



South Tyneside Council



South Shields New Central Library and Digital Media Centre and Market Place Heritage Statement

June 2014

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Client

Muse Developments Ltd and South Tyneside Council

16 June 2014

1. Introduction

- 1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of Muse Developments Ltd and South Tyneside Council in support of proposals for the erection of a new central library and digital media centre, the remodelling of the Market Place and erection of a market stall canopy structure.
- 1.2 Two planning applications have been submitted, seeking permission for two separate but related elements of the scheme:
- Application A: Erection of New Central Library & Digital Media Centre, creation of a 40 space car park and pedestrian link
 - Application B: Remodelling of Market Place and erection of market stall canopy structure.
- 1.3 The National Planning Policy Framework (NPPF) 2012 provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out that:
- "In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance"*¹
- 1.4 To comply with these requirements, Section 2 of this statement introduces the application sites and provides an overview of its history and development. Section 3 identifies all designated heritage assets that may be affected by the proposals and Section 4 describes the significance and setting of these assets. The assessments of significance are proportionate to both the importance of the identified heritage assets and the likely impact of the application proposals. The assessment is undertaken using published information, archival research and on-site visual survey.
- 1.5 Section 5 provides an assessment of the impact of the application proposals in light of the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the National Planning Policy Framework 2012 and local planning policy for the historic environment (set out in detail at Appendix 1).
- 1.6 The report concludes at Section 6.

¹ DCLG, National Planning Policy Framework (NPPF) 2012 – para 128

2. The Application Sites

- 2.1 Application Site A is located at the corner of Ferry Street and Church Way. Application Site B is located to the east and broadly covers Market Place.
- 2.2 The Application B proposals focus principally on the enhancement of Market Place as an area of public realm and with the exception of the new market stall canopy and seating areas, the application does not propose built development. A new central library and digital media centre is proposed by Application A and this section therefore focusses on the history and development of Application Site A and the area affected by this element of the proposals. The site is currently vacant following the demolition of Wouldhave House.
- 2.3 Records suggest that the land now proposed for redevelopment was originally within the same ownership at the Church of St Hilda² The Church dates back to the medieval period, first being mentioned in a charter in 1154³ and is believed to have originally stood on a Saxon nunnery. The present church dates back to the 17th and 18th century⁴.
- 2.4 In 1767, the Dean (the Hon Spencer Cowper) and Chapter of Durham who were the major land owners at the time, encouraged the curate of the Church (the Rev Samuel Demis) to dispose of 8 acres of land for the purpose of a market and associated buildings. Of the 8 acres, 2 were reserved for the Market Place and the remaining 6 were utilised for surrounding shops and warehouses. They also obtained a charter in 1770, sanctioning a weekly market and two annual fairs, the first of which was held on the 25th June 1771⁵.

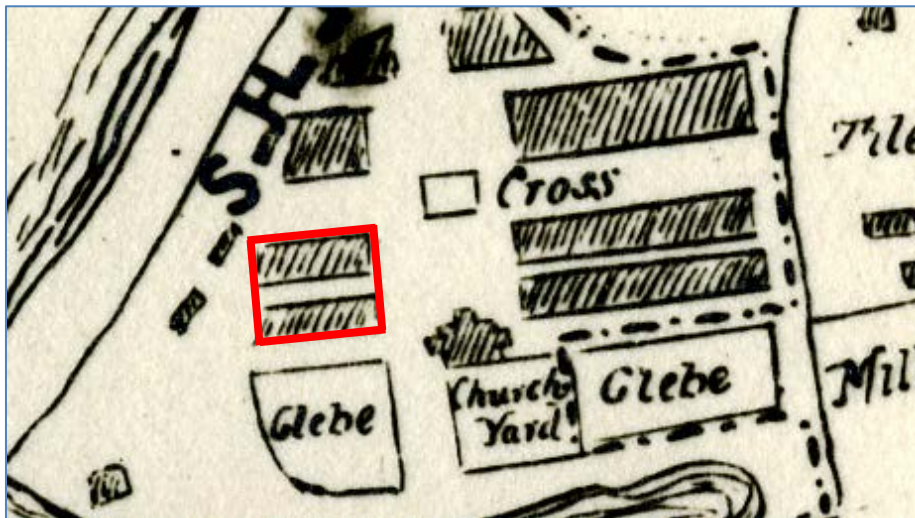


Figure 2.1: Richardson of Darlington Map, 1768⁶

² WM. Parson & WM, White (1827) History, Directory and Gazetteer of the Counties of Durham and Northumberland, South Shields, pg.281

³ Ryder, P (2006) An Archaeological Assessment of St Hilda's Church, South Shields

⁴ British History Online (2014) <http://www.british-history.ac.uk/report.aspx?compid=76304>

⁵ South Shields Local Landmarks (2014) <http://the-handbooks.co.uk>

⁶ Historical Maps of South Shields (2014) <http://www.southtynesideimages.org.uk/maps>

- 2.5 The 1768 Richardson of Darlington Map of South Shields (Figure 2.1) indicates the original 8 acre layout and plan form of the Market Place and surrounding buildings. Application Site A is highlighted in red. The Old Town Hall is not illustrated and is yet to be constructed. The structure at the centre of the Market Place is referred to as a market cross, later incorporated into the Old Town Hall.
- 2.6 A painting dating from the late 17th century illustrates the site of the Old Town Hall and the buildings which originally occupied Application Site A (outlined in red). It is believed that these buildings were a mixture of commercial warehouses and shops.

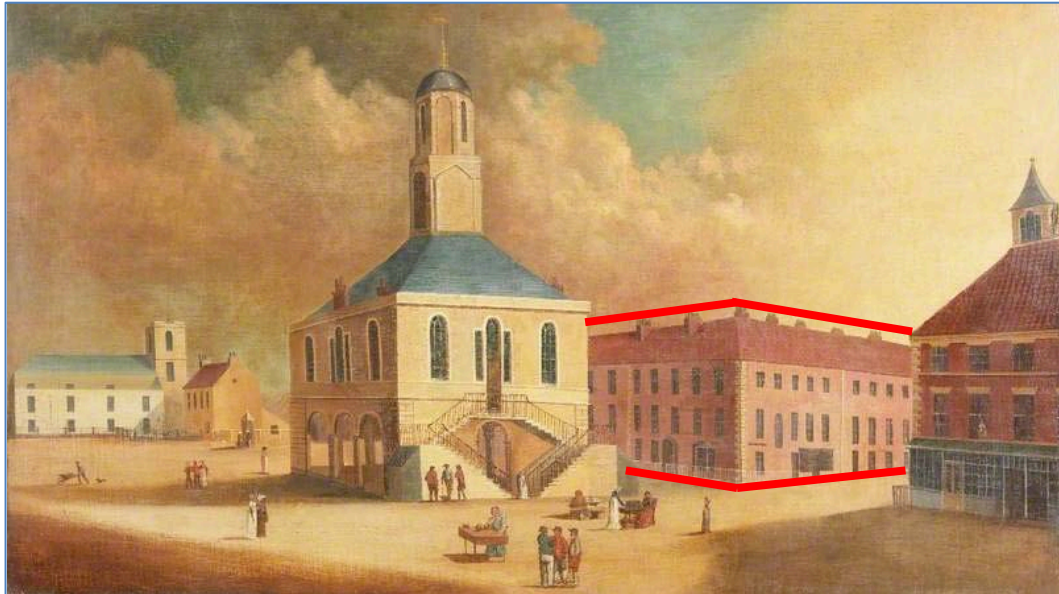


Figure 2.2: Painting of the Market Place (unknown artist) c.1770⁷

- 2.7 The 1883 Map of the Port of South Shields illustrates a proposed Fishery Harbour to the north of the town together with improvement works to the river frontage. Within this map, Thrift Street (situated to the north of the Old Town Hall) is proposed to be enlarged to provide access to a proposed Fishery Harbour. There appears to be no change to the plan form of Application Site A.

