

Appendix 7.1

Desk-based Archaeology and Built Heritage Setting Assessment.

On behalf of Kirklees Council

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Author: Simon Britt IHBC MRPTI and Laura Garcia MCIfA



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1. Introduction

- 1.1. Pegasus Group have been commissioned by Kirklees Council to prepare a Desk-based Archaeology and Built Heritage Assessment and Setting Assessment to consider the proposed application for Planning Permission for land North and West of the A64 – Queensgate, Huddersfield as shown as Plate 1 as part of the 'Kirklees Cultural Heart' project Plate 1.

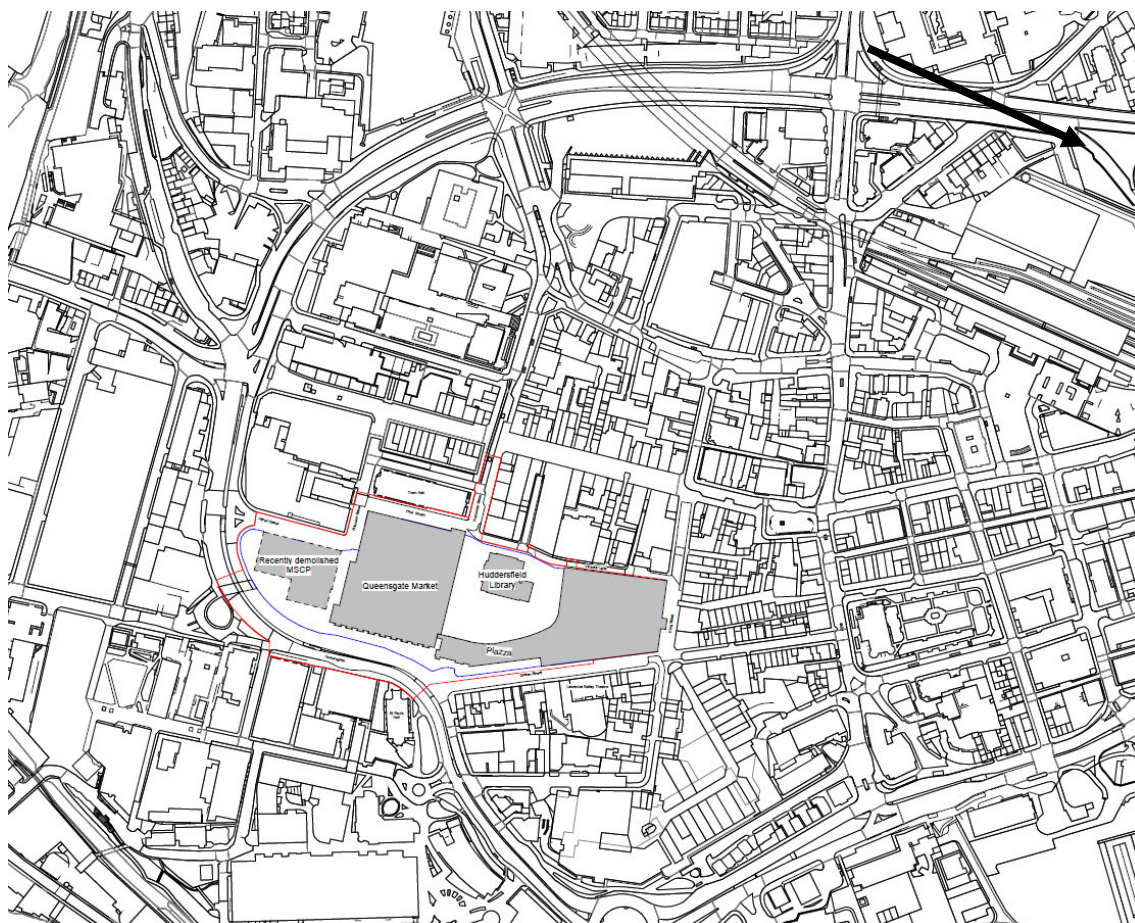


Plate 1: Site Location Plan

Proposed Development

- 1.2. The site covers an area approximately 3.93 ha of Huddersfield Town Centre and includes the Grade II Listed Building – Queensgate Market and the Grade II Listed Building – Huddersfield Library and Art Gallery. Within 250m of the site boundary are 155 Listed Buildings and 1 Conservation Area.
- 1.3. This Desk-based Archaeology and Built Heritage Assessment and Setting Assessment provides information with regards to the significance of the built historic environment and archaeological resource to fulfil the requirement given in paragraph 194 of the Government's National Planning Policy Framework (the NPPF) which requires:

"...an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting".¹

- 1.4. In order to inform an assessment of the acceptability of the scheme in relation to impacts on the historic environment via setting and the archaeological resource, following paragraphs 199 to 203 of the NPPF, any harm to the historic environment resulting from the proposed development is also described, including impacts on significance through changes to setting.
- 1.5. As required by paragraph 194 of the NPPF, the detail and assessment in this Report is considered to be *"proportionate to the assets' importance"*.²
- 1.6. The assessment provided within this Desk-based Archaeology and Built Heritage Setting Assessment will be used to inform the Cultural Heritage Chapter (Chapter 7) of the Project Environmental Statement (ES). However, due to the volume of heritage assets within the study area, initial assessment of the impact of the scheme, including the discounting of assets for inclusion within the ES because they have no potential to experience impact and effects from the scheme has taken place within this Desk-based Assessment. This is to ensure that the Environmental Statement is a succinct and concise document which focusses on those assets with the potential to experience impacts and effects from the proposed scheme.

¹ Department for Levelling Up, Housing and Communities (DLUHC), National Planning Policy Framework (NPPF) (London, July 2021), para. 194.

² DLUHC, NPPF, para. 194.

