

Gateshead Quays

Environmental Statement (April 2020)

Volume 2

Appendices to Chapter I - Built Heritage

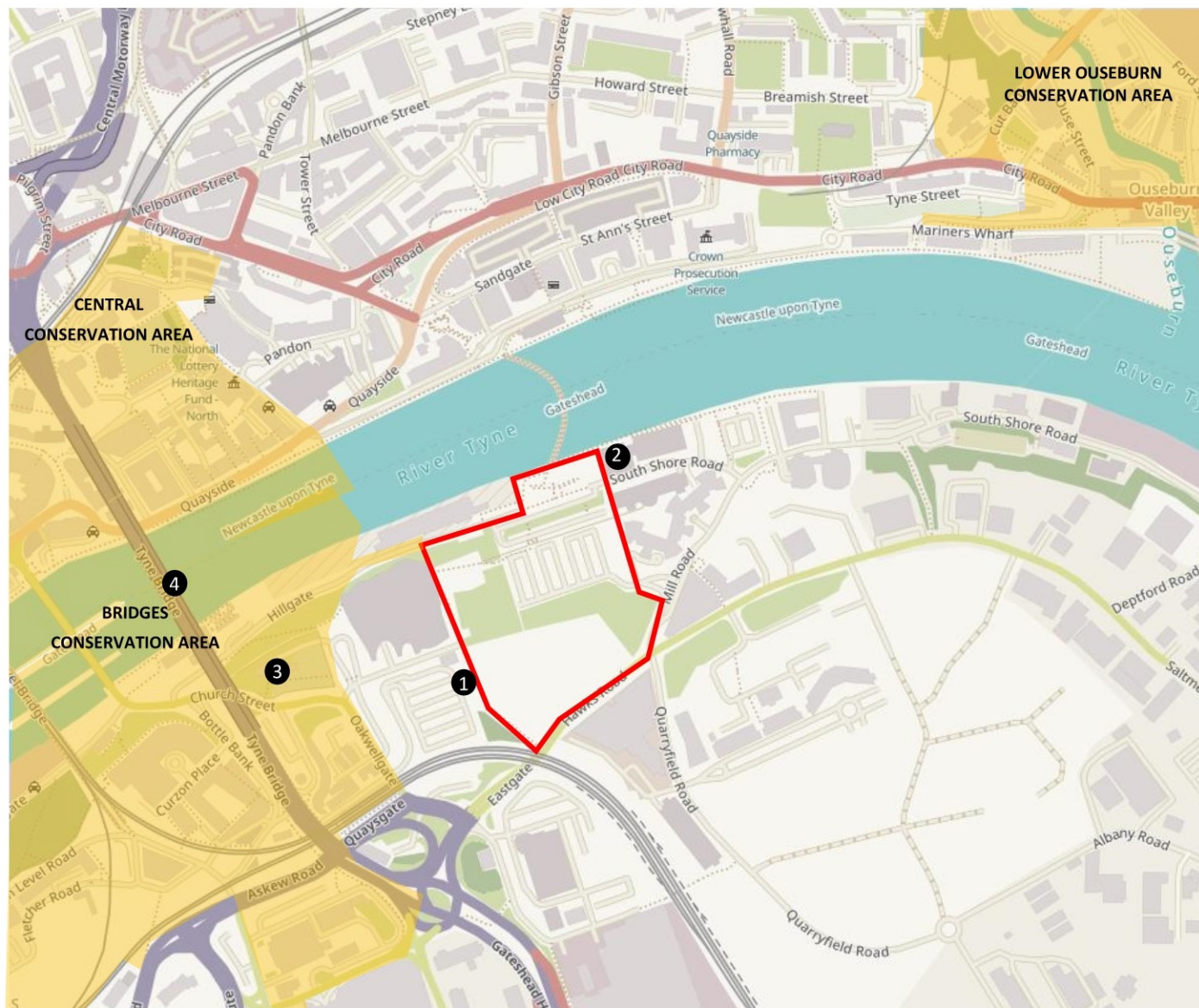
- Appendix I1: Map of heritage assets assessed
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Appendix I1

Map of heritage assets assessed

Heritage Asset Map

Site boundary marked in red, conservation areas shaded yellow and heritage assets numbered as follows: 1. Coal Drops, 2. BALTIC, 3. St Mary's Church, and 4. Tyne Bridge.



Appendix I2

Heritage Impact Assessment

Gateshead Quays Heritage Impact Assessment

Ask Patrizia (GQ) LLP

March 2020

LICHFIELDS

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1.0

Introduction

- 1.1 This Heritage Impact Assessment (HIA) has been prepared by Lichfields on behalf of Ask Patrizia (GQ) LLP. It accompanies a full planning application for a major mixed-use development on land at Gateshead Quays, Mill Road, Gateshead, ('the site'). The proposal is for the erection of a multi-functional indoor arena, exhibition and conference centre and dual-branded hotel with supporting retail and leisure uses.
- 1.2 This HIA considers the effects on the significance of surrounding above-ground heritage assets. The site is situated on the south bank of the Tyne and is accessed from Hawks Road to the south and South Shore Road to the north. It is within 100 metres of the Bridges Conservation Area, which lies to the west of the site. Newcastle's Central Conservation Area lies 350 metres to the north-west of the site and the Lower Ouseburn Conservation Area is 600 metres to the north-east. The coal drops (grade II), BALTIC Centre for Contemporary Art (locally listed), St Mary's Church (grade I) and the Tyne Bridge (grade II*) are within the immediate vicinity of the site.
- 1.3 The report focuses on the indirect effects of the proposal on the coal drops and the indirect effects on the BALTIC, St Mary's Church, Tyne Bridge, and the Bridges, Newcastle Central and Lower Ouseburn Conservation Areas.

Methodology

- 1.4 This report identifies above-ground heritage assets that may be affected by the proposed development. In accordance with paragraph 189 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.
- 1.5 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.
- 1.6 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 in the surrounding 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 or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
- 1.7 The approach to considering the effect of changes to setting upon significance has been carried out in accordance with Historic England's advice in *The Setting of Heritage Assets*, GPA3, Dec 2017, and *'Managing Significance in Decision-Taking in the Historic Environment'*, 2015. This 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).
- 1.8 The assessment of significance and the potential effects of the proposed development have been undertaken using desk-based study and fieldwork to confirm the visual role of the application site in the setting of the heritage assets. This has considered the National Heritage List for England, the character appraisals for the Bridges, Newcastle Central and Ouseburn Conservation Areas, relevant mapping, plans and documents in the Historic Environment Record to identify heritage assets that may be affected by the proposals.