⁷ South Shields Art Gallery and Museum (2014) <http://www.bbc.co.uk/arts>

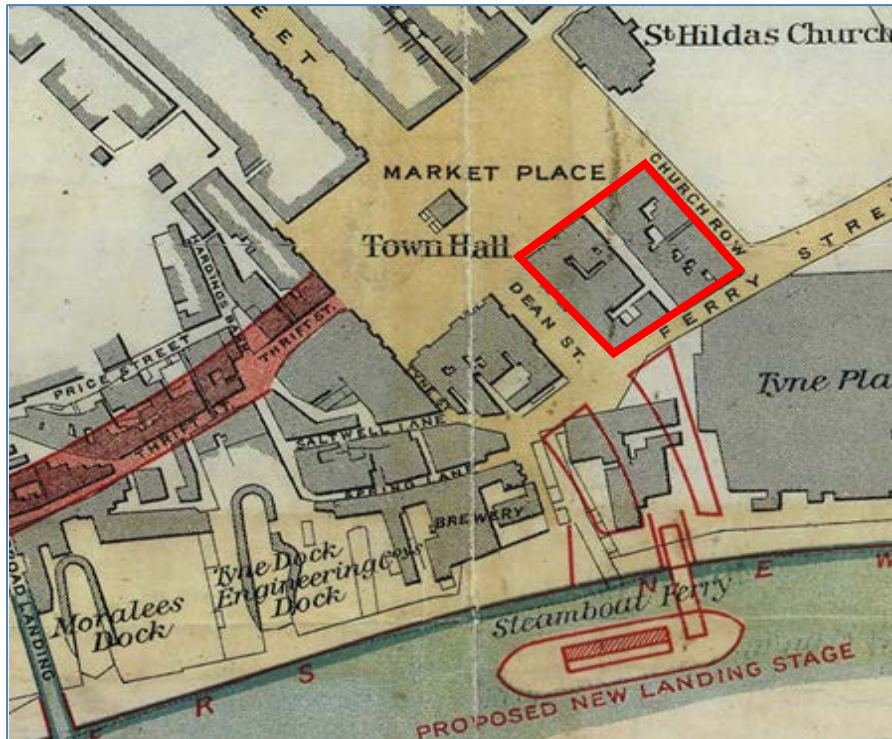


Figure 2.3: Map of the Port of South Shields, 1883⁸

- 2.8 By 1898, the Ordnance Survey Map shows that a tram system has been introduced, cutting across the Market Place from King Street to Church Row. There is little to no change to the surrounding buildings on the Market Place by 1915.

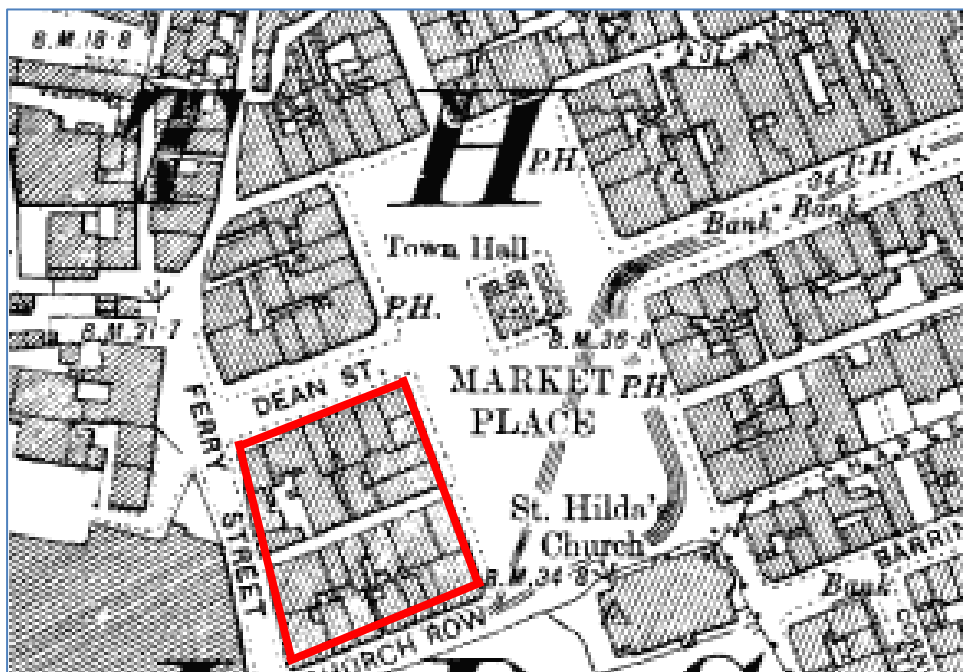


Figure 2.4: Ordnance Survey Map of 1898

⁸ Historical Maps of South Shields (2014) <http://www.southtynesideimages.org.uk/maps>



Figure 2.5: Ordnance Survey Map of 1915

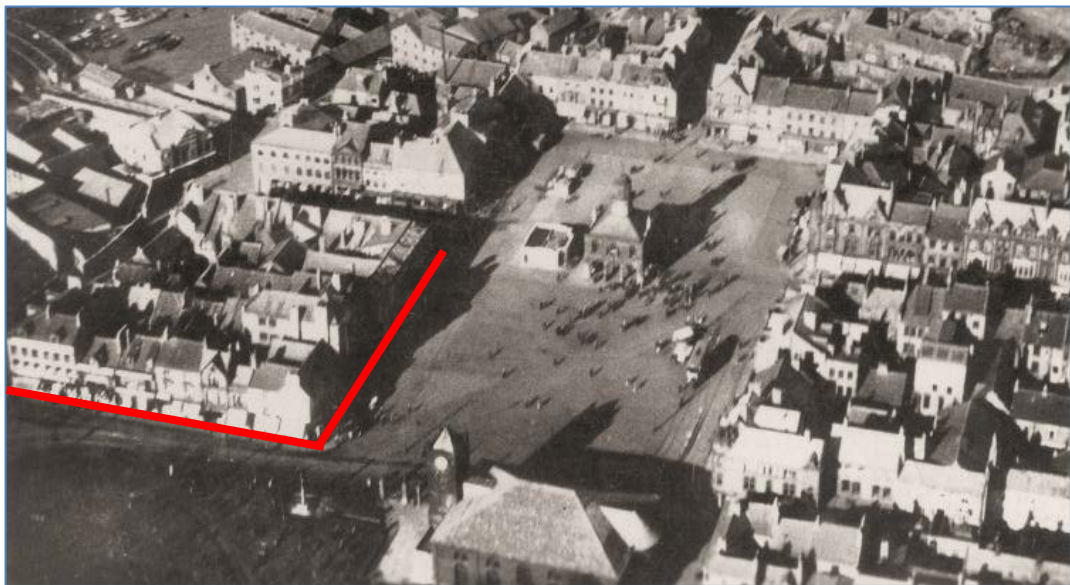


Figure 2.6: Historic Aerial Photograph of the Market Place c.1930⁹

- 2.9 During World War II, South Shields suffered severe bomb damage and much of the northern and eastern area of the Market Place was destroyed. Only the Old Town Hall and the buildings situated on Application Site A survived.

⁹ Old Postcards of South Shields (2014) <http://www.picturesofgateshead.co.uk/>



Figure 2.7: Historic Photograph of the Bomb Damage to the Market Place c.1941¹⁰

- 2.10 The above photograph illustrates the extent of the bomb damage. King Street can be seen to the right of the picture and Thrift Street to the left.
- 2.11 The Ordnance Survey Map of 1956 shows that much of the land hadn't been rebuilt following the war. Comprehensive redevelopment of the area subsequently took place in the 1960's and 1970's. This involved extensive redevelopment and the erection of new buildings to the north of the Market Place.

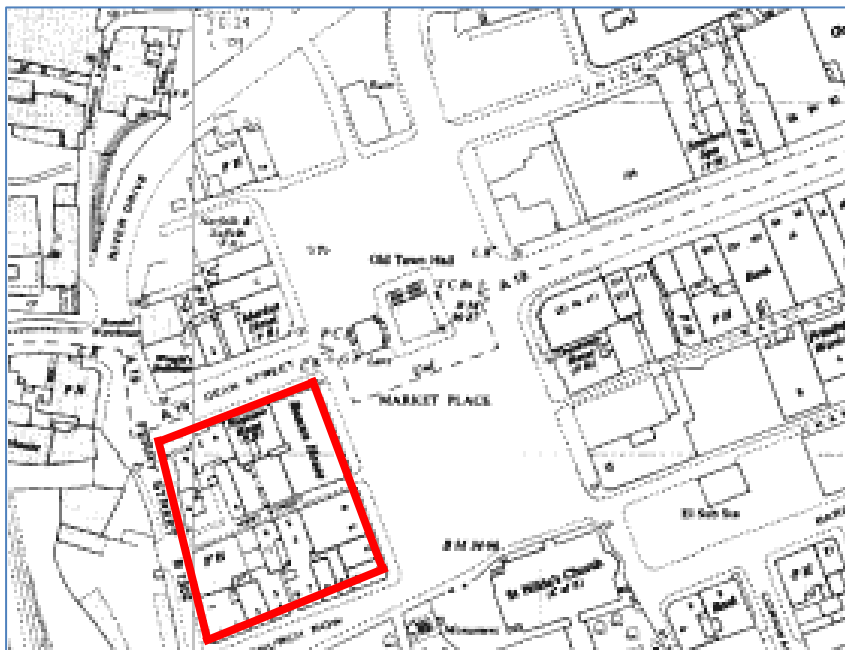


Figure 2.8: Ordnance Survey Map of 1956

- 2.12 Redevelopment at this time also included the demolition of the buildings to the western side of the Market Place (including Application Site A).