2. Proposed Development

The application seeks Planning Permission and Listed Building Consent for the following:

- 2.1. ***'Demolition of the existing Piazza shopping centre, part removal of elements of Queensgate Market, and demolition/retention of service tunnels; with redevelopment of the site to form new public realm space (including public park and gardens, play areas, public square/outdoor event space); refurbishment and change of use of existing Queensgate Market Hall into new food hall (Use Class E (b) Sale of food and drink for consumption, mostly, on the premises); refurbishment and extension of existing library and art gallery building to form a new museum (Use Class F.1); change of use of part existing market hall building and extension to form a new public library (Use Class F.1); construction of new indoor event venue incorporating multi-storey car park below (Sui-Generis); erection of new public gallery building (Class F.1); and associated infrastructure on land and buildings at Queensgate Market, Huddersfield Library and Art Gallery, and Piazza (and The Shambles) Shopping Centre, Huddersfield.'***

- 2.2. This includes the following elements:

- Retention and reuse of Listed Buildings within the site, principally the Market Hall and the Library and Art Gallery.
- Demolition of buildings within the site, including the parade of shops within the Piazza, elements of the Market Hall fronting onto Peel Street, the Shambles shopping arcade (including those fronting King Street/Queen Street) and the retail units fronting Princess Alexandra Walk. This demolition being necessary in order to facilitate the scope, scale and ambition of the project;
- Development of a Public Realm comprising terraces, gardens, play areas for children and a flexible public square/outdoor events venue with ability to host up to 3000 person event (Use Class F.1)
- Construction of a new two storey, c2,950 sqm GIA public gallery (Use Class F.1).
- Construction of new c4,780 sqm GIA public library onto east wing of Queensgate Market, including part change of use of existing market hall building
- Refurbishment and extension to existing library building, to convert into a c5,750sqm GIA museum building (Use Class F.1)
- Refurbishment and change of use of existing Queensgate Market Hall into new c2,380sqm GIA food hall (Use Class E)
- Construction of new c7,7000 sqm GIA events venue (sui-generis) for concerts and exhibitions (up to 2,200 people capacity) within site of previously demolished multi-storey car park, south of Queensgate Market.
- Construction of new multi-storey car park situated below the new events venue, for 350 cars and vehicular access road from Queensgate.
- Partial demolition and retention of subterranean service tunnels.

- Linked to the above, a scheme of hard and soft landscaping measures across the site, including the retention of existing features;
- Measures, yet to be determined, to address surface water and other infrastructure (such as utilities) requirements; and
- Incorporation of sustainable development measures, in terms of energy efficiency through design and bio-diversity enhancements.

3. Site Description and Planning History

Site Description

- 3.1. The site covers an area of approximately c3.9ha and consists of the former (now demolished) multi-storey car park, the Queensgate Market (Grade II listed), the library and art gallery (Grade II listed) and the Piazza shopping centre.
- 3.2. In addition to the buildings there are an extensive network of service tunnels, predominantly below the Piazza, servicing the surrounding area and most notably the Piazza shopping centre and the market.
- 3.3. The site is located north and west of the A62 – Queensgate, within Huddersfield Town Centre. The A62 Queensgate frontage is largely characterised by the former site of the now demolished 4 storey multistorey car park and the eastern elevation of the Queensgate Market Hall and its artwork panels. The Market Hall is adjoined by the Piazza shopping centre, which wraps around the remainder of the site's eastern boundary and encloses around the Huddersfield Library and Art Gallery, which is located on (but within) the eastern edge of the site.
- 3.4. The site includes areas of open space, separating existing buildings. The open space is generally characterised with hard landscaping and limited street furniture and landscaping in terms of treatment within the public realm.
- 3.5. The site is overlooked by Huddersfield Town Hall and Concert Hall along the western boundary and further shopping areas which positively look out, into the site. The University of Huddersfield campus is located beyond the A62 to the South East, whilst the Lawrence Batley Theatre stands off Queen Street to the east.

Planning History

- 3.6. The proposed site has been subject to numerous planning applications. Of relevance to heritage are the following:

Huddersfield Library

- 2006/94640 – Listed Building Consent for installation of CCTV system (internal and external). Granted 31st January 2007.
- 2021/91765 – Listed Building Consent for replacement flat roof and all associated rooflights, repairs and repointing to external elevations, installation of new rooflight to existing lightwell and structural repair works within the lightwell. Granted 25th August 2021.
- 2021/92044 – Listed Building Consent for the replacement of the existing single glazed windows. Withdrawn 12th November 2021.

Queensgate Market

- Numerous Listed Building Consent applications for shopfront alterations, internal alterations and associated works.

- 2020/93736 – Prior Approval for demolition of car park – Approved 8th December 2020.

4. Methodology

- 4.1. The aims of this Desk-based Archaeology and Built Heritage Assessment and Setting Assessment are to assess the significance of the heritage resource within the site and its surrounds, to assess any contribution that the site makes to the heritage significance of the surrounding heritage assets, and to identify any harm or benefit to them which may arise from the implementation of the development proposals, along with the level of any harm caused, if relevant. This assessment considers the archaeological resource and the setting of built heritage

Sources of information and study area

- 4.2. The following key sources have been consulted as part of this assessment:
- The National Heritage List for England (NHLE) for information relating to designated heritage assets;
 - The West Yorkshire Archaeology Advisory Service (WYASS) Historic Environment Record (HER) for information relating to recorded built heritage assets;
 - Historic maps held by the West Yorkshire Archive Service, those available online from The Genealogist and Promap websites;
 - Previous published and grey literature reports relating to the development and town planning of the Application Site and environs; and
 - Historical photographs held by the West Yorkshire Archaeology Advisory Service, and historic satellite imagery available on Google Earth.
- 4.3. For digital datasets, information was sourced for a 250m study area measured from the boundaries of the site. Information gathered is discussed within the text where it is of relevance to the potential heritage resource of the site. A gazetteer of recorded sites and findspots is included as Appendix 1 and maps illustrating the resource and study area are included as Appendix 2.
- 4.4. Historic cartographic sources and aerial photographs were reviewed for the site, and beyond this where professional judgement deemed necessary.

Site Visit

- 4.5. Site visit was undertaken by Heritage Consultants³ from Pegasus Group throughout 2021 and in August 2022, during which the site and its surrounds were assessed. Selected heritage assets were assessed from publicly accessible areas.

Assessment of significance

- 4.6. In the NPPF, heritage significance is defined as:

³ By the authors of this report.

“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. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”⁴

- 4.7. Historic England’s Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2⁵ (hereafter GPA 2) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.
- 4.8. In order to do this, GPA 2 also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage’s Conservation Principles.⁶ These essentially cover the heritage ‘interests’ given in the glossary of the NPPF⁷ and the online Planning Practice Guidance on the Historic Environment⁸ (hereafter ‘PPG’) which are archaeological, architectural and artistic and historic.
- 4.9. The PPG provides further information on the interests it identifies:
 - **Archaeological interest:** “As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.”
 - **Architectural and artistic interest:** “These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.”
 - **Historic interest:** “An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.”⁹

⁴ MHCLG, NPPF, pp. 71–72.

