would result in a total beyond "*the upper limit of loss from foundation construction*" (Historic England 2015b, 4). This would directly affect the upper post-medieval deposits, and the impact on their heritage significance would be substantial.

4.2.2 The impact of the redevelopment proposals on the Berwick-upon-Tweed Conservation Area will be direct, in that the proposed development site lies within it. This magnitude of impact will be minor (Appendix 1, Table 2), as it will involve the erection of one building within the much larger Conservation Area, in a plot which had historically had a large building on it since the mid-19th century. The proposed development could be seen to have a neutral influence on the heritage value of the conservation area through the development of a modern building.

4.2.3 The magnitude of impact of the redevelopment proposals on the scheduled area of the Berwick-upon-Tweed fortifications is minor (Appendix 1, Table 2). The impact will be upon the immediate setting of the fortifications but this impact is restricted to only a small section of the fortification's circuit.

4.3 **Assessment of Impact on Heritage Significance**

4.3.1 For the archaeological deposits within the proposed development site, a less than substantial magnitude of impact on a heritage asset of local significance equates with a limited impact on the resource (Appendix 1, Table 3). Although the piling foundation solution may be seen to result in a lesser impact than other foundation types, it would directly damage the lower archaeological deposits, of possible medieval date, in the areas penetrated by the bores. This would result in a very limited impact on their heritage significance.

- 4.3.2 Further excavations for the groundbeams, lift shafts and service connections would have a substantial impact on post-medieval building remains, resulting in a limited impact on their heritage significance.
- 4.3.3 For Berwick-upon-Tweed Conservation Area, a minor magnitude of impact on a heritage asset of district or county significance equates with a very limited impact on heritage significance (Appendix 1, Table 3). At present, the proposed development site detracts from the qualities of the Conservation Area. Whilst the new build will be prominent it will not detract from the street frontage at Sandgate and the area is already a mix of historic and modern developments. The proposed development would bring the plot back into use, repair lost plot layout and maintain the continuous enclosure of the street frontage. Consequently, the impact on the heritage significance of Berwick-upon-Tweed Conservation Area may be seen as neutral.
- 4.3.4 For the Berwick-upon-Tweed fortifications, a minor magnitude of impact on a heritage asset of national significance equates with a very limited impact on heritage significance (Appendix 1, Table 3).

4.4 **Development Risk**

- 4.4.1 As the overall effect of the redevelopment proposals on the heritage assets of Berwick-upon-Tweed Conservation Area and the scheduled fortifications can be seen as very limited, no general mitigation is likely to be necessary.
- 4.4.2 A condition of the earlier planning permission for 20 non-residential apartments in 2008 included low impact foundations and further archaeological excavation. The proposals for the present redevelopment includes targeted piled foundations with groundbeams which will have an impact on below-ground archaeology, specifically the post-medieval upper deposits, but with a lesser impact on the underlying medieval deposits. Although the service connections and lift pit are not likely to extend below 1.4m in depth, these, along with excavations for groundbeams will still impact upon the remains of post-medieval buildings known to have stood on the site. This is likely to require archaeological mitigation in the form of excavation (Appendix 1, Table 3).

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APPENDIX 1: HERITAGE IMPACT ASSESSMENT TABLES

Table 1 Measuring Significance

Significance	Designation	Asset types and justification	Preferred response to negative impact
International	Non-statutorily designated heritage assets.	World Heritage Site (NPPF s132).	Avoid negative impact where asset contributes to the WHS's defined outstanding universal values (NPPF s138).
National	Statutorily designated heritage assets.	Scheduled monuments, Grade I and II* Listed Buildings (NPPF s132).	Avoid negative impact.
National	Non-statutorily designated heritage assets.	Registered Battlefields, Grade I and II* Registered Parks and Gardens (NPPF s132).	Avoid negative impact.
National	Non-designated heritage assets of demonstrable equivalence to a scheduled monument (NPPF s138).	Assets where assessment for designation is pending, assets that have been assessed as being capable of designation but have not been designated at the SoS discretion, assets worthy of designation but which are outside the scope of the 1979 Act (NPPF s139).	Avoid negative impact.
District or County (Higher)	Statutorily designated heritage assets.	Grade II Listed Buildings (NPPF s132).	Limit negative impact (avoid substantial harm) and mitigate.
District or County (Higher)	Non-statutorily designated heritage assets.	Conservation area (NPPF s127), Grade II Registered Park and Garden (NPPF s132).	Limit negative impact (avoid substantial harm) and mitigate.
District or County (Lesser)	Non-designated heritage assets within a national park or AONB.	Any extant heritage assets (NPPF s115).	Limit negative impact and mitigate.
District or County (Lesser)	Non-designated heritage assets.	Heritage assets placed on a local planning authority list (NPPG).	Limit negative impact and mitigate.
District or County (Lesser)	Non-designated heritage assets.	Any area of potential listed in a local plan (NPPG).	Limit negative impact and mitigate.
Local	Non-designated heritage assets.	Any extant heritage assets outside of a national park or AONB.	Mitigate.
Negligible	Non-designated heritage assets.	Heritage assets recorded in the HER that are no longer extant, individual findspots or structures of no heritage value.	No action.