¹⁰ South Shields at War (2014) <http://www.netherwood68.freemove.co.uk/shields>

- 2.13 Figure 2.9 shows Wouldhave House¹¹ occupying Application Site A. This took the form of a large continuous building running along the entire western side of the Market Place consisting of shops and offices. This involved the removal of the historic thoroughfare of Dean Street and subsequently enclosed and separated the Market Place from the waterfront.

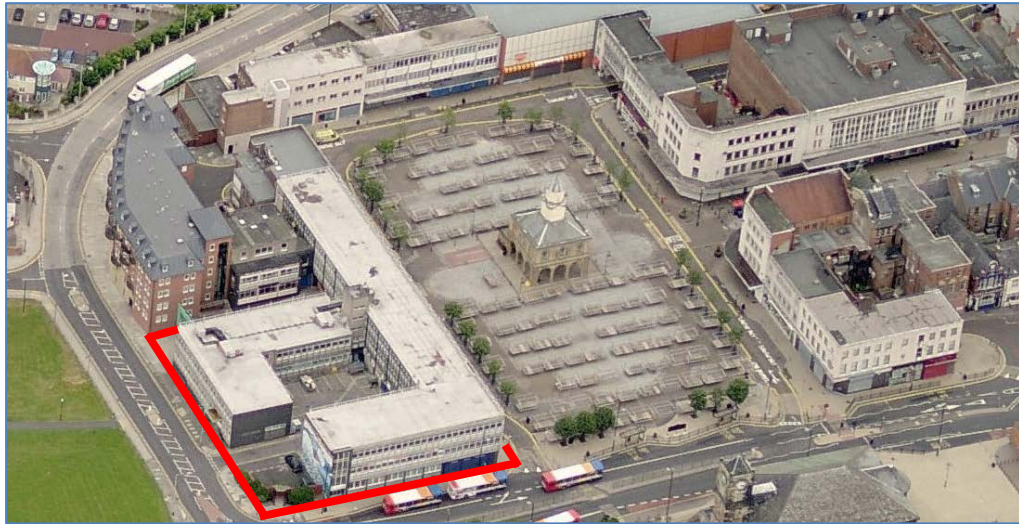


Figure 2.9: Aerial View of the Market Place, c.2012¹²

- 2.14 During the early 21st century, further buildings were constructed to the north west of the Market Place, including a large residential building along Ferry Street / River Drive. Wouldhave House remained until 2013 when it was demolished as part of the regeneration strategy for South Shields. Application Site A is currently vacant and surrounded by hoardings.

¹¹ (Named after the local 18th-century boat-builder William Wouldhave)

¹² Bing Maps (2014)

3. The Heritage Assets

Introduction

- 3.1 The National Planning Policy Framework (NPPF) 2012 defines a heritage asset as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.”¹³

Designated Heritage Assets

- 3.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them.

Conservation Area

- 3.3 Mill Dam Conservation Area (designated in 1981) is located 130 metres to the south west of the application site, however due to its distance from the site and the intervening townscape and road network, it is not considered that the proposed development will affect the setting or significance of this asset. Due to its location and the arrangement of the surrounding townscape, it is not considered that the application proposals will impact upon its setting.

Listed Buildings

- 3.4 The Old Town Hall is located immediately to the north east of the application site. The building was included on the statutory list of buildings of special architectural or historic interest at grade I on the 27th February 1950 and the list description for the asset states the following (a full list entry description is included at Appendix 2):

“1768. Built by the Dean and Chapter of Durham in the centre of the new Market Place they had laid out circa 1767. Ashlar with pyramidal slate roof. Two storeys. Open arcaded ground floor for use as market hall. Three arches on south, east and west sides on Doric columns, with square rusticated corner piers against which are set half column responds. A central pillar on steps which may be part of a former market cross. The upper floor of 3 bays to each elevation. A central “Venetian” window flanked on either side by a single semi-circular headed window. On the east and west fronts the single windows are blank. On the north front the centre light of the “Venetian” window contains the entrance door with fanlight over.

The upper floor is reached by a symmetrical, double branch stone staircase under which the open market hall can be approached through a grand semi-circular arched opening. The roof is crowned by a square timber turret and a domed octagonal cupola. The building was restored in 1977. The hall was originally built by the Dean and Chapter as a place for holding their Manorial Courts and providing offices for their officials. It was sold by them in 1855 to the corporation together with the market tolls.”

¹³ DCLG, National Planning Policy Framework (NPPF) 2012 – Annex 2: Glossary

- 3.5 To the south east of the site is the Church of St Hilda, this building was included on the statutory list of buildings of special architectural or historic interest at grade II on the 27th February 1950. The list description states the following (a full list entry description is included at Appendix 3):

"Tower C18. Body of church rebuilt 1810-11. Ashlar, hipped slate roof. Two tiers of windows, the lower ones tall, the upper ones small "clearstory", all with semi-circular hoods. Apse with 3 lights. Tuscan doorcase to former entrance in centre of north wall. West tower has rusticated quoins, contains semi-circular headed west door. Above this a circular window, then 2 stages with louvered belfry openings, finally a clock. pyramidal slate roof behind parapet.

To either side of tower, vestry with "Venetian" window and external stairs to gallery. Interior a single space with galleries supported on cast iron columns. Font 1675 by Robert Trollop, Gilt chandelier 1802. Model of lifeboat 1802 suspended from ceiling. Organ case J F Bentley 1865-6. The church, the parish church of South Shields is said to be on the site of a chapel founded by St Aidan circa AD 647 and placed in charge of St Hilda."

- 3.6 The gate piers immediately to the west of the Church of St Hilda and a sundial to the south west are also grade II listed. Due to the nature of these assets and their position, it is not considered that they will be affected by the application proposals.

4. Significance of the Heritage Assets

Significance and Special Interest

- 4.1 The NPPF defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”¹⁴

Listed Buildings

- 4.2 Listed buildings are defined as designated heritage assets that hold special architectural or historic interest. The principles of selection for listed buildings are published by the Department of Culture Media and Sport¹⁵ and supported by English Heritage’s Listing Selection Guides for each building type¹⁶.

Assessment

The Old Town Hall (Grade I)

Architectural Interest

- 4.3 The Old Town Hall was constructed in 1768 for the Dean and Chapter of Durham and may be attributed to John Wooler is believed to have been built by a local architect named ‘Hunter’¹⁷. The Old Town Hall appears to postdate some of the surrounding warehouses and shops which were laid out by the Dean and Chapter of Durham in 1767, as indicated on the 1768 map at Figure 1.
- 4.4 The building consists of two storeys and is constructed from ashlar sandstone. It has an open arcaded ground floor which was originally used as a market hall. There are three Doric column arches with elements of rustication on the south, east and west elevations.
- 4.5 Centrally positioned within the open ground floor of the Hall is what has been referred to as a former market cross. This is a tall circular stone column which pre-dates the Old Town Hall and has been incorporated into the design. This was identified during the restoration of the building in 1976.

¹⁴ DCLG, National Planning Policy Framework (NPPF) 2012 – Annex 2: Glossary

¹⁵ DCMS Principles of Selection for Listing Buildings, 2012

¹⁶ English Heritage, Listing Selection Guide: Domestic Buildings 2: Townhouses 2012

¹⁷ South Shields Local Landmarks (2014) <http://the-handbooks.co.uk>



Figure 4.1: The former Market Cross underneath the Old Town Hall

- 4.6 The upper floor has three bays to each elevation with a central Venetian window flanked on either side by a semi-circular headed window. On the east and west elevations, the single windows are blank. On the north elevation a Venetian window contains the entrance door with a fanlight above. Vertical emphasis and division of the facades is created through the corresponding window arrangements and arches.