⁵ Historic England, Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2 (2nd edition, Swindon, July 2015).

⁶ English Heritage, Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment (London, April 2008). These heritage values are identified as being ‘aesthetic’, ‘communal’, ‘historical’ and ‘evidential’, see *idem* pp. 28–32.

⁷ MHCLG, NPPF, p. 71.

⁸ Ministry of Housing Communities and Local Government (MHCLG), Planning Practice Guidance: Historic Environment (PPG) (revised edition, 23rd July 2019), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

⁹ MHCLG, PPG, paragraph 006, reference ID: 18a-006-20190723.

- 4.10. Significance results from a combination of any, some or all of the interests described above.
- 4.11. The most-recently issued guidance on assessing heritage significance, Historic England's Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12,¹⁰ advises using the terminology of the NPPF and PPG, and thus it is that terminology which is used in this Report.
- 4.12. Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

Setting and significance

- 4.13. As defined in the NPPF:

***"Significance derives not only from a heritage asset's physical presence, but also from its setting."**¹¹*

- 4.14. Setting is defined 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 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."**¹²*

- 4.15. Therefore, setting can contribute to, affect an appreciation of significance, or be neutral with regards to heritage values.

Assessing change through alteration to setting

- 4.16. How setting might contribute to these values has been assessed within this Report with reference to The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3¹³ (henceforth referred to as 'GPA 3'), particularly the checklist given on page 11. This advocates the clear articulation of "what matters and why".¹⁴
- 4.17. In GPA 3, a stepped approach is recommended, of which **Step 1** is to identify which heritage assets and their settings are affected. **Step 2** is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage

¹⁰ Historic England, Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12 (Swindon, October 2019).

¹¹ MHCLG, NPPF, p. 72.

¹² MHCLG, NPPF, p. 71.

¹³ Historic England, The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (2nd edition, Swindon, December 2017).

¹⁴ Historic England, The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (2nd edition, Swindon, December 2017), p. 8.

assets, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

4.18. **Step 3** is to assess the effect of the proposed development on the significance of the asset(s). **Step 4** is to explore ways to maximise enhancement and minimise harm. **Step 5** is to make and document the decision and monitor outcomes.

4.19. A Court of Appeal judgement has confirmed that whilst issues of visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and also that factors other than visibility should also be considered, with Lindblom LJ stating at paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement)¹⁵ :

Paragraph 25 – “But – again in the particular context of visual effects – I said that if “a proposed development is to affect the setting of a listed building there must be a distinct visual relationship of some kind between the two – a visual relationship which is more than remote or ephemeral, and which in some way bears on one’s experience of the listed building in its surrounding landscape or townscape” (paragraph 56)”.

Paragraph 26 – “This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building’s setting. Generally, of course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, “the historic relationship between places”. Historic England’s advice in GPA3 was broadly to the same effect.”

Levels of significance

4.20. Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

4.21. In accordance with the levels of significance articulated in the NPPF and the PPG, three levels of significance are identified:

- **Designated heritage assets of the highest significance**, as identified in paragraph 200 of the NPPF, comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation

¹⁵ Catesby Estates Ltd. V. Steer [2018] EWCA Civ 1697, para. 25 and 26.

Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 68 of the NPPF;

- **Designated heritage assets of less than the highest significance**, as identified in paragraph 200 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
- **Non-designated heritage assets.** Non-designated heritage assets are defined within the PPG as “buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets”.¹⁶

4.22. Additionally, it is of course possible that sites, buildings or areas have no heritage significance.

Assessment of harm

4.23. Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

4.24. In order to relate to key policy, the following levels of harm may potentially be identified for designated heritage assets:

- **Substantial harm or total loss.** *It has been clarified in a High Court Judgement of 2013 that this would be harm that would “have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced”.*¹⁷ and
- **Less than substantial harm.** *Harm of a lesser level than that defined above.*

4.25. With regards to these two categories, the PPG states:

“Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.”¹⁸

4.26. Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle of the spectrum and upper end of the less than substantial harm scale.

4.27. With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale

¹⁶ MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

¹⁷ Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin), para. 25.

¹⁸ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

of any harm or loss is articulated. As such, harm to such assets is articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.

- 4.28. It is also possible that development proposals will cause **no harm or preserve** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.¹⁹
- 4.29. Preservation does not mean no change; it specifically means no harm. GPA 2 states that **"Change to heritage assets is inevitable but it is only harmful when significance is damaged"**.²⁰ Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.
- 4.30. As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in GPA 3, described above. Again, fundamental to the methodology set out in this document is stating "what matters and why". Of particular relevance is the checklist given on page 13 of GPA 3.
- 4.31. It should be noted that this key document also states that:
- "Setting is not itself a heritage asset, nor a heritage designation..."***²¹
- 4.32. Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.
- 4.33. With regards to changes in setting, GPA 3 states that:
- "Conserving or enhancing heritage assets by taking their settings into account need not prevent change"***.²²
- 4.34. Additionally, it is also important to note that, as clarified in the Court of Appeal, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require Planning Permission to be refused.²³

Benefits

- 4.35. Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage values and hence the significance of the assets concerned.

¹⁹ R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

²⁰ Historic England, GPA 2, p. 9.

²¹ Historic England, GPA 3, p. 4.

²² Historic England, GPA 3., p. 8.

²³ Palmer v Herefordshire Council & Anor [2016] EWCA Civ 1061.

- 4.36. As detailed further in Section 6, the NPPF (at Paragraphs 201 and 202) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.
- 4.37. Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 201 and 202.
- 4.38. The PPG provides further clarity on what is meant by the term ‘public benefit’, including how these may be derived from enhancement to the historic environment (‘heritage benefits’), as follows:

“Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- ***sustaining or enhancing the significance of a heritage asset and the contribution of its setting***
- ***reducing or removing risks to a heritage asset***
- ***securing the optimum viable use of a heritage asset in support of its long term conservation.”²⁴***

- 4.39. Any ‘heritage benefits’ arising from the proposed development, in line with the narrative above, will be clearly articulated in order for them to be taken into account by the Decision Maker.