Table 2: Establishing the Magnitude of Impact

Magnitude of Impact	Heritage Asset		
	Archaeological Remains (Archaeological Interest)	Historic Buildings (Architectural/Artistic Interest and/or Historic Interest)	Historic Landscapes (Historic Interest)
Loss	<ul style="list-style-type: none"> Change to most or all key archaeological materials, such that the resource is totally altered Comprehensive changes to setting 	<ul style="list-style-type: none"> Change to key historic building elements, such that the resource is totally altered Comprehensive changes to setting 	<p>Major change to historic landscape character resulting from:</p> <ul style="list-style-type: none"> Changes to most key historic landscape elements, parcels or components Extreme visual effects Major change to noise or change to sound quality Major changes to use or access
Substantial	<ul style="list-style-type: none"> Changes to many key archaeological materials, such that the resource is clearly modified Considerable changes to setting that affect the character of the asset 	<ul style="list-style-type: none"> Changes to many key historic building elements, such that the resource is significantly modified Changes to setting of an historic building such that it is significantly modified 	<p>Moderate change to historic landscape character resulting from:</p> <ul style="list-style-type: none"> Changes to many key historic landscape elements, parcels or components Visual change to many key aspects of the historic landscape Noticeable differences in noise or sound quality Considerable changes to use or access
Less than substantial	<ul style="list-style-type: none"> Changes to key archaeological materials, such that the asset is slightly altered Slight changes to setting 	<ul style="list-style-type: none"> Change to key historic building elements, such that the asset is slightly different Changes to setting of an historic building such that it is noticeably changed 	<p>Limited change to historic landscape character resulting from:</p> <ul style="list-style-type: none"> Changes to few key historic landscape elements, parcels or components Slight visual changes to few key aspects of the historic landscape Limited changes to noise levels or sound quality Slight changes to use or access
Minor	<ul style="list-style-type: none"> Very minor changes to archaeological materials 	<ul style="list-style-type: none"> Slight changes to historic buildings elements or setting that hardly affect it 	<p>Very small change to historic landscape character resulting from:</p> <ul style="list-style-type: none"> Very minor changes to key historic landscape elements, parcels or components Virtually unchanged visual effects Very slight changes to noise levels or sound quality Very slight changes to use or access
No change	No change		

Table 3 Impact on Heritage Significance

Assessment Matrix to define the degree of impact on heritage asset significance		Magnitude of impact				
		No change	Minor alteration with no reduction in significance	Less than substantial	Substantial	Loss
Significance of Heritage Asset	National	Blue	Yellow	Dark Green	Red	Red
	District/County (Higher)	Blue	Yellow	Light Green	Dark Green	Red
	District/County (Lesser)	Blue	Yellow	Light Green	Light Green	Dark Green
	Local	Blue	Blue	Yellow	Light Green	Light Green
	Negligible	Blue	Blue	Blue	Blue	Blue


Blue (no appreciable impact) = no mitigation necessary
 Yellow (very limited impact) = low level mitigation eg photographic record/watching brief etc
 Light green (limited impact) = may need evaluation to establish appropriate mitigation which may include site survey/excavation etc
 Dark green (major impact) = may not be agreed and then only with significant justification, may require evaluation and will require significant mitigation such as excavation, detailed building survey, visual restoration, some in-situ preservation and on-site interpretation
 Red (very major impact) = unlikely to be agreed except in exceptional circumstances and only with a high level of mitigation

APPENDIX 2: HERITAGE ASSET GAZETTEER

Asset No.	Reference	Site Name	Description	Grid Reference	Period
1	NHL 1290181	17 Bridge Street	Grade II listed building	399842,652732	Late 18 th century
2	NHL 1041665	13 & 15 Bridge Street	Grade II listed building	399854,652740	18 th century
3	NHL 1211096	9 & 11 Bridge Street	Grade II listed building	399867,652741	18 th century
4	NHL 1041664	7 Bridge Street	Grade II listed building	399871,652732	18 th century
5	NHL 1290176	1-5 Bridge Street	Grade II listed building	399882,652732	Early 19 th century
6	NHL 1233668	The Queen's Hotel	Grade II listed building	399883,652712	Early 19 th century
7	NHL 1233669	10 Sandgate	Grade II listed building	399864,652698	18 th century
8	NHL 1233666	11 Sandgate	Grade II listed building	399898,652678	18 th century
9	NHL 1276499	13 Sandgate	Grade II listed building	399896,652672	18 th century
10	NHL 1233667	The Hen and Chickens Hotel	Grade II listed building	399887,652664	18 th century
11	NHL 1290011	Gatehouse	Grade II listed building	399875,652650	18 th century
12	NHL 1015968	Berwick upon Tweed Fortifications	Scheduled area; Grade I listed structure		Medieval; post medieval
13	NHL 1042436	10-13 Quay Walls	Grade II listed buildings	399827,652682	18 th century
14	NHL 1042435	9 Quay Walls	Grade II listed buildings	399812,652698	18 th century
15	NHL 1290010	8a Quay Walls	Grade II listed building	399803,652706	18 th century
16	NHL 1042434	8 Quay Walls	Grade II listed building	399798,652711	18 th century
17	NHL 1072607	The Granary	Grade II listed building	399810,652735	c.1780
18		Berwick-upon-Tweed Conservation Area	Conservation Area		Various

APPENDIX 3: FIGURES






 Wardell Armstrong


 Archaeology

 2016

PROJECT: The Former Playhouse Cinema, Sandgate, Berwick-upon-Tweed
 SCALE: 1:25,000 at A4
 REPORT No: CP11656
 CLIENT: Walsingham Planning
 DRAWN BY: AB
 DATE: February 2016
 FIGURE: 1