Figure 4.2: West elevation of the Old Town Hall

- 4.7 Access to the upper floor is gained via a symmetrical, double branched stone staircase with the entrance to the open market hall gained through a grand semi-circular arched

opening. The pyramidal roof is of slate and is crowned by a square timber turret and domed octagonal cupola.

Historic Interest

- 4.8 As previous stated, the Old Town Hall was constructed for the Dean and Chapter of Durham in 1768 as part of the releasing of land for the construction of a Market Place and warehouses/shops. The upper floor of the building provided offices for local officials and a place for holding manorial courts. The lower floor was used as a shelter for people working and attending the market.
- 4.9 The Old Town Hall is believed to have been specifically positioned at the centre of the Market Place to ensure that the officials of the manorial courts had surveillance of the surrounding area. The position of the building provided key views down the principal streets within South Shields, this included views down King Street and views towards the port and River Tyne along Dean Street.
- 4.10 In 1850, South Shields was granted its charter of Incorporation as a Borough. Shortly after, the South Shields Improvement Act sanctioned the Council to compulsorily obtain land for street improvements which included the Market Place. The Council acquired the Old Town Hall in 1854 and it was subsequently adapted for use as a Council Chamber¹⁸. The building soon became inadequate and the Council obtained parliamentary powers to build a New Town Hall in 1861¹⁹.



Figure 4.3: Ordnance Survey Map of 1898

- 4.11 Despite initial threat of demolition, the Old Town Hall continued to be used as a meeting place for the Council until the New Town Hall was completed in 1910.

¹⁸ English Heritage (1950) Listed Building Entry for the Old Town Hall

¹⁹ South Shields Local Landmarks (2014) <http://the-handbooks.co.uk>



Figure 4.4: Historic Photograph of King Street c.1905²⁰

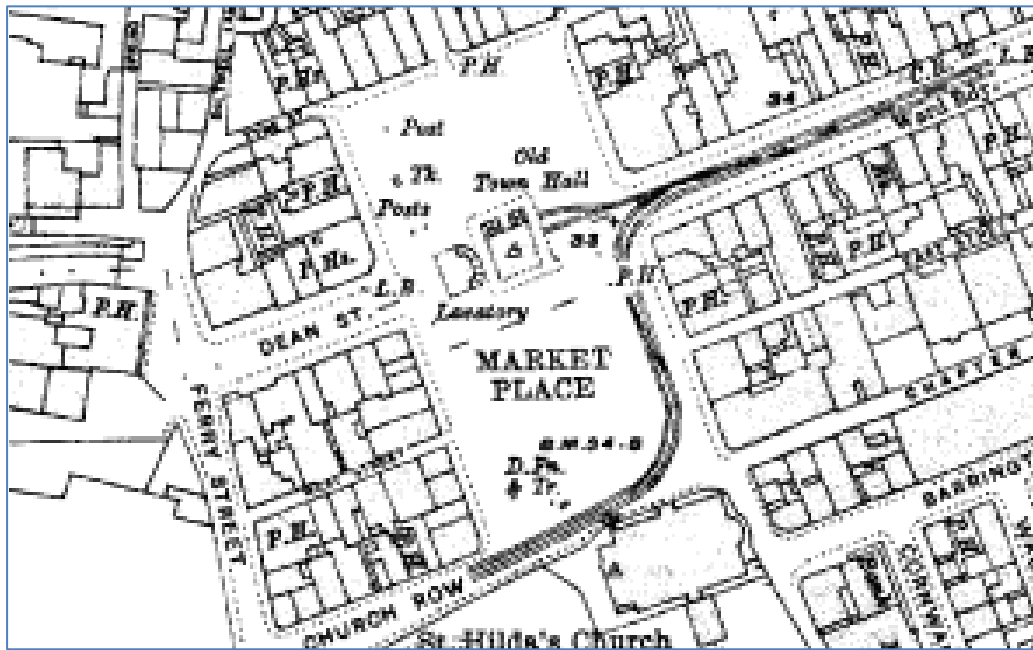


Figure 4.5: Ordnance Survey Map of 1915

- 4.12 The Old Town Hall survived the bombing of South Shields during World War 2 and subsequent redevelopment following the war. The building was restored in 1976 at a cost of £105,000²¹.
- 4.13 Since the construction of the New Town Hall in 1910, the Old Town Hall has been utilised for a wide range of uses including a charity school, reading room and a shipping office²².

²⁰ Historic Photographs of South Shields (2014) <http://www.oldtyneside.co.uk>

²¹ South Shields Local Landmarks (2014) <http://the-handbooks.co.uk>

²² Historic Buildings & Monuments (2014) <http://www.visitsouthtyneside.co.uk>

Summary of Significance

- The Old Town Hall dates from the mid-18th century and is of significance as one of the earliest remaining buildings in South Shields.
- It is of high architectural interest and significance, attributed to its overall form and heightened by the open arcaded ground floor and the square timber turret and domed octagonal cupola which give the building landmark quality. What is referred to as a former market cross is incorporated into the building.
- The historic dual purpose of the building is of significance, incorporating a market hall at ground floor and meeting/committee rooms at first floor.

Setting

The Asset's Physical Surroundings

- 4.14 The Old Town Hall is surrounded by a combination of open space and built development. It occupies a central position within the Market Place and has done so since it was built in the 18th century. Historic map evidence and other records show that the Old Town Hall has always been surrounded by buildings, flanking the Market Place. These have been successively redeveloped and the buildings today predominantly date from the 1960s. There is some architectural variation between these, but the existing buildings are generally flat roofed, 3 to 4 storeys in height and are of concrete construction with bands of windows, expressed horizontally. The building frontage lining the eastern edge of the Market Place is broken by King Street. The buildings to the north form a continuous façade.
- 4.15 The now demolished Wouldhave House would have had a similar effect to the western edge of the Market Place and took the form of a long continuous range, blocking the former Dean Street. The demolition of the building has opened up the area to the west of the Old Town Hall, revealing the rear elevation of the curved residential apartment building fronting Ferry Street. Demolition in this area has re-instated Dean Street, although narrower than it was originally.
- 4.16 To the south of the Old Town Hall, beyond Market Place, is the Church of St Hilda. This is separated from the Market Place by a busy vehicular route, dominated by modern road infrastructure and bus stops/shelters.

Experience of the Asset

- 4.17 The Old Town Hall is primarily experienced from within the Market Place. Due to its central position, it is the focal point of this space and the building can be fully appreciated. It is particularly visible from the south where the Market Place is more open and from Church Row and The Church of St Hilda. This view is however compromised to a degree by the modern highway infrastructure along Church Row.
- 4.18 The view westwards from King Street terminates at the Old Town Hall and although not confirmed, it appears as though this was a design intent of the Dean and Chapter of Durham, evident on the Richardson or Darlington Map of 1768.

- 4.19 Following the demolition of Wouldhave House, the former route of Dean Street has been re-opened and although currently narrower than it was originally intended, this allows views of the Hall from the west. This also enables clear views through the ground floor arches of the building and allows a greater appreciation of the form and original function of the building.
- 4.20 The existing modern buildings lining the northern and eastern edges of the Market Place do have uniformity, created by their consistent height, flat roofs, materials and horizontal emphasis. This uniformity does create the effect of a relatively neutral backdrop and frame to the Market Place. The existing buildings are not however attractive. The quality of their finish is poor and the concrete has discoloured. There is no continuity to the treatment of the ground floors and there is a proliferation of commercial signage and advertisements. A Painting from 1770 (Figure 2.2) illustrates the variety of the buildings that originally surrounded the Town Hall and Market Place. These were not as uniform as they are today and included a mix of warehouses and shops. There is no evidence to suggest that the Market Place was a formal or purposefully designed set piece or Georgian Square, rather it was laid out as a market place, surrounded by a variety of buildings.
- 4.21 Demolition to the west of the Old Town Hall has created a temporary fragmented arrangement. Records suggest that the land currently forming Application Site A was originally within the same ownership at The Church of St Hilda. This link has been erased through successive redevelopment.