²⁴ MHCLG, PPG, paragraph 020, reference ID: 18a-020-20190723.

5. Planning Policy Framework

- 5.1. This section of the Report sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the site, with a focus on those policies relating to the protection of the historic environment.

Legislation

- 5.2. Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*,²⁵ which provides statutory protection for Listed Buildings and Conservation Areas.

- 5.3. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“In considering whether to grant planning permission [or permission in principle] 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.”²⁶

- 5.4. In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case, Sullivan LJ held that:

“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”²⁷

- 5.5. A judgement in the Court of Appeal (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 draft of the NPPF, the requirements of which are now given in paragraph 202 of the current, revised NPPF, see below), this is in keeping with the requirements of the 1990 Act.²⁸

- 5.6. With regards to development within Conservation Areas, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

²⁵ UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

²⁶ *Planning (Listed Buildings and Conservation Areas) Act 1990*, Section 66(1).

²⁷ *Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others* [2014] EWCA Civ 137, para. 24.

²⁸ *Jones v Mordue* [2015] EWCA Civ 1243.

- 5.7. Unlike Section 66(1), Section 72(1) of the Act does not make reference to the setting of a Conservation Area. This makes it plain that it is the character and appearance of the designated Conservation Area that is the focus of special attention.
- 5.8. Scheduled Monuments are protected by the provisions of the *Ancient Monuments and Archaeological Areas Act 1979* which relates to nationally important archaeological sites.²⁹ Whilst works to Scheduled Monuments are subject to a high level of protection, it is important to note that there is no duty within the 1979 Act to have regard to the desirability of preservation of the setting of a Scheduled Monument.
- 5.9. In addition to the statutory obligations set out within the Planning (Listed Buildings and Conservations Area) Act 1990, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.³⁰

National Planning Policy Guidance

The National Planning Policy Framework (July 2021)

- 5.10. National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in July 2021. This replaced and updated the previous NPPF 2019. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.
- 5.11. The NPPF sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.
- 5.12. The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan-making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.
- 5.13. The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three 'objectives' to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and

²⁹ UK Public General Acts, *Ancient Monuments and Archaeological Areas Act 1979*.

³⁰ UK Public General Acts, *Planning and Compulsory Purchase Act 2004*, Section 38(6).

social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

“Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

- a. all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;***
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:***
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or***
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.***

For decision-taking this means:

- c. approving development proposals that accord with an up-to-date development plan without delay; or***
- d. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:***
 - i. the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or***
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”³¹***

5.14. However, it is important to note that footnote 7 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 180) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt,

³¹ MHCLG, NPPF, para. 11.

Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 68); and areas at risk of flooding or coastal change.³² (our emphasis)

5.15. The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

5.16. Heritage Assets are defined in the NPPF 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. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”³³

5.17. The NPPF goes on to define a Designated Heritage Asset as a:

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.”³⁴ (our emphasis)

5.18. As set out above, significance is also defined 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. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”³⁵

5.19. Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 195 that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”³⁶

5.20. Paragraph 197 goes on to state that:

“In determining planning applications, local planning authorities should take account of:

³² MHCLG, NPPF, para. 11, fn.7.

³³ MHCLG, NPPF, p. 67.

³⁴ MHCLG, NPPF, p. 66.

³⁵ MHCLG, NPPF, pp. 71–72.

³⁶ MHCLG, NPPF, para. 195.

- a) *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b) *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c) *the desirability of new development making a positive contribution to local character and distinctiveness.*³⁷

5.21. With regard to the impact of proposals on the significance of a heritage asset, paragraphs 199 and 200 are relevant and read as follows:

*“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”*³⁸

“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) *grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) *assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”*³⁹

5.22. Section b) of paragraph 200, which describes assets of the highest significance, also includes footnote 68 of the NPPF, which states that non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets.

5.23. In the context of the above, it should be noted that paragraph 201 reads as follows:

“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 or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) *the nature of the heritage asset prevents all reasonable uses of the site; and*

³⁷ MHCLG, NPPF, para. 197.

³⁸ MHCLG, NPPF, para. 199.

³⁹ MHCLG, NPPF, para. 200.

- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and**
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and**
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.”⁴⁰**

5.24. Paragraph 202 goes on to state:

“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, where appropriate, securing its optimum viable use.”⁴¹

5.25. The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 206 that:

“Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.”⁴²

5.26. Paragraph 207 goes on to recognise that **“not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance”⁴³** and with regard to the potential harm from a proposed development states:

“Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.”⁴⁴

5.27. With regards to non-designated heritage assets, paragraph 203 of NPPF states that:

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect 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.”⁴⁵

⁴⁰ MHCLG, NPPF, para. 201.

⁴¹ MHCLG, NPPF, para. 202.

⁴² MHCLG, NPPF, para. 206.

⁴³ MHCLG, NPPF, para. 207.

⁴⁴ Ibid.

⁴⁵ MHCLG, NPPF, para. 203.

- 5.28. Footnote 68 of the NPPF clarifies that non-designated assets of archaeological interest which are demonstrably of equivalent significance to a Scheduled Monument will be subject to the policies for designated heritage assets.
- 5.29. Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Planning Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

National Planning Practice Guidance

- 5.30. The then Department for Communities and Local Government (now the Ministry for Housing, Communities and Local Government (MHCLG)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.
- 5.31. This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.

The PPG has a discrete section on the subject of the Historic Environment, which confirms that the consideration of 'significance' in decision taking is important and states:

"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals."⁴⁶

- 5.32. In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial

⁴⁶ MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

harm or no harm at all. However, even minor works have the potential to cause substantial harm.”⁴⁷ (our emphasis)

Local Planning Policy

5.33. Planning applications within Huddersfield are currently considered against the policy and guidance set out within the Kirklees Local Plan Strategy and Policies (adopted 27th February 2019).