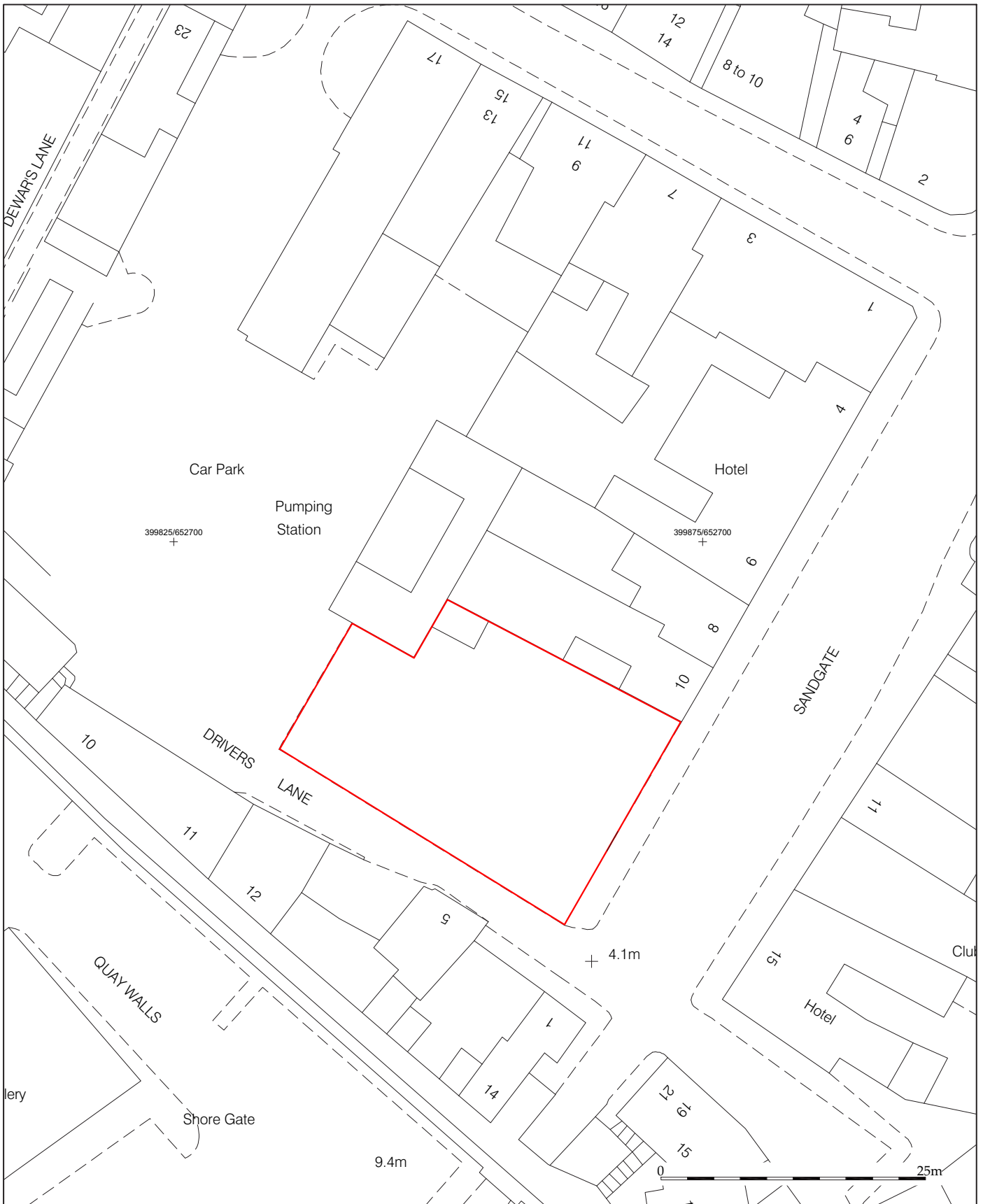
KEY:

 Site location



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Figure 1: Site location.






 <p>Wardell Armstrong Archaeology 2016</p>	<p>PROJECT: The Former Playhouse Cinema, Sandgate, Berwick-upon-Tweed</p> <p>SCALE: 1:500 at A4</p> <p>REPORT No: CP11656</p> <p>CLIENT: Walsingham Planning</p> <p>DRAWN BY: AB</p> <p>DATE: February 2016</p> <p>FIGURE: 2</p>	<p>KEY:</p>  <p>Site boundary</p>	 <p>Reproduced by permission of Ordnance Survey on behalf of The Controller of Her Majesty's Stationery Office. © Crown copyright. All rights reserved. Licence number 100019512</p>
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Figure 2: Detailed site location.