Associative Attributes

- 4.22 The Old Town Hall has no clear associations with other heritage assets; with the exception of the shared age and visual relationship with the grade II listed Church of St Hilda to the South. The building has an association with the Market Place, sitting within an open space and enclosed by buildings since 1768.

Summary

- The Old Town Hall sits centrally within the open Market Place and the building can be fully experienced and appreciated within this space.
- There are more open views of the building from the south (from the Church of St Hilda and Church Row), although this view is slightly compromised by modern road/bus infrastructure.
- Views westwards from King Street terminate with the Old Town Hall, and the newly re-instated Dean Street (although now narrower) facilitates the same view from the west. The clear and uninterrupted view through the ground floor arches of the Hall allow greater appreciation of the buildings' form and original function.
- The existing 1960s buildings to the north and east of the Old Town Hall create a neutral backdrop due to the uniformity of their scale and architecture. The current fragmented nature of the western edge (including Application Site A) weakens the Market Place.

Church of St Hilda (Grade II)

Architectural Interest

- 4.23 The Church of St Hilda is an example of ecclesiastical architecture executed in an interpretation of the Georgian style. The Church dates back to the medieval period, first being mentioned in a charter in 1154²³ and is believed to have originally stood on a Saxon nunnery. The present church dates from the 17th and 18th century²⁴.



Figure 4.6: North elevation of the Church of St Hilda

- 4.24 The church is principally constructed from dark close-jointed sandstone, in relatively large blocks, but laid in courses which vary slightly in height. There is a large ashlar moulded cornice to the eaves, and the hipped roof is of graduated Lakeland slate, with a lower gabled section to the west linking to the tower, and a conical-ended extension on the east above the apse.
- 4.25 The west elevation is covered to the ground floor by the single storey vestries with Venetian windows, above these are round-arched windows. There is also a large tower to this elevation with a clock face and a stone parapet with square-topped finials and topped with a pyramidal spire.

²³ Ryder P (2006) An Archaeological Assessment of St Hilda's Church, South Shields

²⁴ British History Online (2014) <http://www.british-history.ac.uk/report.aspx?compid=76304>



Figure 4.7: West elevation of the Church of St Hilda

- 4.26 The north elevation of the church, fronting the Market Place, is a symmetrical composition of five bays. In the centre is a shallow projection containing a large doorway with Tuscan pilaster surround, topped by a cornice which breaks over the doorway. Above is a large round-headed window with cut dressings. The other bays have windows of this type at a lower level.
- 4.27 The south elevation is virtually identical, except the ground falls away on this side and there is a simple square-section plinth. On this side of the building, the windows of the eastern bay are blocked, and their blockings rendered and lined to simulate ashlar sandstone.
- 4.28 The east elevation has a central apse glanced by bays of a similar type with the windows also blocked and rendered like those on the south elevation. The apse has a segmental plan and consists of three bays of the same type. All three upper windows have been blocked up and the lower third of the central bay has also been blocked up.
- 4.29 There is widespread evidence of change and alteration of the building. The interior is of interest.

Historic Interest

- 4.30 The present Church of St Hilda, built in various stages, is believed to stand on a site occupied by a Saxon nunnery founded by St Aiden in 647AD²⁵. There is no record of the exact date of the original foundation of the chapelry but there is evidence for a Saxon

²⁵ Parish Church of South Shields (2014) <http://www.communicate.co.uk>

building below the present nave²⁶. A church existed in Norman times and is mentioned in a Charter of 1154 and again in the Charter of King John in 1204²⁷. The earliest Church records for St Hilda's date from 1653.

- 4.31 The church is first illustrated on the 1768 Map of South Shields with a church fronting the recently established Market Place to the north, churchyard to the south and a Glebe either side. A Glebe was land (in addition to or including the parsonage house/rectory and grounds) which was assigned to support the priests of a nearby church²⁸.

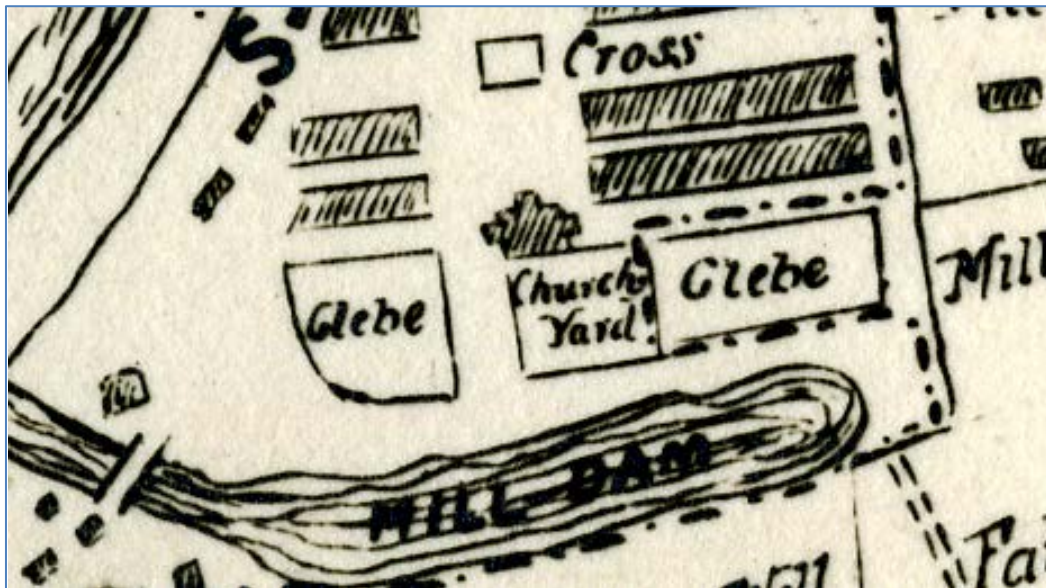


Figure 4.8: Richardson of Darlington Map, 1768²⁹

- 4.32 The painting of the Market Place from c.1770 shows a building to the north of The Church of St Hilda which may have been a former presbytery or vicarage. Throughout the 17th century, the building was altered and extended to suit the growing population of South Shields and the Durham historian William Hutchinson provided a useful account of the church as it stood in 1794:

*"The antiquity of the church at Shields is not be deduced with accuracy from any records before us; it was perhaps nearly contemporary with that of Jarrow: little can be gathered from the structure, it has been so altered and reformed."*³⁰

²⁶ Ryder, P (2006) An Archaeological Assessment of St Hilda's Church, South Shields

²⁷ Hutchinson, W (1794) History and Antiquities of the County Palatine of Durham II

²⁸ Coredon, Dictionary of Medieval Terms

²⁹ Historical Maps of South Shields (2014) <http://www.southtynesideimages.org.uk/maps>

³⁰ Hutchinson, W (1794) History and Antiquities of the County Palatine of Durham II



Figure 4.9: Painting of the Market Place (unknown artist) c.1770³¹

- 4.33 By 1821, the land associated with the church had been well established (outlined in blue), extending to the south and west along the principal roads. The aforementioned building to the north west of the church and another building to the west of the church are identified on this map together with the majority of the land to the south dedicated to a graveyard. The map of 1883 illustrates that these ancillary buildings have been demolished and alterations to the church are also evident.