5.34. Policy LP35 relates to the Historic Environment and reads as follows:

Policy LP35

Historic environment

1. Development proposals affecting a designated heritage asset (or an archaeological site of national importance) should preserve or enhance the significance of the asset. In cases likely to result in substantial harm or loss, development will only be permitted where it can be demonstrated that the proposals would bring substantial public benefits that clearly outweigh the harm, or all of the following are met:
 - a. the nature of the heritage asset prevents all reasonable uses of the site;
 - b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
 - c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - d. the harm or loss is outweighed by the benefit of bringing the site back into use.
2. Proposals which would remove, harm or undermine the significance of a non-designated heritage asset, or its contribution to the character of a place will be permitted only where benefits of the development outweigh the harm having regard to the scale of the harm and the significance of the heritage asset. In the case of developments affecting archaeological sites of less than national importance where development affecting such sites is acceptable in principle, mitigation of damage will be ensured through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development.
3. Proposals should retain those elements of the historic environment which contribute to the distinct identity of the Kirklees area and ensure they are appropriately conserved, to the extent warranted by their significance, also having regard to the wider benefits of development. Consideration should be

⁴⁷ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

given to the need to:

- a. ensure that proposals maintain and reinforce local distinctiveness and conserve the significance of designated and non-designated heritage assets;
- b. ensure that proposals within Conservation Areas conserve those elements which contribute to their significance;
- c. secure a sustainable future for heritage assets at risk and those associated with the local textile industry, historic farm buildings, places of worship and civic and institutional buildings constructed on the back of the wealth created by the textile industry as expressions of local civic pride and identity;
- d. identify opportunities, including use of new technologies, to mitigate, and adapt to, the effects of climate change in ways that do not harm the significance of heritage assets and, where conflict is unavoidable, to balance the public benefit of climate change mitigation measures with the harm caused to the heritage assets' significance.
- e. accommodate innovative design where this does not prejudice the significance of heritage assets;
- f. preserve the setting of Castle Hill where appropriate and proposals which detrimentally impact on the setting of Castle Hill will not be permitted .

6. The Historic Environment

- 6.1. This section provides a review of the recorded heritage resource within the site and its vicinity in order to identify any extant heritage assets within the site and to assess the potential for below-ground archaeological remains.
- 6.2. Designated heritage assets are referenced using their seven-digit NHLE number, HER 'event' numbers have the prefix EWY and HER 'monument' numbers have the prefix MWY. It is noted that a number of the HER records in the gazetteer and shown on Figure 2 are also listed buildings – and thus duplicate the designated asset data. These assets are identified in Appendix 1.
- 6.3. A gazetteer of relevant heritage data is included as Appendix 1. Designated heritage assets and HER records and all designated assets and HER Records and Events are illustrated on Figures 1 – 3 in Appendix 2.

Previous Archaeological Works

- 6.4. A small number of archaeological events are recorded within the WYHER within the study area, however none of these have taken place within the Site. A number of the events are building recording prior to the redevelopment of the buildings or demolition with a further small number of events being field visits undertaken to observe heritage assets or works being undertaken at heritage assets.
- 6.5. There are six records of intrusive fieldwork events or watching briefs within the study area. Again, none of these were undertaken within the site boundary:
- EWY4671 – Watching brief, 1983 – Church of St Peter, Kirkgate – no human remains or features of archaeological significance encountered;
 - EWY4672 – Watching brief, 1984 – Church of St. Peter, Kirkgate – revealed disturbed burials and building debris;
 - EWY6322 – Evaluation in 1988 – Venn Street – Two trenches out of six found archaeological deposits found a stone flag lined pit with preserved organic remains and 14th century pottery. Also identified a pit with post-med pottery associated with a shallow linear feature;
 - EWY6289 – Watching brief, 2000 – land at Kirkgate, Venn Street – no archaeology observed;
 - EWY7280 – Evaluation and excavation, 2006 – St. Peter's Church, Kirkgate – 24 skeletons and significant quantity of disarticulated bone were recovered in grave plots with post-med pottery;
 - EWY6098 – Excavation, 1999 – Land off Venn Street, Kirkgate – following evaluation EWT6322 – excavation identified two phases of activity of late medieval and post-medieval date. The stone flag pit was identified again and was associated with gullies indicating a possible industrial purpose for this feature; and

- EWY7760 – Evaluation at excavation, 1999 – Low Street – cellars from late 18th century buildings were identified but no further archaeological material.

6.6. The results of these works are discussed below, where relevant to the potential archaeological resource of the site.

Topography and Geology

- 6.7. The topography of the site is a gentle slope down to the east. The site slopes from approximately 90m aOD in the west to approximately 80m aOD in the east.
- 6.8. The solid geology of the site is Middle Band Rock – Sandstone. The superficial geology of the site is formed of Head deposits of clay, sand, silt and gravel.

Archaeological Baseline

- 6.9. A comprehensive history of Huddersfield is also presented in '*Kirklees Cultural Heart Heritage Statement Volume 2: Huddersfield History*' by Feilden Clegg Bradley Studios and accompanies this application for Planning Permission.

Prehistoric (pre-43 AD)

- 6.10. There is no recorded evidence for prehistoric or Roman activity within or in close proximity to the site.

Romano-British (AD 43 – 410) and Early Medieval (410-1066)

- 6.11. There is no recorded evidence for prehistoric or Roman activity within or in close proximity to the site. The earliest recorded activity of interest is within the early medieval period of 410 – 1066. Huddersfield was recorded in the Domesday book of 1086 as *Odresfeld* indicating there was a settlement here prior to the Conquest. The land was owned by Godwin before and after the Norman conquest. The name of Huddersfield is derived from the Old English meaning 'open land of a man called *Hudraed*'.

Medieval (1066 – 1539)

- 6.12. There is evidence of medieval activity within proximity to the site, mainly deriving from fieldwork events that have taken place within the area (MWY20040). These fieldwork events have been used to identify the medieval core of Huddersfield (MWY3483) which is located to the north of the site, north of Kirkgate and adjacent to St. Peter's Church. An evaluation (EWY6322) and excavation (EWY6098) at Venn Street to the northeast of the site uncovered pits and other features containing medieval pottery from the 14th and 15th century, with later phases of activity identified from 17th century pottery. The excavation on this site uncovered evidence of a medieval building with a possible industrial function as shown by the existence of a large pit, 19m by 5m in plan and 1m deep with a flagged floor and associated gullies. It may have been used as a water source for a nearby mill as there does not seem to be evidence of tanning or textile manufacture in proximity to this site.

Post-medieval (1540 – 1800) and Modern (1801 – present)

- 6.13. The post-medieval period saw the most significant change and growth within the site and its surrounds, a period which aligns with the pre-eminence of the Ramsden family as major

Huddersfield landowners. There is ample evidence of this period still extant within the town and in proximity to the site.