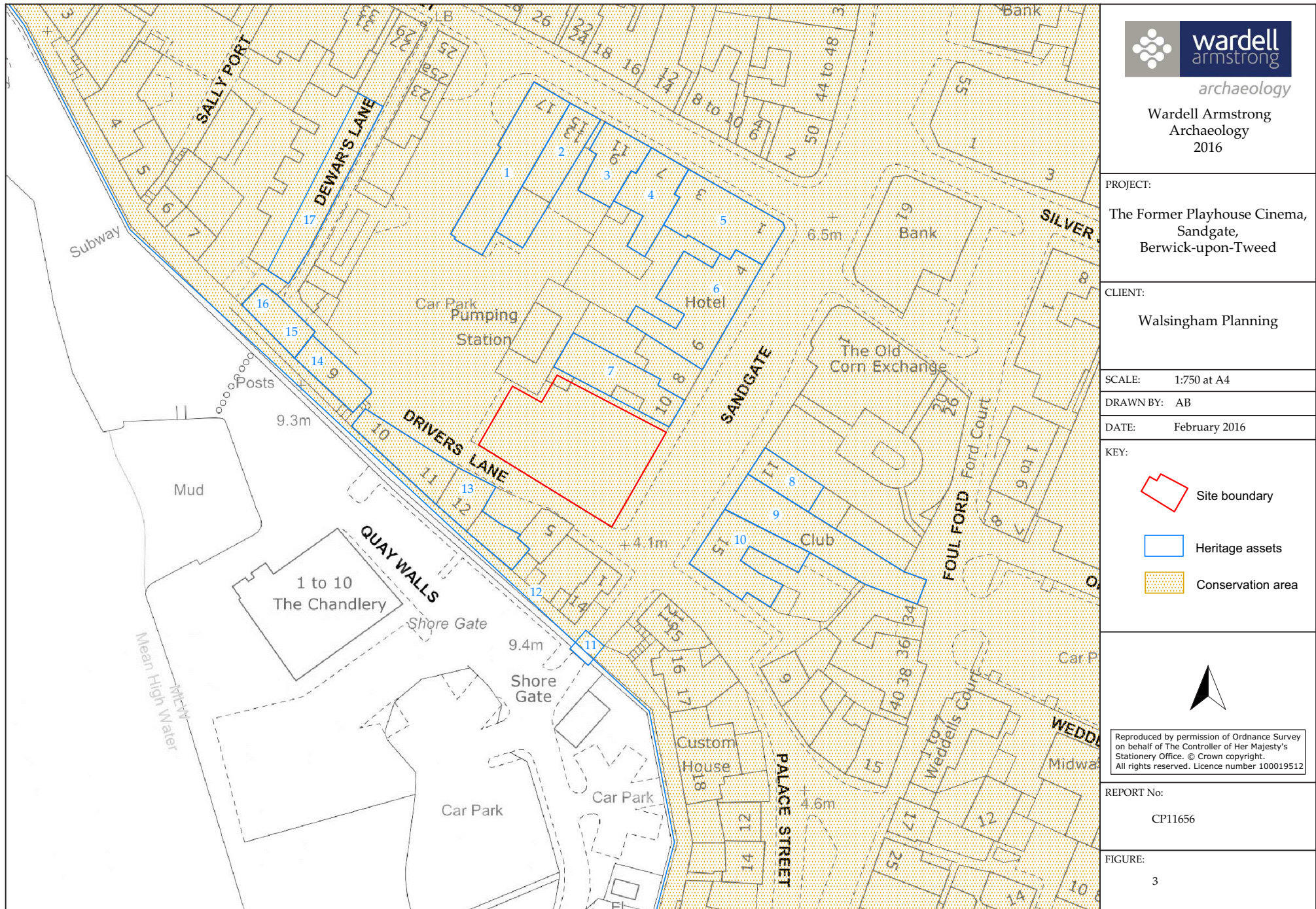
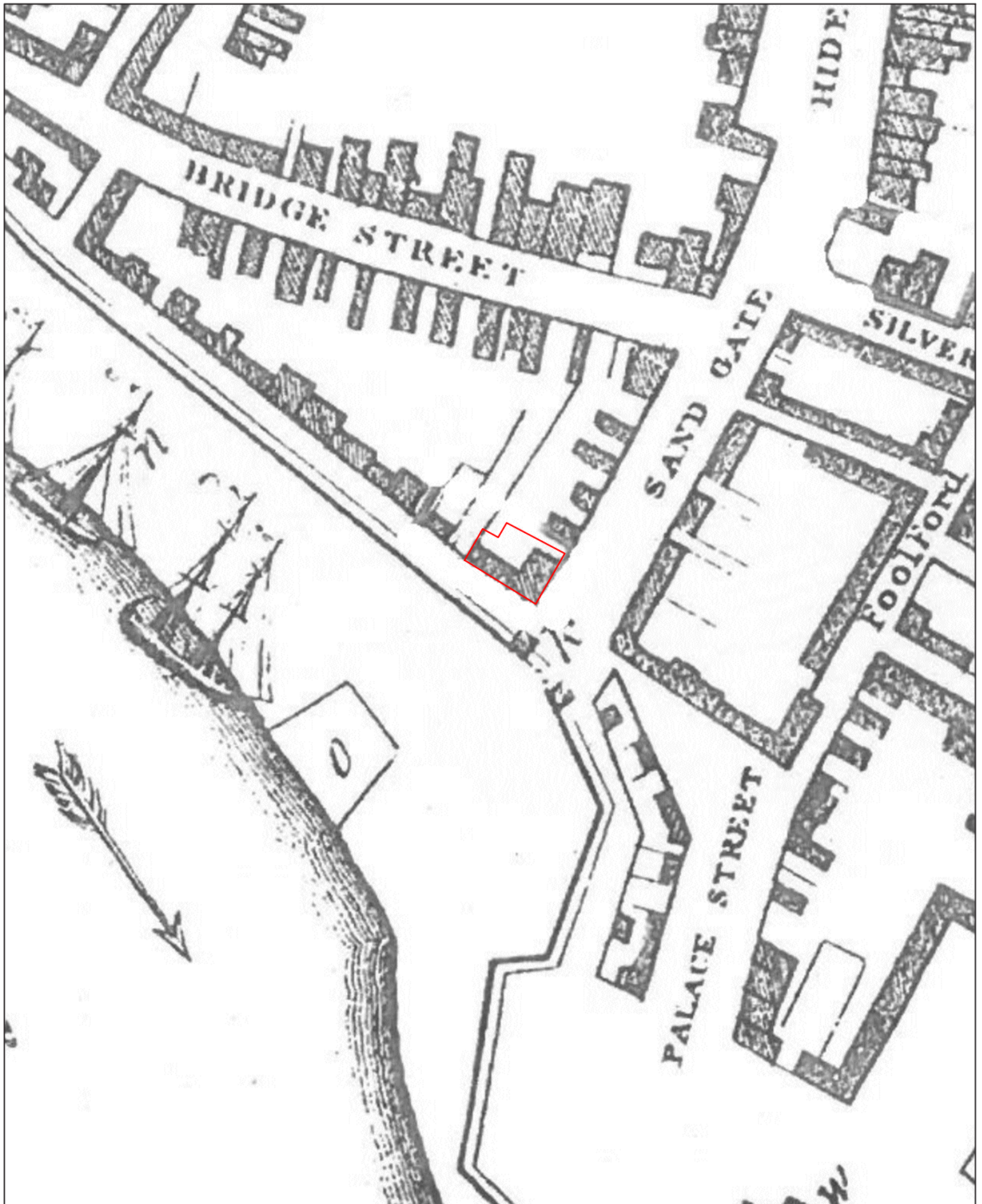