2.0 The site and surroundings

- 2.1 The application site is a prominent gap site within the Gateshead and Newcastle Urban Core, currently partly used as a surface car park between the BALTIC Centre for Contemporary Art and the Sage. It occupies an elevated position comprising upward level changes from north to south across the site. South Shore car park occupies the northern section of the site, which is separated from the rest of the site by a retaining wall beyond which lies Mill Road car park. To the south is a grassed area with an area of hardstanding beyond. There are no buildings or structures on the site. The site is not within a conservation area. The site presents a major opportunity to progress the regeneration of Gateshead Quays and the ongoing revitalisation of the riverfront.

Surroundings

- 2.2 The area has experienced significance regeneration and change over the last 20 years with new cultural and leisure venues and landmarks being constructed along Gateshead Quays. This has transformed the former industrial area into an iconic waterfront. The development will be the latest addition to the ambitious regeneration of the area and deliver a major leisure-led development on a key parcel of land.
- 2.3 The site is bounded as follows:
- a To the north by South Shore Road and the River Tyne with Newcastle Quayside and Newcastle Central Conservation Area beyond with the historic centre of Newcastle sitting on higher land to the north west;
 - b To the east by the BALTIC Centre for Contemporary Art and surrounding hotel and residential buildings, with the Lower Ouseburn Conservation Area located to the north-east of the Tyne;
 - c To the south the site is bound by Hawks Road and beyond which lies Gateshead College; and
 - d To the west is Sage Gateshead and associated car parking with the Bridges Conservation Area, St Mary's Church and the Tyne Bridge beyond.

Scoping

- 2.4 As recommended by Historic England in their guidance on the setting of heritage assets (GPA3), the initial step in the assessment process is to identify which heritage assets and settings might be affected by the proposed development.
- 2.5 The grade II listed coal drops are located immediately outside the site's western boundary and there is potential for significant effects on this heritage asset due to the high degree of change proposed opposite the structure. These effects are therefore also considered within an ES chapter on Cultural Heritage. This asset has been scoped into the HIA on this basis.
- 2.6 This HIA has been prepared to permit the Council to fulfil their commitments under S.65 of the Planning (Listed Buildings and Conservation Areas) Act 1990 for those assets where there may be impact on their heritage significance, but this is not expected to be a "significant effect" requiring the inclusion in the ES chapter.
- 2.7 A Zone of Theoretical Visibility (ZTV) has been prepared to illustrate the geographical area that the development could be seen within. This is based on the proposed development with buildings ranging up to 65m AoD.

- 2.8 Analysis of this ZTV, combined with fieldwork, has been used to identify which heritage assets outside of the site boundary could maintain a visual relationship with the proposed development. The assets which, based on the analysis of the ZTV, could maintain a visual relationship with the building have then been considered individually to identify those which are most sensitive to change, as recommended by Historic England. The list of heritage assets thus identified was shared with Gateshead City Council for consultation and a final list has been drafted taking in board their response.

Assessment

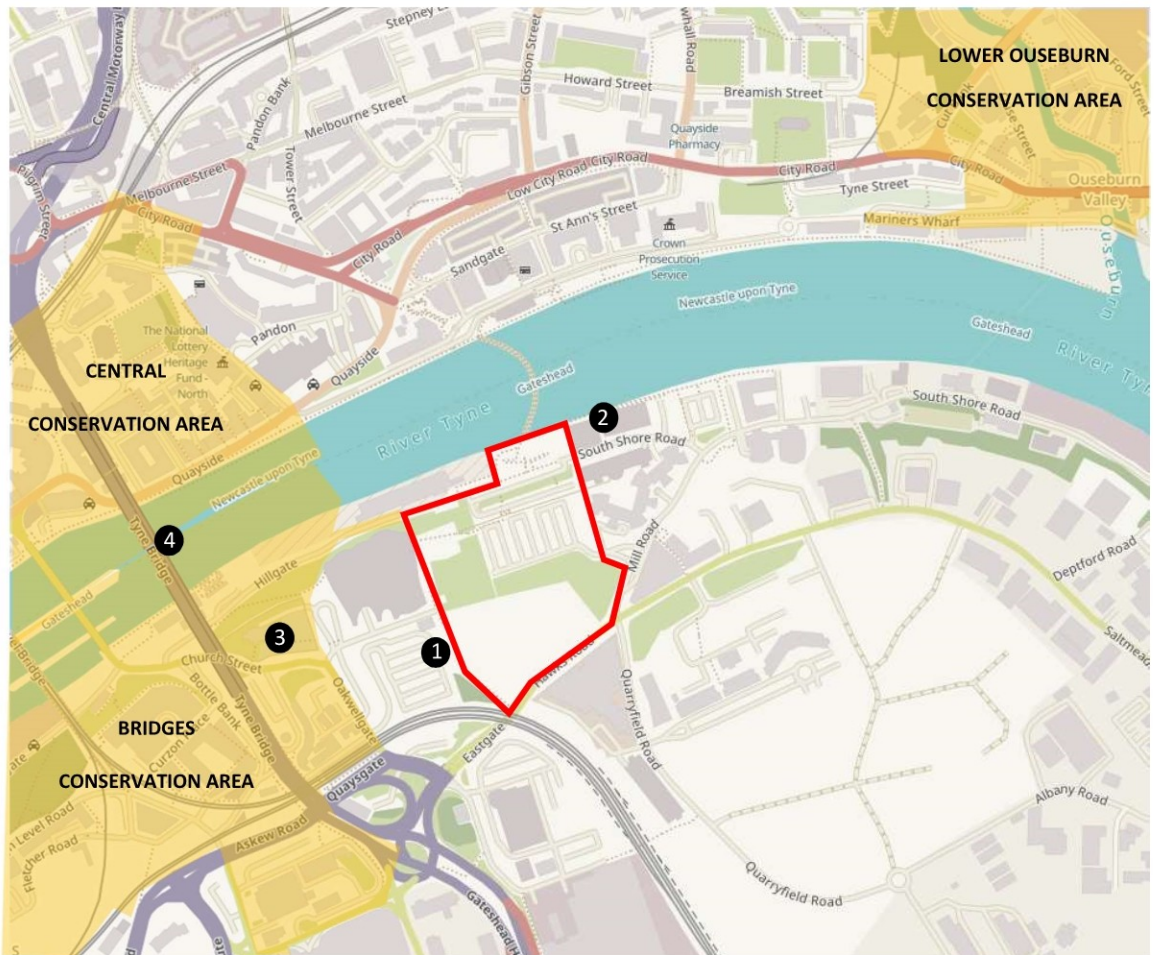
- 2.9 The ZTV covered a radius of 2km from the centre of the site. This shows that the proposed scheme has theoretical inter-visibility with numerous heritage assets within the 2km radius. It is apparent that given the proposed height of the building, views of the development may be possible for some distance. The surrounding designated heritage assets located within a 2km radius of the site, which have the potential to maintain a visual relationship with the proposal, can be identified using the ZTV map. Given the urban context and nature of the proposals, visual impact is the key in relation to setting. Matters such as noise, smell or other factors that can affect the appreciation of heritage assets are not considered to be determinative in this instance.
- 2.10 Given the extensive zone of theoretical visibility (ZTV) of the proposed development, the densely developed character of the Newcastle and Gateshead Urban Core, and the large number of heritage assets this would contain, we have sought to provide a proportionate approach to the assessment and focus on those with the strongest visual relationship to the site. Given the historic and existing urban context, the introduction of an additional building at Gateshead Quays would be consistent with the existing and emerging landscape.
- 2.11 The following heritage assets were initially scoped in after being verified by fieldwork and agreed with Gateshead Council at a meeting in June 2019:

Table 2.1 Heritage assets assessed in this report

No.	Name of Asset	Grade	List Entry No.	Distance from Site Boundary
1	Coal drops	II	1248565	0m
2	BALTIC Centre for Contemporary Art	Locally listed	-	60m
3	Bridges Conservation Area	-	-	140m
4	St Mary's Church	I	1248544	190m
5	Tyne Bridge	II*	1248569	300m
6	Newcastle Central Conservation Area	-	-	300m
7	Lower Ouseburn Conservation Area	-	-	500m

- 2.12 A scoping note was sent to Gateshead Council in 2019 on this basis and Gateshead agreed that the potential heritage impacts had been appropriately considered in our scoping. This HIA has been prepared in accordance with the Council's response.
- 2.13 It is not considered that there are any other heritage assets that would be affected by the proposed development.

Figure 2.1 Heritage Asset Map – Site boundary marked in red, conservation areas shaded yellow and heritage assets numbered as follows: 1. Coal Drops, 2. BALTIC, 3. St Mary's Church, and 4. Tyne Bridge.



Source: Lichfields

3.0

Historic development

19th Century

3.1

Rope making was the dominant industry along the riverside until the late 1830s and occupied the northern part of the site. The Haggie Brothers owned the largest of the rope makers and their operations in and around the site included a timber yard, saw mill and open rope walk on the south side of South Shore Road. They specialised in making steel wire ropes for colliery winding engines. It was one of the largest employers in Gateshead in the 1850s. During the 1880s and 1890s the site was surrounded by industrial uses associated with the ropery, as well as iron warehouses, limekilns and gasworks. However, it was Abbot and Company's Park Iron Works complex, built in 1834, that occupied the majority of the site, with the Maiden's Walk Coal Drops to the south-west. By 1889 the Park Iron works employed over 2000 people and manufactured cranes, steam and hydraulic machinery, and kitchenware. The works were supplied with coal from Maiden's Walk Coal Drops. By 1898, the works had its own internal railway system, connected to the old Oakwellgate Colliery wagonway. The extent of the Iron Works complex is revealed on the OS Map published in 1899.

20th Century

3.2

The Park Iron Works closed in 1909 and by 1913 most of the site was completely cleared of buildings, except for the rope works to the north and the coal drops to the south-west. The scale of change on the site is revealed by the OS Maps published in 1921 and 1946. In the late 1930s part of the site was redeveloped for a new machine tool works built close to the coal drops on Hawks Road. A large wire rope works was also built to the south of South Shore Road marking the expansion of the 19th-century rope works buildings on the northern edge of the site. This marked the shift of rope making away from the riverside onto higher ground and by 1940 the quayside had been cleared of buildings associated with rope making. Much of the site between the rope works and the machine tool works remained vacant until the 1950s when the space was occupied by loading platforms for the ropery. The area remained dominated by industrial uses in the 1950s with warehouses and factories surrounding the site, including the Baltic Flour Mill (completed in 1950).

3.3

By the 1960s and 1970s new buildings had been constructed on the quayside, including an enlarged print works and a new GPO sorting office. The machine tool works on Hawks Road had also expanded and new warehouses and depots had been constructed in the vicinity of the site. However, the industrial uses in the area experienced significant decline from the 1980s onwards, leading to the closure of factories, warehouses and the Baltic Flour Mill. This left much of the area in a derelict condition.

21st Century

3.4

Gateshead Quayside was comprehensively redeveloped as part of the wider regeneration of the riverfront from the late 1990s. This regeneration included the construction of the Millennium Bridge, the Sage and the conversion of the former Baltic Flour Mill into a gallery for modern art. In 2002 new apartments were constructed to the south and east of the former Baltic Flour Mill, followed by a hotel on the site of former warehouses and factories on the riverfront. The application site did not benefit from the initial phase of regeneration and instead the site of the former rope works was turned into a surface car park to serve the new tourism and leisure venues. The buildings occupied by the machine tool works on Hawks Road were still in operation in 2001 but had been demolished by 2015. The site southern portion of the site has remained vacant since then.

Figure 3.1 Aerial photograph of the site taken in 1936, facing north



Source: Britain from Above

Figure 3.2 Aerial photograph of the site taken in 1936, facing west



Source: Britain from Above

Figure 3.3 Aerial photograph of the site taken in 1946, facing north



Source: Britain from Above

Figure 3.4 Aerial photograph of the site taken in 1946, facing north-west



Source: Britain from Above

Figure 3.5 OS Map Surveyed 1894 | Published 1899



Figure 3.6 OS Map Surveyed 1913 | Published 1921



Figure 3.7 OS Map Surveyed 1938 | Published 1946



4.0 **Heritage legislative and policy context**

Statutory legislation

- 4.1 The heritage statutory test for the proposal is s.66(10) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 ('the 1990 Act') which provides protection for buildings and area of special architectural or historic interest. As the site is not located within a conservation area, S.72 (1) is not applied.
- 4.2 The statutory Development Plan for the site relevant to this assessment is the Newcastle Gateshead Core Strategy and Urban Core Plan (2015) and the saved policies of the Gateshead Unitary Development Plan (2007). The relevant policies relating to heritage assets comprise:
- a Core Strategy Policy QB2 (Gateshead Quays Key Site);
 - b Core Strategy Policy UC12 (Urban Design);
 - c Core Strategy Policy UC13 (Respecting and managing views within, from and into the Urban Core);
 - d Core Strategy Policy UC14 (Heritage);
 - e Core Strategy Policy CS15 (Place making);
 - f Gateshead Unitary Development Plan Policy JE5 (Tourism development); and
 - g Gateshead Unitary Development Plan Policy STR16 (Protection of natural and historic assets).