- 6.14. It was the rise of the textile industry and the industrialisation of the process which led to the growth in size and wealth of Huddersfield. The wool industry was primarily small-scale and on a cottage industry basis until the 18th century when new mills were constructed in Chancery Lane and the construction of the Cloth Hall (MWY6926) in 1766 (now demolished) as a market hall. The emergence of an improved transport network with the construction of canals also facilitated the increase in the scale of the textile industry. A branch canal was constructed between 1774 and 1780 by John Ramsden, 4th Baronet which linked Huddersfield with the Calder, allowing a substantial increase in the ability to trade goods.
- 6.15. It was this influx of wealth which spurred the rapid expansion of the settlement in the late 18th century which included workers cottages such as those at Wormald's Yard (MWY7322). The Ramsden estate continued to expand through new acquisitions, most notably through the 1786 enclosure award which allocated 286 out of 323 acres of local common land to Sir John Ramsden. This period witnessed the creation of King Street which originally linked to Apsley Basin via a road named The Shore (now demolished by the ring road development). The Basin formed the terminus for the branch canal, around which local boatbuilding and ropemaking industries subsequently emerged.

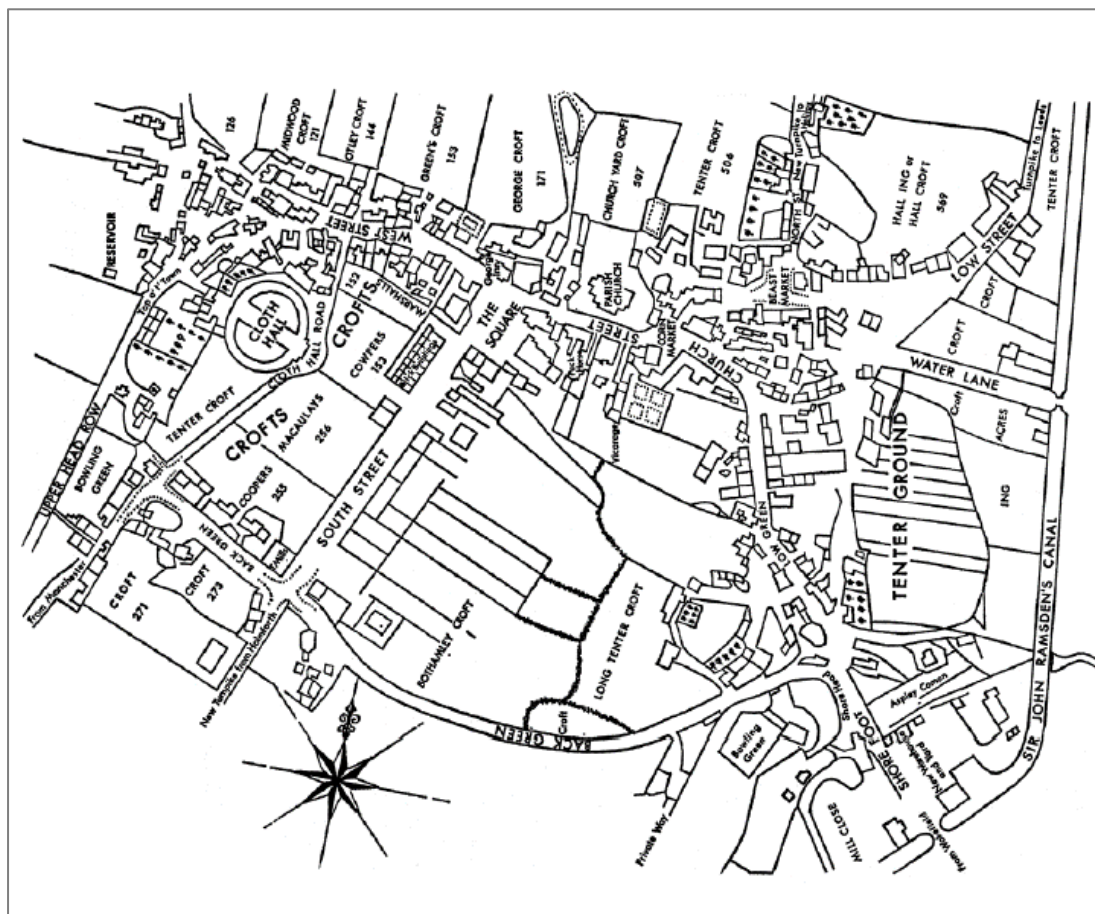


Plate 2: Map of Huddersfield, 1778.

- 6.16. Prior to the 19th-century the town centre was focused along the line of modern Westgate. The development of a new town centre for the growing textile town owes much of its layout and appearance to the local builder and engineer Joseph Kaye and the Ramsden Estate surveyor, George Loch in the 19th century. They laid out much of the sloping ground to the south of Westgate with new principal streets, including King Street, Queen Street and Cross Queen Street (Plate 3). Whilst these streets terminated with views of churches or the Cloth Hall (now demolished) (MWY6926), others, including, Ramsden Street, Princess Street and eastwards from King Street had views towards the surrounding countryside and hills.