Figure 3: Location of heritage assets.






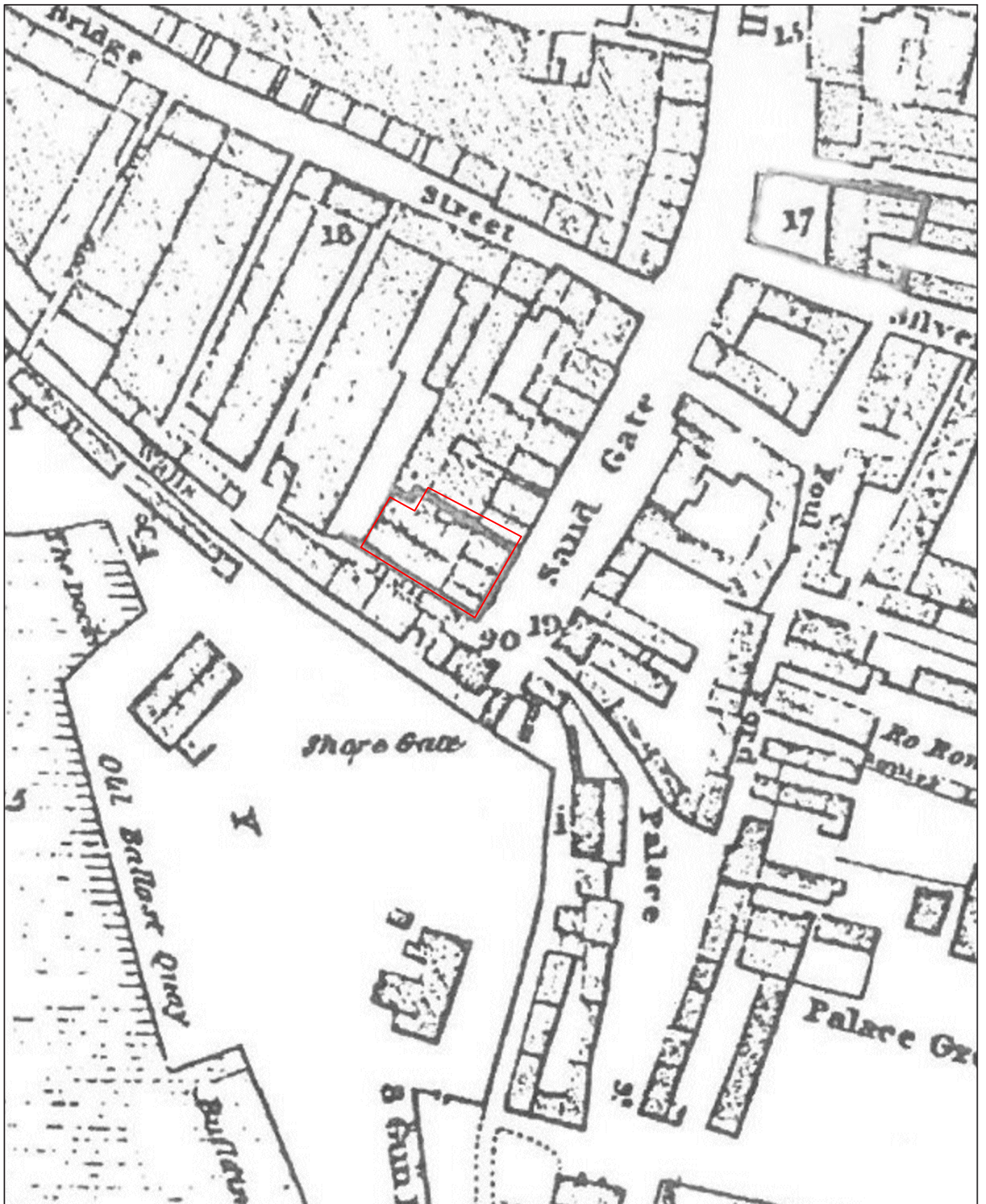
 <p>Wardell Armstrong Archaeology 2016</p>	<p>PROJECT: The Former Playhouse Cinema, Sandgate, Berwick-upon-Tweed</p> <p>SCALE: c.1:2,00 at A4</p> <p>REPORT No: CP11656</p> <p>CLIENT: Walsingham Planning</p> <p>DRAWN BY: AB</p> <p>DATE: February 2016</p> <p>FIGURE: 4</p>	<p>KEY:</p>  Site boundary	
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Figure 4: Scott's Plan of Berwick, 1799.






 <p>Wardell Armstrong Archaeology 2016</p>	<p>PROJECT: The Former Playhouse Cinema, Sandgate, Berwick-upon-Tweed</p> <p>SCALE: c.1:1,250 at A4</p> <p>REPORT No: CP11656</p> <p>CLIENT: Walsingham Planning</p> <p>DRAWN BY: AB</p> <p>DATE: February 2016</p> <p>FIGURE: 5</p>	<p>KEY:</p>  Site boundary	
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Figure 5: Wood's Plan of Berwick, 1822.