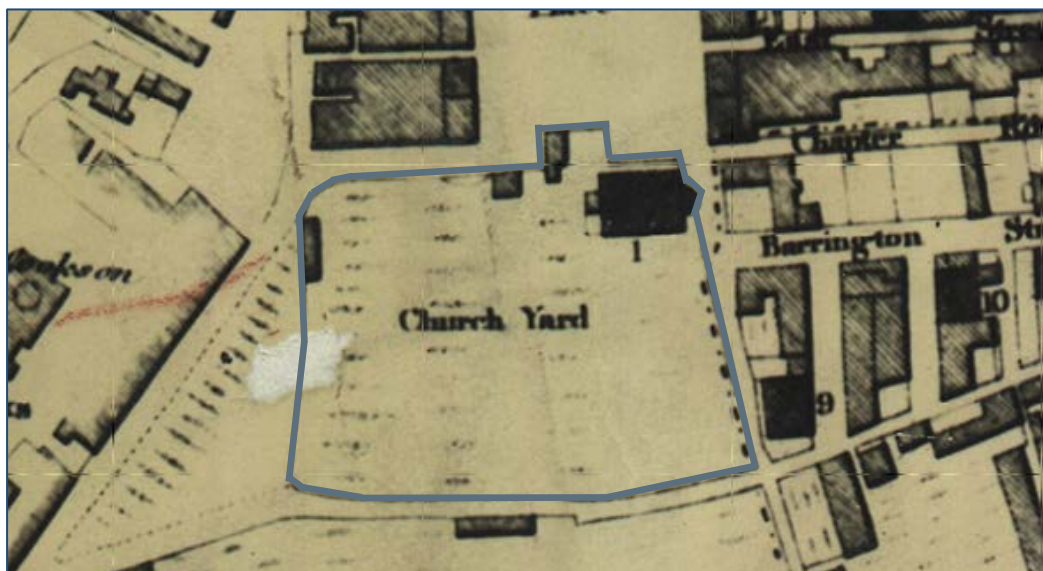


Figure 4.10: Plan of South Shields, 1827³²

³¹ South Shields Art Gallery and Museum (2014) <http://www.bbc.co.uk/arts>

³² Historical Maps of South Shields (2014) <http://www.southtynesideimages.org.uk/maps>

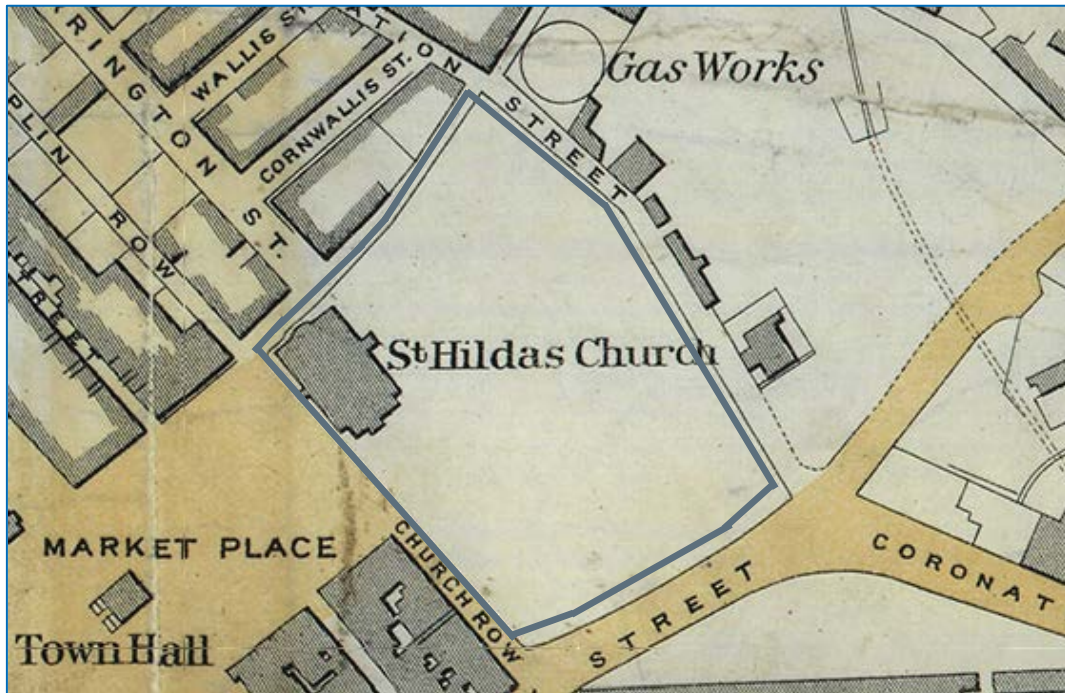


Figure 4.11: Plan of the Port of South Shields, 1883³³

- 4.34 The road network was improved in the late 20th century and many of the properties along these key routes were demolished to allow for road widening and associated infrastructure.



Figure 4.12: Ordnance Survey Map of 1956

- 4.35 At this time, a large portion of the graveyard to the south of St Hilda's Church was removed to allow for the widening of Coronation Street. This is highlighted on the Ordnance Survey Map of 1956.

³³ Historical Maps of South Shields (2014) <http://www.southtynesideimages.org.uk/maps>

Summary of Significance

- The Church of St Hilda, although altered is of historic interest due to its early origins and it still retains medieval fabric.
- The Church is an example of ecclesiastical architecture with Georgian influence. The incremental alteration of the building is clearly legible and this provides tangible evidence and enables an understanding of its depth of history and development. Elements of the interior are also of interest.

Setting

The Asset's Physical Surroundings

- 4.36 The Church of St Hilda and its associated former graveyard are enclosed by Church Way, Ferry Street and Coronation Street. The north of the church abuts the busy transport route of Church Way. To the front (west) of the church is a large paved area which provides the principal access into the building and directly opposite the entrance is a war memorial in the form of a crucifix. This area is enclosed by gate piers (separately listed at grade II) and railings of varying age and design.
- 4.37 The rear (east) of the church faces an open square. This open space is enclosed by the rear elevation of the church, the grade II listed Trustee Savings Bank and a modern building along Chapter Row. There is also a pedestrian street providing access to Coronation Street along the boundary of the church yard. The former graveyard to the south of the Church consists of a large informal green space bounded by mature trees and hedgerows, with a diagonal path cutting across the centre. Part of the former graveyard to the west appears to be more formally landscaped with a sundial (separately listed at grade II) at the centre, surrounded by extensive planting and mature trees.

Experience of the Asset

- 4.38 The Church is clearly visible adjacent to Church Row and is also clearly visible in views southwards from the Market Place. Due to its tall tower, it has landmark quality and as a result of its height, the upper levels of the building are visible from a wide area.
- 4.39 In terms of the land associated with the Church, it has a clearly defined setting and the spaces around the building (formerly the churchyard) have been formalised and enclosed through tree planting, landscaping and enclosure by railings and gates/gate piers. The paved and open area to the west of the building ensures that the front elevation and entrance to the building is clearly visible, creating an inviting effect. The building also relates well to the square to the east.
- 4.40 Although clearly visible from the Market Place, the relationship the building has with land to the north is diluted by the modern road network and associated infrastructure on Church Row.
- 4.41 As previously stated, later built development has been added to the Market Place and to the south and east of the Church. This has had a limited effect on the Church of St Hilda and it still sits comfortably within this context, benefitting from a more clearly

defined immediate setting. The groupings of trees to the west of the building limit visual connections or relationship between the Church and land to the west and south.

Associative Attributes

- 4.42 The Church of St Hilda has an association with the other listed structures proximate to it and functionally associated with it. It has a shared age and visual relationship with the grade I listed Old Town Hall to the north.

Summary

- The Church of St Hilda has a well-defined setting consistent with the former churchyard and now divided into a series of areas that are formally landscaped and enclosed by railings and gates/gate piers.
- The Church is clearly visible from Church Row and Market Place to the north. It is however separated from Market Place by Church Row and this limits/dilutes the visual and physical connection.

5. Assessment of Impact

Introduction

- 5.1 The heritage policy and guidance context for consideration of the application proposals is set out in Appendix 1. This includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national planning policy set out in the NPPF, and local planning policy considerations relevant to the historic environment.
- 5.2 Recent case law has confirmed that Parliament's intention in enacting section 66(1) was that decision-makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings, where "preserve" means to "to do no harm" (after South Lakeland). This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy.
- 5.3 In accordance with the requirements of the NPPF the significance, including the contribution made by setting to the significance of the identified heritage assets, has been described at Section 4.
- 5.4 Importantly, Annex 2 of the NPPF defines "conservation" as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances significance. It is not a process that should prevent change and this is particularly relevant, not only in the context of the current proposals to which this statement relates, but also in the context of the wider regeneration proposals that are envisaged for South Shields.
- 5.5 Full details of the design of the proposed building and associated works are set out in the application drawings, visuals and Design and Access Statements prepared by FaulknerBrowns Architects and the Harris Partnership. This statement should also be read in conjunction with the Planning Statement prepared by Turley Associates.

The Proposals

Library

- 5.6 Application A seeks planning permission for the construction of a new central library and digital media centre, together with provision of car parking to the west and a pedestrian link to the town centre. The proposed building will be circular in plan form, with a flat entrance frontage (referred to as the Portico) facing the Market Place to the east.
- 5.7 The design proposes a gently curved elevation which helps to open up routes and views between the Riverside and Market Place, reinstating the historic thoroughfare of Dean Street. The building responds to the important approach to and from the Riverside by introducing a full height glazed elevation to the rear, known as the 'Lens', which will look out over the Ferry Approach. The design of the building formally addresses the Market Place to the front through a modern interpretation of a classical portico.