Material considerations

- 4.3 Key material considerations include the NPPF (February 2019); National Planning Practice Guidance (July 2019); relevant Historic England guidance; Bridges Conservation Area Character Appraisal (April 2013); Newcastle Central Conservation Area Character Appraisal (May 2001); Lower Ouseburn Conservation Area Character Appraisal (October 2000); Gateshead Quays Development Framework SPD (January 2020) and Gateshead Placemaking SPD (2012).

Key issues

- 4.4 Having regard to the above, the key tests against which the development must be assessed are:
- 1 Is the proposal appropriate to the site and surroundings? Does the proposal deliver a high-quality design that relates positively to local character and distinctiveness and respects the surrounding historic environment? (NPPF, paragraphs 127, 185, 192; Saved Policies JE5 and STR16; Policies UC13, UC14 and CS15 of the Newcastle Gateshead Core Strategy and Urban Core Plan).
 - 2 Does the proposal conserve and not harm the significance of the identified heritage assets? Would the overall effect alter the setting of the assets in a manner which would result in substantial or less than substantial harm to the significance of the assets? (the 1990 Act, s.66(1); NPPF, paragraphs 192-196; Saved Policies JE5 and STR16; Policies UC13, UC14 and CS15 of the Newcastle Gateshead Core Strategy and Urban Core Plan).
- 4.5 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 must 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

5.0

Assessment of the proposal and its effects on significance

Figure 5.1 Proposed development looking south from Newcastle Quayside



Source: Vantage Point Photos

Figure 5.2 Proposed development looking east from Gateshead Quayside



Source: Vantage Point Photos

The existing character of the site and surroundings

5.1

A detailed appraisal of the site and surroundings is set out in accompanying Design and Access Statement and in Section 2. The special interest of the Conservation Areas is also described in their respective character appraisals. For the purpose of this assessment, key features defining the surroundings are summarised below:

- 1 **Form and Layout** – The form and layout of the site and the surrounding area is characterised by large areas of vacant land around Gateshead College and on the application site, which is also partially in use as a surface car park. The land rises from the river up towards Hawks Road on a series of terraces. The site's elevated position and lack of buildings leaves it visually exposed. Large landmark buildings occupy the sites by the riverside, including the Sage Gateshead and the BALTIC, whilst the buildings of Gateshead College establish a building line along Hawks Road to the south. The hotel and apartments that surround the BALTIC to the south and east contrast with the emptiness of the gap site and its surface car parks.
- 2 **Architecture and Style** – A series of landmark buildings in a variety of styles have been constructed along the Gateshead Quayside, most of which date from the 20th century and 21st centuries. These range from the Art Deco influenced BALTIC to the modern structures of the Sage and the Millennium Bridge, through to the historic remains of the Maidens Walk Coal Drops. There is no coherent or unifying architectural style, although the colour palette and scale of the BALTIC has influenced the design of the Gateshead Quays apartments. The site is a largely featureless gap site that contrasts unfavourably with the surrounding landmarks and architecture.
- 3 **Materials** – There is no formality or uniformity in the use of materials and detailing. The predominant materials are red and yellow brick, concrete and steel as seen on the BALTIC and the plate glass and stainless steel of the Sage. In other places aquamarine coloured glass and cladding can be found at the Millennium Bridge, HMS Calliope, the Sage Gateshead car park and through the buildings of Gateshead College.
- 4 **Roofscape** – The roofscape is defined and dominated by brick and steel turrets of the BALTIC and the curved, undulating glass roof of the Sage, although the sloping roofs of the apartment blocks at Gateshead Quays add complexity and variety to the roofscape around the BALTIC. The application site does not contribute to the roofscape.
- 5 **Details** – the modern style of the architecture and former industrial use of the BALTIC means that detailing is kept to a minimum, but the innovative use of glass, brick and concrete and the large scale of the buildings are characteristic features of the surrounding area.
- 6 **Landscaping** – There are patches of formal landscaping around the apartments of Gateshead Quays which include trees and hedges which is enclosed by metal railings. Other areas of green space have developed to the south and west of the surface car park, with trees concealing the vacant hardstanding to the north of the site.

The proposed design

5.2

The proposed design takes advantage of a major opportunity to regenerate the Gateshead Quays area by delivering a landmark development on a vacant gap site by providing a diverse mix of facilities incorporating hotels, residential, leisure, retail, car parks, conference, exhibition, entertainment and sport offerings to complement the existing cluster and create a world class destination for Gateshead and the North East region.

- 5.3 The indoor events area has been designed with a state-of-the-art bowl shape which will offer both fixed, retractable and removable seating. It will contain an arrival atrium, main event space, changing areas, medical rooms, office space, food and retail concessions, restaurants, executive suites, box office and other functional space for the arena use. It will be of flexible design to accommodate different types of uses.
- 5.4 A 4* hotel brand will face the Tyne and be up to 14no. storeys high, whilst a 3* hotel will be accommodated within a lower building to the rear of the 4* hotel and will be 9no. storeys high.
- 5.5 Hard and soft landscaping is proposed, including a new performance square between the Sage Gateshead and the indoor arena. While the Maidens Walk Coal Drops are not within the site boundary, the landscaping and boundary treatments have been designed to make a feature of the coal drops and will make them more accessible.
- 5.6 The buildings have been designed to incorporate a variety of different materials and colours to break up the mass of the building and provide greater visual interest. The choice of materials and colours reflect the mix of materials that have already been used along the quayside, including at the BALTIC.
- 5.7 The external walls will comprise mesh cladding and pre-cast concrete cladding combined with large areas of plate glass along the north facing elevation. The roof will be partly green to provide bio-diversity and to help with attenuation of rainfall. The pitched roof areas of the concourse will be covered in a reconstituted slate roof system.