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SCALE: 1:1,000 at A4

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FIGURE:

6



Figure 6: First Edition Ordnance Survey Map, 1855 (10 feet to 1 mile scale).

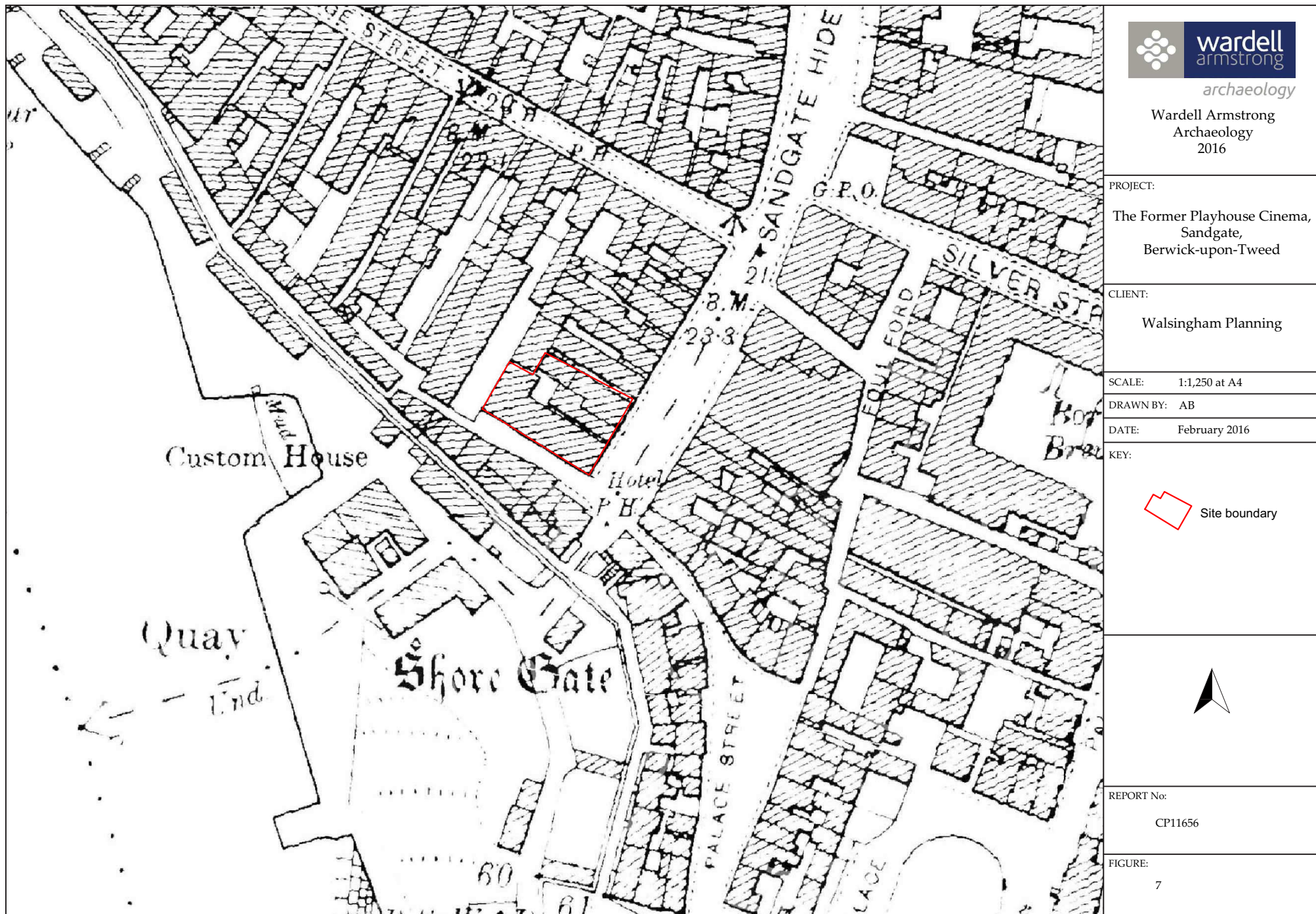
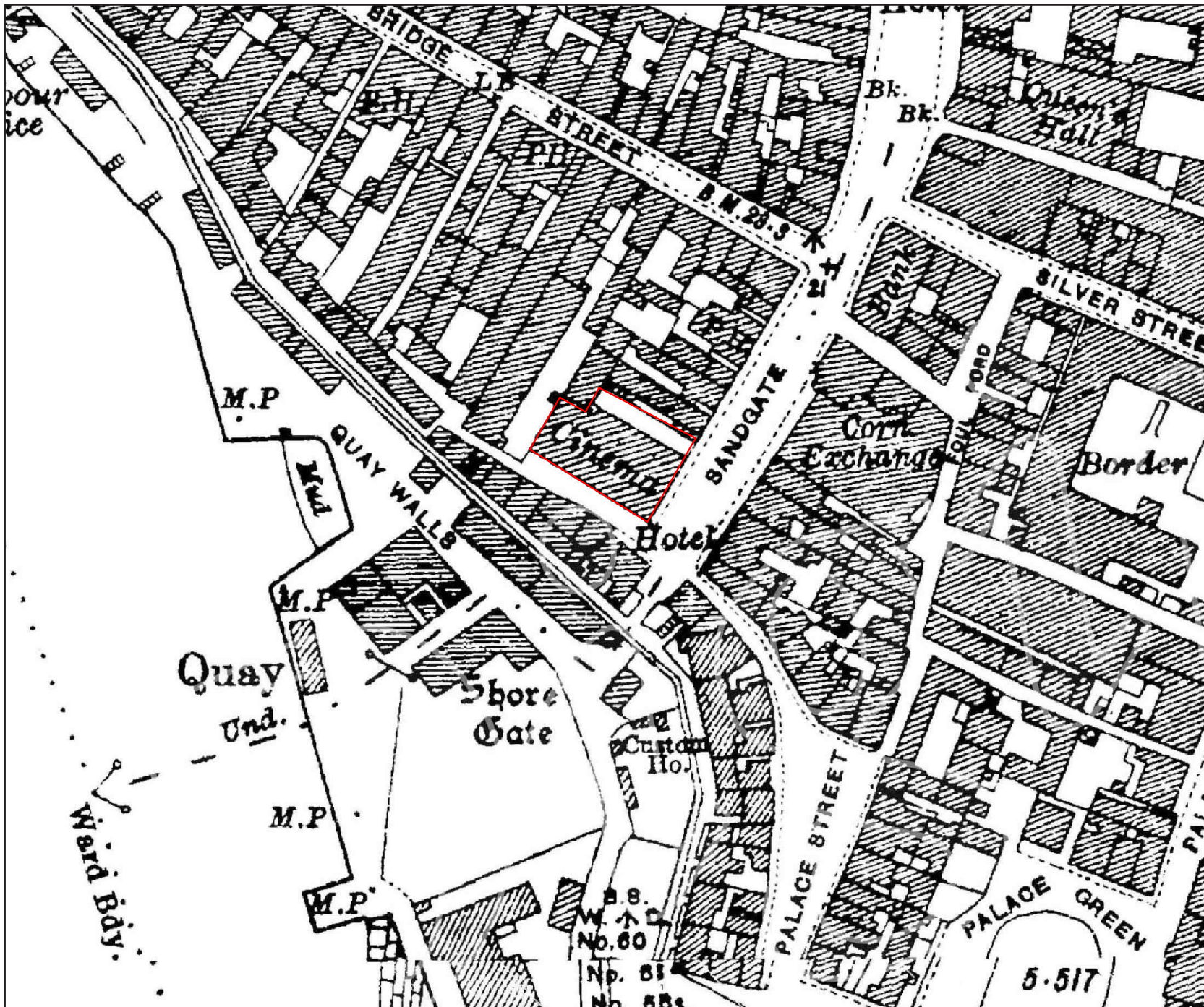