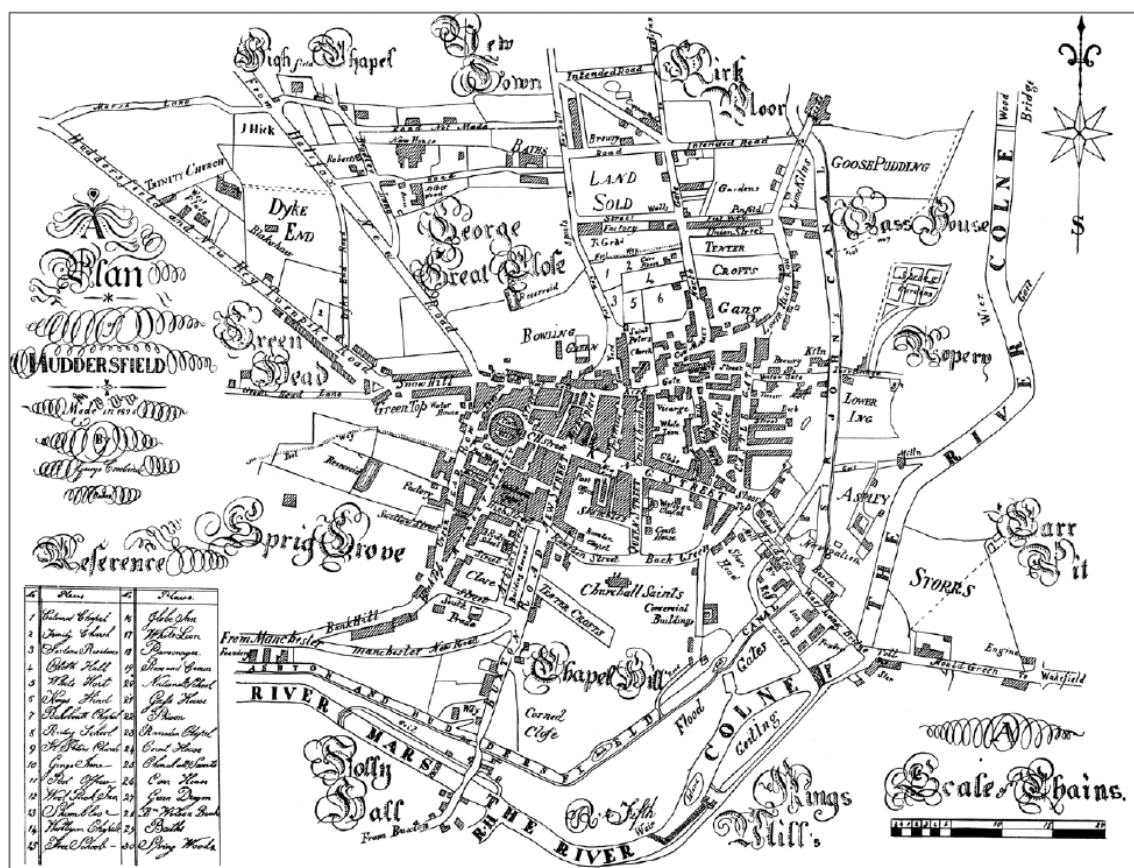


Plate 3: 'A Plan of Huddersfield', George Crossland, 1826.

- 6.17. Whilst the streets had already been laid out, the study area in the mid-19th-century was still more loosely developed than surrounding areas (Plate 4). The area north of Ramsden Street was divided into four blocks by Shambles Street, Swine Market and Bull and Mouth Lane. The 'New Market' that stretched between King Street and Swine Street is likely a reference to the market moving, this time from the market square that was further north. The market space included the shambles, which as expected, contained butcher shops and abattoirs. Swine Market is reference to the pig market that was held in this area. The market area is understood to have been used for fairs also. The area around the Congregational Chapel that stood on Ramsden Street was sparsely developed for many years after its opening in 1825.



Plate 4: Ordnance Survey plan, 1854

6.18. The Chapel (Plate 5) was one of the largest buildings in the town at the time. To its rear was the police station, with yard, cells and watch house (closed in 1898). To the east of the Chapel was the Philosophical Hall, built in 1837, where meetings and concerts took place, and the Apollo Gymnasium which was built in 1847. The south side of Ramsden Street had recently been developed by the middle of the century but beyond were still open fields.



Plate 5: The Ramsden Street Congregational Chapel, courtesy of Museums and Galleries, Kirklees Borough Council.

6.19. The expansion of the town also resulted in construction of numerous commercial buildings including public houses such as the Albert (MWY1356) and the Royal Swan Public House (MWY8056).

- 6.20. In 1868 the Huddersfield Corporation was formed, superseding the Huddersfield Improvement Commissioners. The Corporation was the municipal borough administrative body.
- 6.21. By the 1890s the study area had been developed further, notably with a new market hall, built in 1880. Swine Street had been renamed to Victoria Street and a new lane from Bull and Mouth Street to Queen Street had been laid out.
- 6.22. The area was a mix of civic, commercial and residential buildings, including public houses on Victoria Street (HER Ref: MWY1356), a Sunday School on Bull and Mouth Lane, a new covered Market Hall (built 1880) and the Theatre Royal (built 1881). The south side of Ramsden Street still comprised houses, but by now the area behind and to the north of Princess Street had been developed mostly with commercial and industrial premises including the newly built Fire Station, and Union Offices (Plate 6 and Plate 7).



Plate 6: Goad Fire Insurance plan, 1887 shows building uses but only partially for the study area.



Plate 7: Ordnance Survey plan, 1893.

- 6.23. In the 20th century the most notable change in the area in the early years of the 20th century was the building of the new Picture Theatre on Ramsden Street in 1912. In 1920 the manor of Huddersfield, which had been in the ownership of the Ramsden family since 1599, was sold to the Huddersfield Corporation for £1.3m, making it one of the largest municipal landholdings, and it was not long afterwards that thoughts were given to the modernising and replanning of parts of the town centre.



Plate 8: Ordnance Survey plan, 1918

- 6.24. In 1933 the Borough Engineer, W. Jagger produced a detailed scheme for a new range of municipal offices on Ramsden Street and a new fire station between Ramsden Street and Princess Street, on the site of the current Queensgate Market. The scheme was never built and only a year later the site on the north side of the Ramsden Street was chosen for a new Library and Art Gallery (HER Ref: MWY6930). The library occupied the site of the Ramsden Street Chapel which was demolished in 1934 and was designed by E.H Ashburner, with classical style statues with a modernist influence flanking its entrance steps designed by James Woodford. The building was completed in 1940 but not fully in use until after the war in 1945.



Plate 10: Aerial view of the site and town centre in 1934. Source: Historic England, ref: EPWO45317

6.25. At the time the library was built, the northern elevations were obscured by existing buildings, including the Bull and Mouth public house and thereby it did not respond architecturally to the street as successfully as the elevations to Victoria Lane, Bull and Mouth Street (now the access to the below ground service roads) and Ramsden Street. The architect appears to have been fully aware that there was scope for future redevelopment and the original drawings identify this area to the back of the library as being an area for a 'possible future extension'.