Is the proposal appropriate to the site and surroundings? Does the proposal deliver a high-quality design that relates positively to local character and distinctiveness and respects the surrounding historic environment?

- 5.8 The proposal will improve the appearance of the site and the wider environment and increase pedestrian connectivity in the area. The buildings will establish a building line around Mill Road and Hawks Road and provide a development that complements the surrounding modern and historic buildings. The proposed use of the new buildings is also appropriate given the tourism, culture and leisure developments that now define the use and character of the Gateshead and Newcastle Quaysides.
- 5.9 The proposals also comply with the policy QB2 by enhancing the Maidens Walk Coal Drops and the setting of St Mary's Church through enhancements around Oakwellgate, which will respond positively to local character and distinctiveness and respect the historic coal drops and grade I listed church.
- 5.10 When viewed in the context of the existing large, modern buildings on the quayside, the proposed development is appropriate. The site reads as a part of the 20th century developments and regeneration that has transformed Gateshead's quayside of the last 20-30 years. The site and the surrounding buildings appear physically and visually distinct from the Conservation Areas to the north of the Tyne and to the west. There are significant differences in scale, mass and materials used in the riverside buildings compared with the much older buildings within the Conservation Areas, and the physical barriers such as the Tyne Bridge and the River Tyne also provide a sense of separation.
- 5.11 The design addresses the site-specific opportunities and constraints with a modern design and corresponds positively to the historic BALTIC building, the modern Sage Gateshead and the wider span of the Tyne Gorge. The design of the 4* hotel element draws strongly upon the verticality, colour palette and regular fenestration of the BALTIC, whilst the extensive use of

glass across the river facing façade relates positively to the Sage. The height and mass of the buildings is appropriate and enables the buildings to sit well within the context, neither dominating the surrounding developments or being overwhelmed by the scale of the adjacent landmarks.

- 5.12 The proposed development supports a strong sense of place to the south of the Tyne, bringing a vibrant and lively use to a site comprising wasteland and surface carparks.

Would the proposal affect the setting and significance of the Coal Drops (grade II)?

Figure 5.3 Coal Drops



Source: Lichfields

- 5.13 *The text for this assessment of the impact on the coal drops largely repeats the EIA cultural heritage chapter text, which focuses on this heritage asset.*

Significance

- 5.14 The coal drops were built c.1840 and are closely associated with Brandling Junction Railway. The coal drops are constructed from coursed squared stone. Eleven tall bays whose walls supported a railway track above. Stout timber butt purlins at four levels supported sloped timber chutes for dropping coal into wagons below.
- 5.15 The structure historically supported a railway track from Oakwellgate Station and is thought to have provided a direct outlet for selling coal and lime within Gateshead rather than providing an onward connection to the River Tyne.
- 5.16 Coal drops developed alongside the railways to allow coal to be discharged from chaldron wagons, which were commonly used in the north east of England. They were an extremely efficient way of unloading large amount of coal very quickly and with minimum manual handling.

- 5.17 The coal drops were served from the Brandling Junction Railway to the west of the site boundary which in turn was connected to the Oakwellgate Colliery Waggonway. In addition to the coal sent through the drops, coal was also delivered from the Brandling Junction Railway via a turntable and elevated spur over Maiden's Walk the Abbot & Co Gateshead Park Iron Works. This connection to iron manufacturing ceased when the Gateshead Park Iron Works complex closed in 1907.
- 5.18 The coal drops are important as a regionally distinctive element of a historic goods yard and serve as artefacts that explain the evolution of wagon design and freight handling in the north east during the Industrial Revolution. The stone walls are now all that survives from the coal drops and Oakwellgate Station. They have historic and architectural value. It is listed as a rare and interesting industrial survival with some architectural pretension.

Setting

- 5.19 The setting of the coal drops at Maidens Walk has been completely transformed as a result of deindustrialisation throughout the 20th century and the more recent regeneration of Gateshead Quayside. The Brandling Junction Railway and the Abbot & Co Gateshead Park Iron Works which formed an integral part of the Coal Drops' context were lost and the wider industrial character of the area has also been largely replaced by cultural, educational and residential uses. Immediately to the east of the coal drops is a historic cobbled road surface constructed from granite stone setts that makes a positive contribution to the asset's setting. The railway to the south of the coal drops structure is the only element of the wider setting which provides some indication of the historic built environment that existed around the coal drops as well as reinforcing the historic relationship between the coal drops and the surrounding railway infrastructure.
- 5.20 Overall, the setting contributes little to the historic, architectural or evidential significance of the coal drops, except for the cobbled surface of Maiden's Walk and the nearby railway.

The site's contribution to setting and significance

- 5.21 The existing site makes no positive contribution to the setting of the heritage asset, except for the cobbled road surface immediately to the east of the coal drops. Maiden's Walk provides an opportunity to appreciate the form and scale of the coal drops although their function is not readily apparent. Most of the site comprises an area of vacant hardstanding which was left behind after the demolition of industrial units on the site. To the north-east, the site features a surface car park surrounded by patches of grass and trees. The wasteland areas and surface car park do not contribute positively to the setting of the coal drops and do not help to inform the significance of the asset.

Would the overall effect harm its significance?

- 5.22 The proposals will change the setting by introducing new buildings, planting, lighting and infrastructure immediately opposite the coal drops which will have a visual impact on the asset due to the scale and height of the proposed arena, but this will not harm their significance. The development of the site will also re-establish a sense of enclosure along Maiden's Walk which was lost when the industrial units on the site were demolished. The area will likely see greater pedestrian activity in and around the arena associated with the site's new use. The proposed uses also have the potential to generate noise, which will be audible in the surrounding area. The proposed landscaping works and lighting opposite the coal drops will have a minor positive effect on their setting.

- 5.23 The development will become a new feature in the immediate setting of the coal drops, and views of the coal drops will be restricted to the area along Maiden's Walk. The current views of the coal drops across the site are not historically significant and are only possible due to the clearance of industrial buildings from the application.
- 5.24 The proposals will not impact on the key heritage values of the structure which derive from its evidential and historic value. The proposals will not impact on the ability to appreciate the coal drops and their historic significance from their setting.