- 5.8 Careful consideration has been given to the scale of the building, balancing the ambition for the building as a beacon of the community with the sensitivity of the scale and massing of the adjacent listed buildings.
- 5.9 The proposed palette of building materials has been informed by both the existing context of the building and the industrial heritage of South Shields with salt panning, coal mining, glass making and ship building inspiring material choices. The plinth of the building is to be clad with a dark grey textured concrete panel that gives the impression of coal. A circular arrangement of white concrete wraps around the building forming the sleeves of the portico entrance to the front. There are large areas of glass to the entrance and the lens allows views into and out from the building.
- 5.10 The upper levels of the building step out from the plinth below, creating a pronounced circular drum which is to be clad with terracotta baguettes. Full height windows are proposed to the elevations and are either recessed behind the line of the baguettes or expressed as framed elements. These frames will consist of anodised steel or aluminium finishes that reference the local ship building industry.
- 5.11 Application A also includes the formation of a new car park to the west of Ferry Street, providing a new pedestrian crossing across Ferry Street to link the car park with the proposed building.

Market Place

- 5.12 Application B proposes works to Market Place involving the remodelling of the existing space, together with the addition of a permanent covered market stall area to the north of the Old Town Hall and other associated landscaping improvements.
- 5.13 The remodelling proposals are designed to incorporate the Old Town Hall, St Hilda's Church and the new Central Library and Digital Media Centre into the existing Market Place as important civic buildings focussed around the existing space. The central area is proposed to be a clutter free environment which can accommodate market stalls and other events. The design creates a subtle definition between the southern area of Market Place and the space around the existing retail and commercial buildings.
- 5.14 The paving layout has been designed to contrast between the two different spaces. A subtle transition between the main square and the surrounding comfort zones are created by varying the size and texture of the York stone paving. A York stone paving material is specified for the Civic Square area of Market Place that has a natural, diamond sawn finish that is considered to fit contextually with the Old Town Hall and St Hilda's Church. Further information on this can be found within the accompany Design and Access Statement.
- 5.15 The internal edges of the square are defined as comfort zones which consist of seating areas, lighting and tree planting. The seating consists of large sculptural blocks of stone with brushed stainless steel backs which are used to help define the space. The tree avenue design allows the entrance areas to the area to be framed without impacting upon the permeability through the space. Views and connections between the key buildings will be maintained.

- 5.16 To enhance the permeability of the edges of the Market Place, the perimeter street is defined as a shared surface. Traditional kerbs are to be removed and the roads are paved to create accessibility throughout. To encourage pedestrian movement it is proposed that the vehicle movement through the site is reduced and controlled.
- 5.17 The proposed covered market stall to the north provides a focussed area for market stalls and recreation. This will consist of a structure of columns supporting a stainless steel clad canopy with a bronze mirrored finish. The structure remains open on all sides to ensure optimum inter-visibility.
- 5.18 The form of the structure has been designed to create a chamfered structure which is deeper in the centre than at the eaves. The chamfered design allows the eaves depth to be kept to a minimum and allows a more elegant profile. The side profile of the canopy is cut away to create a greater depth profile on the outer edge of the canopy, ensuring the structure faces the market square and allows a greater sense of enclosure.

Impact on the Setting and Significance of the Old Town Hall

- 5.19 The Application A proposals involve redevelopment of the site formerly occupied by Wouldhave House, a building that did not contribute to the significance of the Old Town Hall. Since demolition of the former office building, the site has remained vacant and is currently enclosed by hoardings. Importantly, Market Place was not designed as a set-piece or traditional Georgian Square. The buildings that surround it have been successively redeveloped and a range of modern buildings have been introduced without altering the significance of the Old Town Hall.
- 5.20 The proposed new library building has been sited to ensure that it will not encroach into or erode the openness of the Market Place. It will not disrupt or block any key views to or from the historic Hall and the prominent position of the Hall at the centre of the Market Place will not be interrupted or challenged. Importantly, the position of the new building ensures that the former street block and street pattern can be restored and the proposals involve the re-opening and reinstatement of Dean Street, facilitating clear and uninterrupted views of the Old Town Hall from King Street and Dean Street.
- 5.21 The library will positively engage with the Market Place and incorporates a centrally positioned and linear entrance (referred to as the Portico) that will face directly onto the open space. The proposals will introduce a new circular form to the edge of the Market Place and this deviates from the linear/rectangular form established by the existing and previous buildings around the space. There is however evidence of varied architecture and the development of individually sited buildings in the history of the area, evidenced by Figure 2 and references to a 'mix of warehouses and shops', it is not however considered that will compromise the form or quality of the Market Place and the setting role it plays in relation to the Old Town Hall. Indeed, the proposals facilitate greater appreciation of the structure through the re-opening of Dean Street as a thoroughfare and the ability for clear views through the arcaded structure of the building.
- 5.22 Application B proposes a range of positive works for Market Place including greater definition of the space to create a civic area proximate to the new library and a more clearly defined market area to the north of the Old Town Hall. These works retain the openness of the space, important to the significance of the Hall, yet involve remodelling

and the introduction of higher quality and complementary paving materials. Removal of the existing pavements/kerbs and re-levelling to deter traffic, together with the introduction of landscaping and seating areas will create an improved setting for the grade I listed building.

- 5.23 The new proposed market canopy to the north of the Old Town Hall is of a contemporary and lightweight design. The structure will not compete or conflict with the Hall and is intended to support the historic market use of the space.
- 5.24 Positioned to the north of the Old Town Hall, the permeable canopy and column structure will not interrupt any key and important views of the grade I listed Hall and will provide a contemporary contrast to the listed building.

Impact on the Setting and Significance of the Church of St Hilda

- 5.25 The new library will be visible from The Church of St Hilda but will not disrupt views of the building, nor will it affect any elements of the setting of the Church that contribute to its significance.
- 5.26 As previously stated in this report, the Church of St Hilda has a well-defined setting consistent with the former churchyard and now divided into a series of areas that are formally landscaped and enclosed by railings and gates/gate piers. Later built development has previously been added to the Market Place and to the south and east of the Church. This has had a limited effect on the Church of St Hilda and it still sits comfortably within this context, benefitting from a more clearly defined immediate setting.
- 5.27 The visual relationship between the listed building and Market Place although currently diluted by the modern road network and associated infrastructure will be preserved and the proposed public realm enhancements and landscaping of Market Place will enhance the space.
- 5.28 Future proposals for the removal of transport infrastructure from Church Way will markedly improve the immediate setting of the building and improve its relationship with Market Place and the Old Town Hall.

The Statutory Duties and NPPF Policy

- 5.29 The statutory duty to have special regard to the desirability of preserving the special interest and setting of a listed building is a matter which should be accorded considerable importance and weight. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building.
- 5.30 The NPPF also requires that great weight is given to the conservation of designated heritage assets and this reflects the statutory duties of the 1990 Act with respect to listed buildings and conservation areas. Conservation is defined by the NPPF as the process of maintaining and managing change to heritage assets in ways that sustain, and where appropriate, enhance their significance.

- 5.31 In the event that harm is perceived to arise from proposals, the NPPF provides a policy framework at paragraphs 133 and 134 within which such harm can then be weighed against public benefits (133) or substantial public benefits (134) bearing in mind the 'considerable weight' to be attached to the statutory duty.
- 5.32 From an assessment of the significance of the relevant designated heritage assets proximate to the Application Sites A and B; and, the contribution that elements of setting including the Application Sites make to that significance; it is concluded in relation to the core planning principle of the NPPF that the application proposals will sustain and thereby conserve the significance of the Old Town Hall and the Church of St Hilda. The application proposals therefore meet the objectives of paragraphs 131 and 132 of the NPPF in relation to these designated heritage assets.
- 5.33 With respect to paragraph 137, the application proposals will preserve, through causing no harm those elements of setting that make a positive contribution to the significance of these identified designated heritage assets. The objective of the duty of the 1990 Act will therefore be met in that the settings of the listed buildings will be preserved.

Local Planning Policy

- 5.34 In accordance with Policy EA1 of the South Shields Core Strategy, the proposals will contribute to improving the distinctive urban character of South Shields. The application proposals also respond to Policy SS12 of the Town Centre and Waterfront Area Action Plan and Development Management Policy DM6 by protecting, preserving and enhancing the significance and setting of the Old Town Hall and the Church of St Hilda.