Figure 7: Second Edition Ordnance Survey Map, 1898 (25 inches to 1 mile scale).



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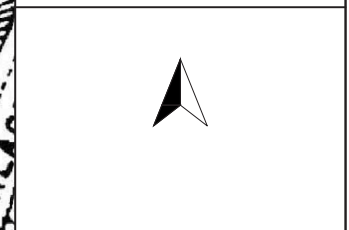
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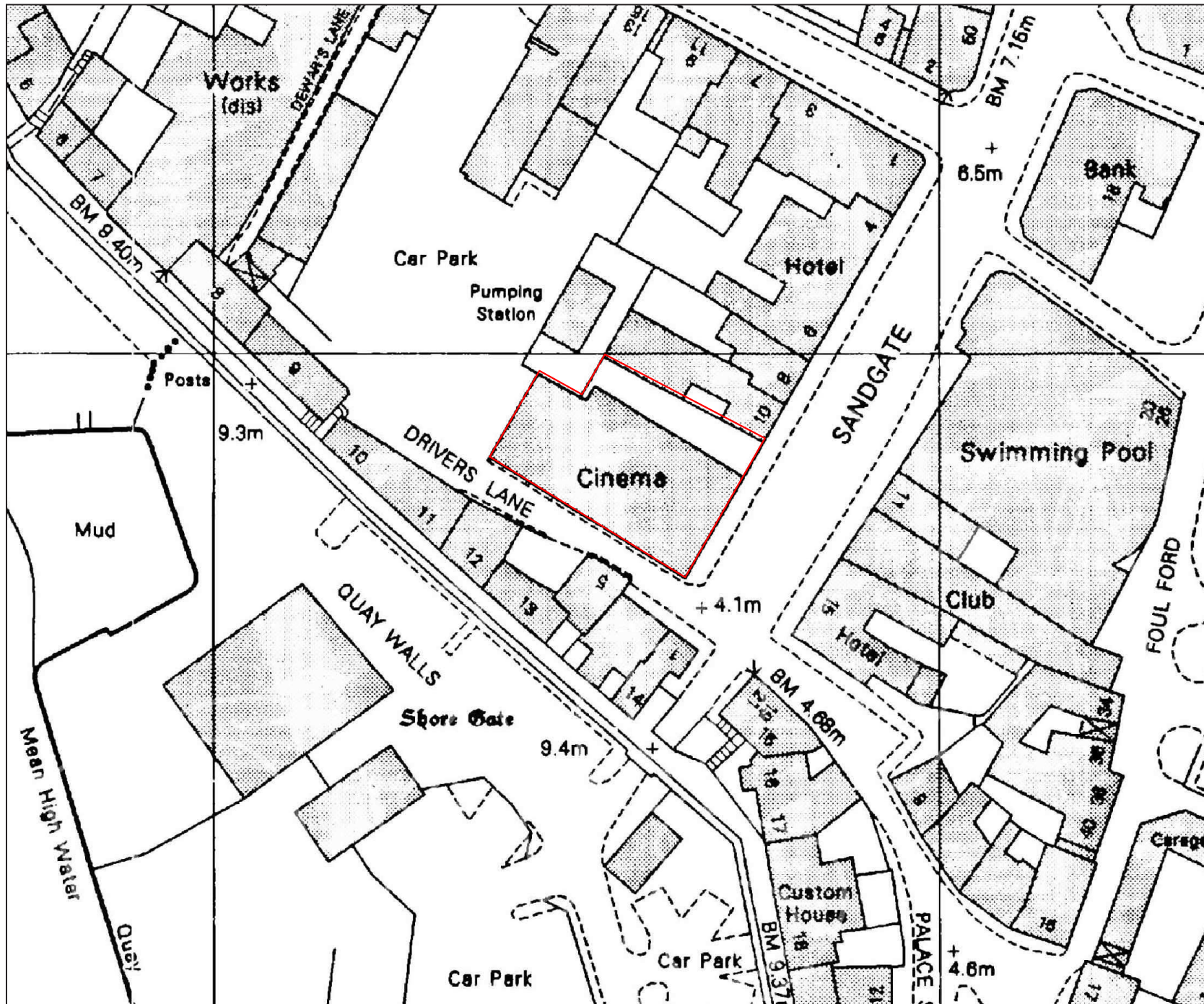
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FIGURE:
8