Would the proposal affect the setting and significance of the Tyne Bridge (grade II*)

Figure 5.4 Tyne Bridge



Source: Lichfields

Significance

- 5.25 The Tyne Bridge is grade II* listed and has architectural and historic interest and group value with other bridges on the River Tyne which, collectively, contribute to an iconic and dramatic river crossing. The varied character and extent of change within its setting is such that it has an ability to accommodate sensitive change without experiencing an effect on its heritage value.
- 5.26 The bridge was built between 1925-28 by engineers Mott, Hay and Anderson and the architect R. Burns Dick. It was constructed by Dorman, Long and Company's bridge division. It comprises a two-hinged steel arch; steel columns to support the road approach spans; granite pylons, the bases solid and the towers concrete with granite cladding. The tall abutment towers have are stripped-Classical with Art Deco influences. They also feature very tall arched recesses on the outer faces, with balconies near the top. At the time of its construction it was the largest single-span steel arch bridge in Britain. It is of historic interest as a forerunner of the larger Sydney Harbour Bridge. The method of construction was innovative and involved the

progressive cantilevering from both sides of the river using cables, cradles and cranes, which was developed for Sydney Harbour but tested first at Newcastle. The bridge is now recognised worldwide for its dramatic design.

Setting

- 5.27 The setting of the bridge is defined by the Tyne Gorge and the group value the bridge has with the High Level Bridge and the Swing Bridge as well as the Millennium Bridge. Taken together they provide one of the most evocative and dramatic river-crossings in England.
- 5.28 The Tyne Bridge's setting extends along the Tyne Gorge and the north/south transport route, which it carries. These are the areas from which the heritage value of the bridge can be best appreciated. The agglomeration of bridges across this part of the Tyne, as well as other prominent/landmark buildings (the BALTIC, Sage, Millennium Bridge), 19th century commercial development and late 20th century offices, apartments and commercial buildings on both sides of the river, give the setting of the Tyne Bridge a varied character and one which is very different to the setting of the Tyne Bridge when it was first built or even just 30 years ago. The Tyne Bridge is not the only prominent structure in the Tyne Gorge and is experienced collectively with other structures as part of the "evocative and dramatic river crossing" described by Historic England.

The site's contribution to setting and significance

- 5.29 Due to the lack of development on the site and position of the Sage between the Tyne Bridge and the site, the site is largely concealed from view and makes no contribution to the setting or the significance of the Tyne Bridge.

Would the proposals harm its significance?

- 5.30 The proposed development would introduce a new feature within the setting of the Tyne Bridge. At 65m AOD, its highest point will be higher than the Tyne Bridge though the tallest elements are situated within the southern part of the site and away from the edge of the River Tyne. Though the setting of the Tyne Bridge makes an important contribution to its heritage value, the extent of change and varied character of its setting results in a high ability to accommodate change.
- 5.31 Given the context in which the Tyne Bridge is experienced and the nature of the development proposal, the scheme would not harm the significance of the heritage asset.

Would the proposal affect the setting and significance of the BALTIC (locally listed)?

Figure 5.5 BALTIC



Source: Lichfields

Significance

- 5.32 The Baltic Flour Mill was built c.1950 as a grain silo and for the production of flour and animal feed for Joseph Rank Limited. Construction began in the late 1930s, but this had to be halted during the Second World War until 1948. The warehouse originally attached has since been demolished and the Baltic Flour Mill closed in 1982. Since the early 2000s it has been used as the BALTIC Centre for Contemporary Art. It is of historical and architectural interest both as a remnant of Tyneside's industrial past and an icon of the regeneration of the area from the 1990s.
- 5.33 The building's position on the river clearly articulates its original function, but other parts of the milling operation such as the warehouses have been demolished, decreasing its evidential value. The mill acted as a model for subsequent mills built by Joseph Rank Ltd under a post-Second World War reconstruction programme, including the Clarence Flour Mill in Hull. The only remaining part of the Baltic factory, the silo building, was designed by Mouchel and Partners, who also built the earlier Cooperative Warehouse on the opposite side of the river. The building also has aesthetic value due to its scale, solidity and robustness coupled with the sensitive modern redevelopment of the building.

Setting

- 5.34 The Gateshead Quayside has been transformed since the late 1990s with the development of the Sage and the Millennium Bridge. The wider setting includes large areas of brownfield land and

industrial buildings, some derelict along the river front. Baltic Square, at the base of the building near the Millennium Bridge, also holds importance for its views, recognised in the Tyne Gorge Study (2003). The study also recognises the building as a major landmark of the Tyne Gorge due to its prominence on the riverside.

The site's contribution to setting and significance

- 5.35 The site has no historic relationship with the BALTIC and while the site is visible it currently makes a no contribution to its setting or the significance of the building. The large areas of car parking are visible alongside the BALTIC and are a negative feature of its setting.

Would the overall effect harm its significance?

- 5.36 The BALTIC sits in an almost wholly redeveloped context and can consequently accommodate sensitive change within its setting without an impact on its heritage value. There is no functional historic connection between the flour mill and the site.
- 5.37 The proposed development will become a new feature in the setting of the BALTIC without interrupting key views from the river and Newcastle. It will be visible from the BALTIC's viewing platform, on the approach to the building and in longer distance views along the Tyne Gorge. The proposals will be characteristic of the existing context which includes the Sage, Baltic Quay apartments and other modern developments in the wider area. There will be no adverse impact on the significance or setting of the BALTIC because of the development.
- 5.38 The significance of the BALTIC is derived from its historical and architectural value, neither of which will be harmed as a result of the proposed developed. The removal of the large swathes of surface carparking and wasteland that occupies the site and the reestablishment of a building line along the Gateshead Quayside will have a beneficial effect on the setting of the BALTIC.

Would the proposal affect the setting and significance of the Bridges Conservation Area?

Figure 5.6 Bridges Conservation Area



Source: Lichfields

Significance

- 5.39 Bridges Conservation Area was designated in 1991. It covers the original town centre of Gateshead, which was once a centre for industry and a focus for housing on the southern bank of the Tyne.
- 5.40 The development of the railway in the 19th century and the construction of the railway in the 19th century and the construction of the Tyne Bridge in the 20th century has resulted in the area becoming increasingly bypassed over time, though the bridges now form an important element of its character and heritage value.
- 5.41 The riverbank area has been largely cleared of historic development. It did not experience the same 19th-century development as Newcastle Quayside and a fire destroyed many earlier buildings on the southern bank of the Tyne in 1854. Modern developments have been constructed in their place.
- 5.42 Elsewhere within the Conservation Area historic buildings survive and illustrate the past layout, function and mix of uses which historically operated in the area, while also contributing to the architectural interest of the area. St Mary's Church is a key landmark.