6. Conclusion

- 6.1 Application A seeks planning permission for the construction of a new central library and digital media centre for South Shields. The design proposes a building with a gently curved elevation that will help to open up routes and views between Riverside and the Market Place, and will also re-instate the historic thoroughfare of Dean Street. The building will formally address Market Place with a modern interpretation of a classical portico. The proposed palette of materials has been informed by both the existing context of the building and the industrial heritage of South Shields.
- 6.2 Application B proposed a range of positive works to Market Place, including greater definition of the space to create a civic area proximate to the new library and a more clearly defined market area to the north of the Old Town Hall. A new contemporary and lightweight canopy is proposed, intended to support the historic market use of the space.
- 6.3 On assessment of the significance of the identified heritage assets and the contribution that elements of setting, including the Application Sites make to that significance, it is concluded that the application proposals (A and B) will have no harmful effect on the significance of the Old Town Hall or the Church of St Hilda. In relation to these designated heritage assets, the proposals accord with the objectives of the statutory duty of the 1990 Act and NPPF paragraphs 131, 132 and 137. The proposals also accord with the requirements of local planning policies EA1, SS12 and DM6.

Appendix 1: Heritage Legislation and Planning Policy Considerations

Heritage Legislation and Planning Policy Considerations

Statutory Duties (1990 Act)

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

National Planning Policy

The National Planning Policy Framework, 2012

The National Planning Policy Framework (NPPF) was introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. Chapter 12 outlines the Government's guidance regarding the conservation and enhancement of the historic environment.

Paragraph 128 of the NPPF outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 129 sets out the principles guiding the determination of applications affecting designated and non-designated heritage assets, and states that:

'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal . . . They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.'

Paragraph 131 elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 requires when considering the impact of a proposed development on the significance of a designated heritage asset, that great weight should be given to the asset's conservation and the more important the asset, the greater that weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss requires clear and

convincing justification. It is noted that substantial harm to or loss of a grade II listed building should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance should be wholly exceptional.

Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm and or loss is necessary to achieve substantial benefits that outweigh that harm or loss, or all of the following apply:

- *“the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use”*

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

Paragraph 135 confirms that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. It also states the following:

“In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”

Paragraph 137 requires local planning authorities look for opportunities for new development within the setting of heritage assets to better reveal their significance. With respect to setting, the policy notes that proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably. The setting of a heritage asset is defined by the NPPF as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of setting may make a positive or negative contribution to the significance of an assets, may affect the ability to appreciate that significance or may be neutral”.³⁴

Local Planning Policy

South Shields Core Strategy, 2007

With regards to Local Character and Distinctiveness, Policy EA1 states that:

To conserve the best qualities of South Tyneside's built and natural environment the Council will:

"A. improve the distinctive urban characters of South Shields, Jarrow and Hebburn..."

South Shields Town Centre & Waterfront Area Action Plan 2008

This Area Action Plan (AAP) is the detailed development plan document for the South Shields area in the northeast of the Borough (see aerial photograph opposite). It sets out the more detailed strategy and vision, policies and site-specific land allocations for South Shields town centre, riverside and foreshore, as illustrated on the Proposals Map inset. When adopted, these will replace the relevant 'saved' policies and proposals within the UDP. The adopted Area Action Plan will then have an indicative lifespan of 15 years from the date of adoption.

With regards to protecting the Built Environment Assets of South Shields, Policy SS12 states that:

"The built environment assets of the South Shields town centre, riverside and foreshore areas will be protected, together with their settings. We will promote and encourage schemes and proposals that protect, preserve and enhance the historic, cultural and architectural character and heritage, visual appearance and contextual importance of the designated sites and settings of:

ii) the riverside between the Tyne Dock entrance and the South Pier, including Mill Dam and the area around the Old Town Hall in the Market Place"

South Shields Development Management Policies, 2011

The Development Management Policies development plan document (DPD) complements other documents prepared as part of the South Shields emerging Local Development Framework (LDF). These include the Core Strategy (adopted in June 2007) and other Supplementary Planning Documents.

In relation to Heritage Assets and Archaeology, Policy DM6 states that the Council will support development proposals that protect, preserve and where possible enhance the historic, cultural and architectural character and heritage, visual appearance and contextual importance of heritage assets and their setting, including:

"C. listed buildings and structures, non-listed buildings and structures included on the council's list of locally significant heritage assets, significant landscape features of local heritage and archaeological value and archaeological deposits and remains.

Guidance

South Shields '365' Town Centre Vision Document, December 2012

The South Shields Town Centre Vision Document sets out a sustainable economic vision for South Shields which will help create new opportunities for residents, businesses and visitors. Key to our long term success is the need to reduce the amount of expenditure leaving South Shields and the borough to other centres. Instead we need to create an expanded retail and leisure offer which ensures that a greater amount of spend is retained in the borough.

In relation to the Market Place and the site of Wouldhave House, it states that:

- *"The masterplan proposes two new buildings to replace Wouldhave House. The larger of the two which faces the Riverside and St. Hilda's Church grounds is proposed as an Arts and Cultural Hub with a new Central Library and Community Hub at its heart. This would include ground floor commercial food/leisure/ retail opportunities. This building provides the opportunity for a building of significant architectural merit which would act as a 'Culture' counterpoint to 'Leisure' offer embodied in the new pool complex at the Foreshore.*
- *Central to these new developments will be improvements to the public realm which will see the Market Square remodelled to provide a 21st Century civic space which retains its historic function but creates new opportunities for civic life. Ultimately, finding a new use for the Old Town Hall will give further purpose to this space and provide a further unique attraction."*

English Heritage: The Setting of Heritage Assets (October 2011)

The document provides English Heritage's guidance on managing change within the setting of heritage assets.

The guidance makes it clear at paragraph 2.4 that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.

The guidance sets out the need for a systematic and staged approach to assessing the impact of development proposals in the setting of a heritage asset. It confirms that such assessment should be based on an understanding of the significance of the heritage assets affected and then the contribution of setting to that significance.

Guidance is provided on what potential attributes of setting may or may not make a contribution to the significance of a heritage asset, noting that in any one instance a limited selection of the attributes will be of particular relevance to an asset. These attributes can comprise:

- the asset's physical surroundings;
- experience of the asset;
- an asset's associative relationships with other heritage assets.

When assessing the effect of a proposed development on the significance of a heritage asset through effects on setting, matters of location and siting of development; the form and appearance of development; additional effects; and, permanence are highlighted.

Appendix 2: List Entry for the Old Town Hall

List Entry Summary

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

Name: OLD TOWN HALL

List Entry Number: 1232158

Location

OLD TOWN HALL, MARKET PLACE

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

County:

District: South Tyneside

District Type: Metropolitan Authority

Parish:

National Park: Not applicable to this List entry.

Grade: I

Date first listed: 27-Feb-1950

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

Legacy System Information

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

Legacy System: LBS

UID: 407497

Asset Groupings

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

List Entry Description

Summary of Building

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

Reasons for Designation

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

History

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

Details

1.
5102 MARKET PLACE
Old Town Hall
NZ 3667 SW 4/44 27.2.50

I

2.
1768. Built by the Dean and Chapter of Durham in the centre of the new Market Place
they had laid out circa 1767.
Ashlar with pyramidal slate roof. Two storeys. Open arcaded ground floor for use as market hall. Three arches on south, east and west sides on Doric columns, with square rusticated corner piers against which are set half column responds. A central pillar on steps which may be part of a former market cross. The upper floor of 3 bays to each elevation. A central "Venetian" window flanked on either side by a single semi-circular headed window. On the east and west fronts the single windows are blank. On the north front the centre light of the "Venetian" window contains the entrance door with fanlight over. The upper floor is reached by a symmetrical, double branch stone staircase under which the open market hall can be approached through a grand semi-circular arched opening. The roof is crowned by a square timber turret and a domed octagonal cupola. The building was restored in 1977. The hall was originally built by the Dean and Chapter as a place for holding their Manorial Courts and providing offices for their officials. It was sold by them in 1855 to the corporation together with the market tolls.

Listing NGR: NZ3606467139

Selected Sources

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

Map

National Grid Reference: NZ 36064 67139

The below map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - [1232158.pdf](#)



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