Figure 8: Third Edition Ordnance Survey Map, 1924 (25 inches to 1 mile scale).



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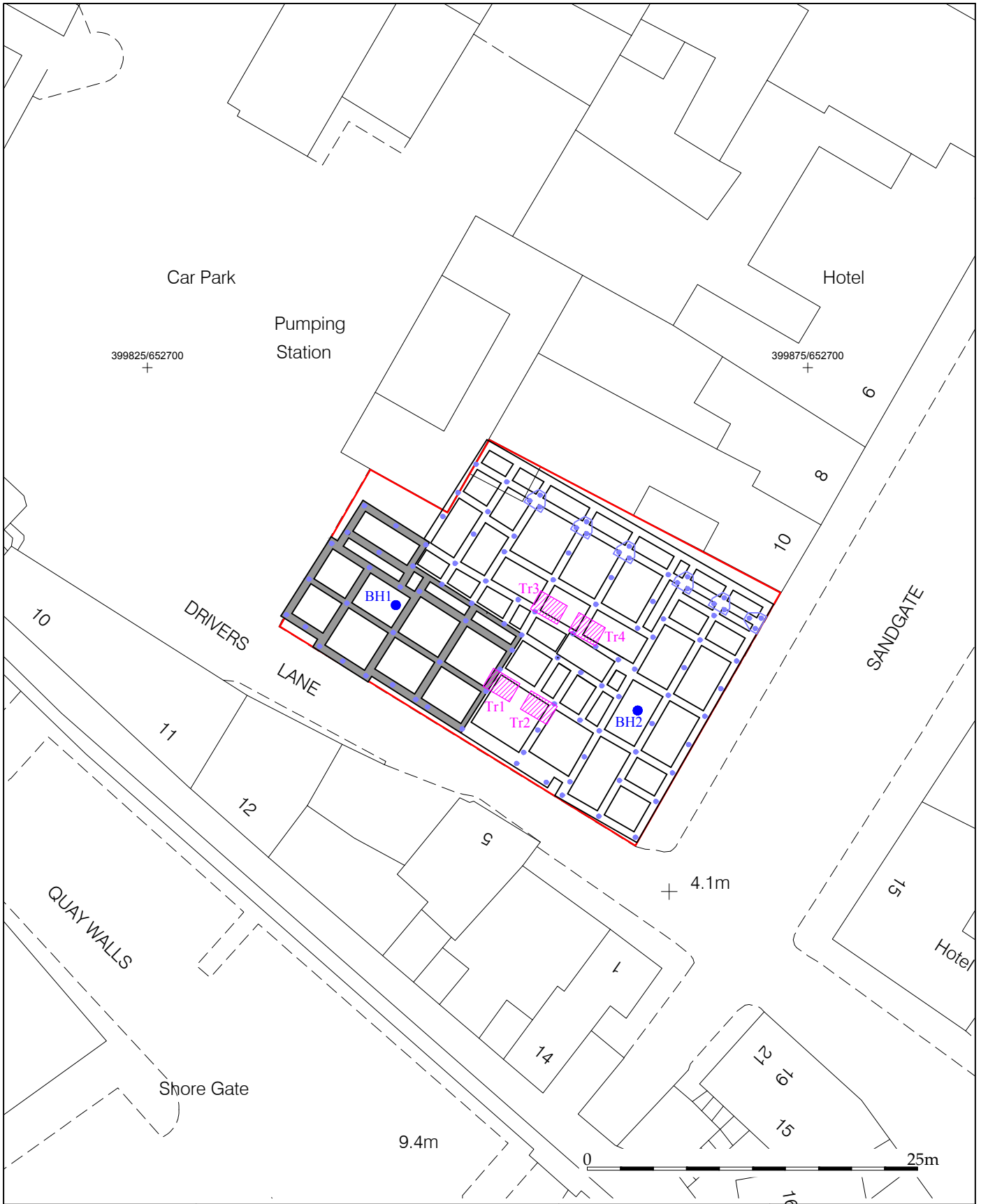

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FIGURE:
 9




Figure 9: Ordnance Survey Map, 1989.




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KEY:

-  Site boundary
-  Evaluation trenches (2006)
-  Boreholes (2015)

Proposed ground beams:

-  High level ground beams
-  Low level ground beams
-  Piles



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Figure 10: Location of evaluation trenches (2006) and boreholes (2015).

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