Setting

- 5.43 The Bridges Conservation Area has an important relationship with the River Tyne; it was due to the river connection that the town was first located within the Conservation Area before moving further south with the construction of the new bridges across the Tyne. The Conservation Area

Character Statement describes views out over the Tyne as being key to its character. The panoramic views across the river to Newcastle are described as creating interesting and ever-changing vistas with rich architectural features and the presence of the landmarks on the opposite side of the river are also recognised.

5.44 Conversely the clearance of much of the development on the Gateshead riverbank and the railway and road network in the area makes it difficult to appreciate the heritage value of the Bridges Conservation Area from the surrounding area. It is best appreciated from within the boundary. The exception is St Mary's Church which is a prominent landmark within the Conservation Area and can be experienced from both the Gateshead and Newcastle sides of the river, as well as the bridges themselves.

5.45 While the setting of the Bridges Conservation Area makes a positive contribution to its heritage value, it has experienced significant change of time and, as a result, is able to accommodate change.

The site's contribution to setting and significance

5.46 The vacant site currently makes no contribution to the Bridges Conservation Area and is largely concealed from view by the Sage and the retaining wall of the Sage car park. There is a very clear sense of physical and visual separation between the conservation area and the site, with the exception of a short stretch of South Shore Road which falls with the boundary of the conservation area and offers some views of the site and the BALTIC.

Would the overall effect harm its significance?

5.47 The proposed development will become a new feature in the setting of the Conservation Area and evident in views from it (Swinburne Road) and towards it (Tyne Bridge). It will be similar in character to the existing setting which is characterised by buildings such as the Sage, BALTIC, Baltic Quay apartments and Trinity Square and, on this basis, there is no potential for significant effects on the value and significance of the Conservation Area or any of the listed buildings. Given the extent of alteration over time both within the conservation area and the surrounding area, it is not particularly sensitive to change.

Would the proposal affect the setting and significance of St Mary's Church (grade I)?

Figure 5.7 St Mary's Church



Source: Lichfields

Significance

- 5.48 St Mary's Church is an important surviving remnant of historic Gateshead, both in terms of its medieval past and later growth. It was largely built in the 14th century but has fragments of Norman work. The chancel was rebuilt in the 19th century, mainly by John Dobson. The building was constructed with sandstone coursed rubble, some squared and has a welsh slate roof. The tower was rebuilt in 1739-40 by George Cansfield in a classical style and is constructed from ashlar and has three stages, with quoins and cornices and clock faces in the second stage. The top stage of the tower is pedimented and has round arched bell openings. The plan of the church is cruciform with naïve aisles, south porch and a projecting tower. The building features 19th century windows but traces of blocked 15th-century windows are visible.
- 5.49 The interior of the church has nave piers that run straight into arcade arches without capitals. There is a complete 17th-century paved floor with carved doors and bench ends. The 15th-century timber roof features moulded beams and joists.
- 5.50 For many years it was the only church in Gateshead. Its significance is derived from its history, its association with John Dobson, the quality of its architectural features and details and its contribution to the landscape along the Tyne Gorge.

Setting

- 5.51 The immediate setting of the church is defined by its graveyard which closed to burials in 1853. The wider setting has been hugely altered and church sits within a setting that is dominated by

the Sage and Tyne Bridge. Much of the churchyard was lost when the Tyne Bridge was constructed in the 1920s. The setting of the church is, therefore, characterised by other modern developments in the wider area and the historic Newcastle Quayside opposite, though it remains a landmark feature of the Tyne Gorge. It has a high ability to accommodate sensitive change within its setting.

The site's contribution to setting and significance

- 5.52 The site's vacant space and surface car parking makes no contribution to the setting or the significance of the church. The close proximity of the Sage and its associated car parking dominates the setting of the church to the east and entirely conceals the site from view.

Would the overall effect harm its significance?

- 5.53 The proposed development will be a new but characteristic feature in the setting of St Mary's Church and will be seen in the context of the Sage and the BALTIC. The arena element of the development will be visible above the Sage car park, but there is no potential for negative impacts on the heritage asset or its architectural and historic significance because of the proposed development. The church will continue to exist in a similar context and the proposal will not challenge its landmark status within the Tyne Gorge.

Would the proposal affect the setting and significance of the Newcastle Central Conservation Area?

Figure 5.8 Newcastle Central Conservation Area



Source: Lichfields

Significance

- 5-54 Central Conservation Area covers most of Newcastle City Centre, including its historic Quayside along to Broad Chare. The area was designated in 1968, with other parts, including the area to the south of Central Station, joining in 2001. It was designated due to the value the city centre holds historically. In relation to the proposed development, the most sensitive area of the Conservation Area is the Quayside, as well as the views from the bridges.
- 5-55 There are currently 116 grade I listed buildings, 137 grade II* listed buildings and 584 grade II listed buildings located in the Central Conservation Area. There are a further 11 scheduled ancient monuments, including the town walls, towers and Blackfriars. 43 sites are locally listed. The layering of development up the Tyne Gorge slopes reflects Newcastle's history and allows different periods of its history to be appreciated, particularly from evaluated viewing places, such as the Tyne Bridge, Gateshead town centre, or tall buildings and high points with the conservation area itself.

Setting

- 5-56 The Tyne Gorge provides a highly important setting for the Central Conservation Area. The contrasting open and green aspect of the surrounding areas such as the Town Moor, Jesmond Dene and the uplands of Gateshead, and looking east towards the Ouseburn, contribute to the sense of destiny and historical layering present in the Central Conservation Area.

- 5.57 The surrounding areas also include historical references to the development of the city, particularly the development outside of the town walls which is significant in understanding Newcastle's history. The Central Conservation Area is also understood in the context of a vast range of contemporary development, such as the Sage, BALTIC and Trinity Square in Gateshead.
- 5.58 The Quayside area of the Conservation Area has a rich character which contributes to its historic and architectural interest. The conservation area boundary is defined to exclude modern development along the Quayside (Law Courts, offices and flats, etc.).

The site's contribution to setting and significance

- 5.59 The site is partially visible from the south-east corner of the Central Conservation Area, but it makes no contribution to the setting and significance of the conservation area. The view from Newcastle Quayside is dominated by the Sage, the BALTIC and the high-rise Gateshead Quays apartments that surround the BALTIC. The Royal Navy's HMS Calliope lies between the BALTIC and the Sage. These surrounding developments largely conceal the site, but surface car parking is visible on the raised terraces and is a negative feature of the conservation area's setting.

Would the overall effect harm its significance?

- 5.60 The proposed development between the BALTIC and Sage will become a new feature in views from within the conservation area (Tyne Bridge and the Quayside) towards Gateshead, though it will complement the existing character of this part of the setting of the conservation area. The proposed development will not harm the significance of the Central Conservation Area. The redevelopment of the vacant site and surface car parking will help to establish a new building line along the quayside to bridge the gap in development between the BALTIC and the Sage. This will have a positive impact on the setting of the conservation area.

Would the proposal affect the setting and significance of the Lower Ouseburn Conservation Area?

Figure 5.9 Lower Ouseburn Conservation Area



Source: Lichfields

Significance

- 5.61 The Lower Ouseburn Valley is located to the north east of Gateshead, formed around the valley of a small tributary to the River Tyne. It was designated as a Conservation Area in 2000 by Newcastle City Council due to the considerable historic and industrial interest of the area.
- 5.62 The Lower Ouseburn Valley was one of the centres of the industrial revolution in Newcastle due to the transportation and trade the river accommodated. Many industries were once located in the area, including confectioners, shipping, mills, iron, glassworks and potteries. These industries were vital to the economic prosperity of the area. Buildings were densely built up along the edge of the river and incorporated slipways and shoring for boats. Although much has been lost, the area retains substantial physical evidence of its industrial past. Surviving industrial buildings and structures (such as the former flax mill, now The Cluny) and their relationship with the river are illustrative of the industries of the past.
- 5.63 The Valley includes one grade II* listed building, the Former Ouseburn School, and nine grade II listed buildings. A further 19 sites in the area are locally listed. It is the character of the grouping of these buildings, clustered around the banks of the Ouseburn, and stepping down the slopes of the valley, which is significant.

Setting

- 5.64 The Conservation Area is surrounded by a mix of uses, predominantly residential, particularly to the north east with the grade II* listed Byker Estate. However, the Conservation Area has a

character which is separate and distinct from these surrounding areas due to its location in a steep sided valley, and the separation provided by railway lines and road bridges.

- 5.65 The valley's significance is enhanced by its green setting and the buildings nestling within this. The valley is experienced from a range of viewpoints as an approach to the city, including dramatic views from the three Byker bridges, as well as more gradual views from entry points into the valley. Areas around the mouth of the Ouseburn are more prominent than the rest of the 'hidden' valley.

The site's contribution to setting and significance

- 5.66 The site currently makes no contribution to the setting or the significance of the Lower Ouseburn Conservation Area and is largely concealed from view by the BALTIC and the Gateshead Quays apartments.

Would the overall effect harm its significance?

- 5.67 The sensitivity of the conservation area's setting to change is relatively low and views out the area are currently characterised by layers of development, much of which is modern.
- 5.68 In relation to the proposed development, the majority of Ouseburn will not experience any change as a result of the proposed development except for the area at the mouth of the Ouseburn at the confluence of the River Tyne. The proposed development will be visible in views out of the Conservation Area from the junction of Ford Street and Walker Road, close to the former Ouseburn School buildings (grade II* and II) although this view does not contribute to the heritage value of the Conservation Area.

Summary of effects

- 5.69 Overall, the redevelopment of the Gateshead Quays site for the proposed development will have a beneficial impact on the appearance of the surrounding area and positive/neutral impacts on the setting of a number of heritage assets outside the site boundary.

Table 5.1 Summary of effects on significance

Heritage Asset	Contribution of Site to Setting	Effect on Significance	Effect on Setting
Coal drops	Minor negative	Nil	Minor positive
BALTIC Centre for Contemporary Art	Minor negative	Nil	Minor positive
Bridges Conservation Area	Nil	Nil	Neutral
St Mary's Church	Minor negative	Nil	Neutral
Tyne Bridge	Minor negative	Nil	Neutral
Newcastle Central Conservation Area	Minor negative	Nil	Minor positive
Lower Ouseburn Conservation Area	Nil	Nil	Neutral

6.0

Conclusion

6.1

The assessment has assessed the role that the application site plays in the setting of the adjacent listed buildings and conservation areas and the significance of nearby heritage assets. It has been assessed that the scheme would meet the heritage policy and legislative tests outlined in Section 2 as follows:

- 1 *Is the proposal appropriate to the site and surroundings? Does the proposal deliver a high-quality design that relates positively to local character and distinctiveness and respects the surrounding historic environment? (NPPF, paragraphs 127, 185, 192; Saved Policies JE5 and STR16; Policies UC13, UC14 and CS15 of the Newcastle Gateshead Core Strategy and Urban Core Plan).*

The proposed development is appropriate to the site and the surroundings. The site has been completely cleared of industrial buildings and the site now comprises areas of vacant hard standing and surface car parks which detract from the setting of nearby heritage assets. The surroundings include locally listed and listed buildings, but the immediate surroundings are dominated by landmark structures such as the Sage and the BALTIC. The proposals are similarly ambitious and are appropriate in the context of the site.

The proposed design does respect the neighbouring coal drops and the locally listed BALTIC and incorporates design elements that draw upon the design features and architectural qualities of surrounding historic structures. The height of the development has been limited so as not to compete with the existing historic landmarks along the Tyne Gorge. The coal drops are immediately to the west of the site boundary and the proposed design will increase accessibility to the coal drops and provide a much-improved landscaped pedestrian route to the east. The existing heritage granite sett paving will be retained as part of the design. New lighting and planting will help to improve the quality of the setting of the coal drops.

- 2 *Does the proposal conserve and not harm the significance of the identified heritage assets? Would the overall effect alter the setting of the assets in a manner which would result in substantial or less than substantial harm to the significance of the assets? (the 1990 Act, s.66(1); NPPF, paragraphs 192-196; Saved Policies JE5 and STR16; Policies UC13, UC14 and CS15 of the Newcastle Gateshead Core Strategy and Urban Core Plan).*

The proposals conserve and do not harm the significance of the identified heritage assets. The site currently makes no contribution to the significance or setting of any of the surrounding heritage assets. Where areas of vacant hardstanding and surface carparking are visible, the site has a negative impact on the setting of the coal drops and the BALTIC and detracts from the otherwise impressive mix of older and more recent developments along Gateshead Quayside. The proposals will improve the setting of the coal drops, BALTIC and Newcastle Quayside.