Plate 9: The Library and Art Gallery shortly after construction –courtesy of Museums and Galleries, Kirklees Borough Council

6.26. The Corporation were forward thinking during the Second World War and commissioned a Planning Consultant (Longstreth Thompson) to plan for an improvement scheme for the central area of Huddersfield. This plan was widespread and was an attempt to address some of the traffic and parking issues. In relation to the study area, the proposals were for a new municipal complex including a new Town Hall, Council Chamber, Municipal Offices, Magistrates Court and Police Offices on land between Ramsden Street and Princess Street, again on the site of the current Queensgate Market (Plate 11). This new civic group had also been designed by E.H Ashburner and would have been likely to have been similar in style, character, and appearance to the newly built library. Sketch plans show that the entrance to the new Council Chamber would have been directly opposite the library entrance (Plate 12).

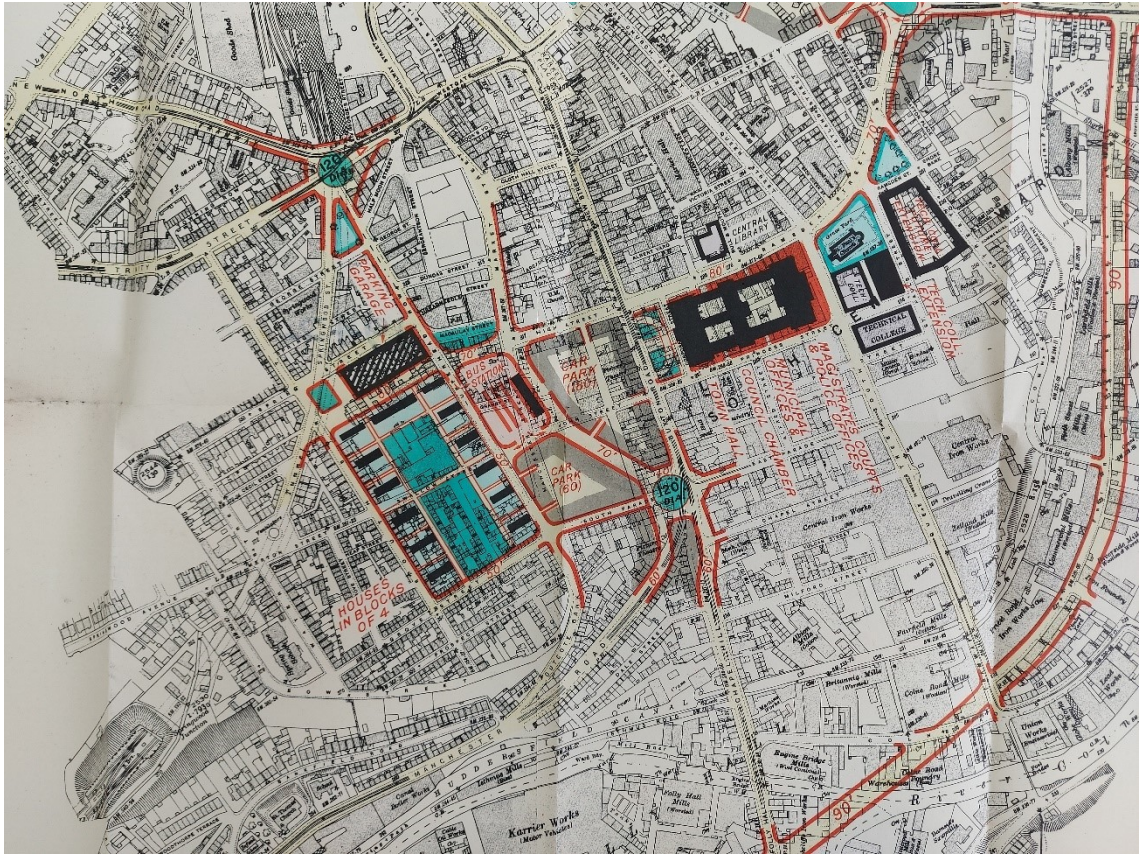


Plate 11: The improvement scheme for the central area drawn in 1942 – courtesy of Huddersfield Library.

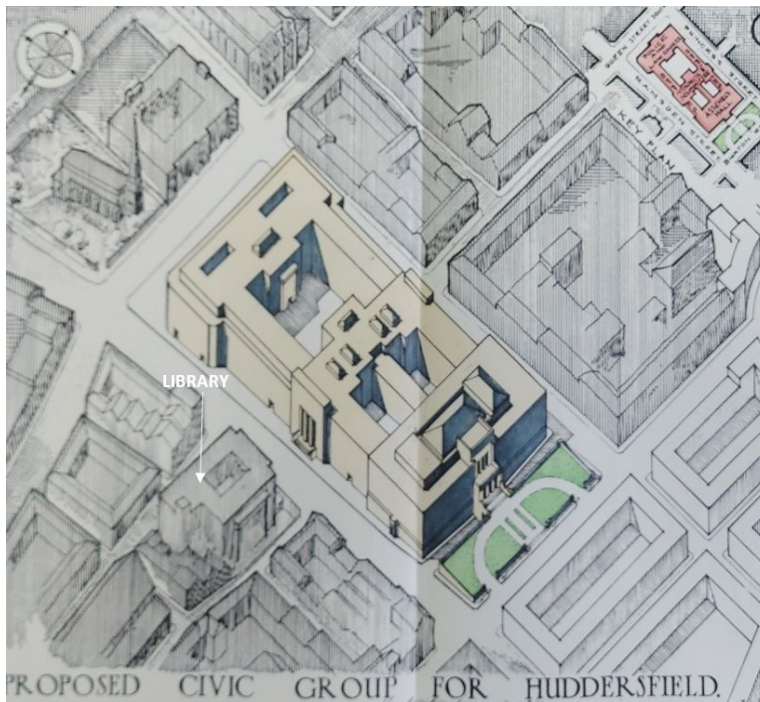


Plate 12: The Civic Group as designed by Ashburner – courtesy of Huddersfield Library.

- 6.27. The following year, 1943, local architect Clifford Hickson produced his scheme for the redevelopment of the central area, which included an outer ring road and boulevards with circuses. The site of the current Queensgate Market (HER Ref: MWY7312) was to be a Theatre Centre, whilst the Library and Art Gallery was to be flanked on either side with a new Museum and Civic Centre. The vision included a university where the Technical College was, which was loosely integrated with the central area, terminating views along Ramsden Street (Plate 13).



Plate 13: Scheme for the future development of the central area drawn in 1943– courtesy of Huddersfield Library.

- 6.28. Huddersfield town centre survived the Second World War largely unscathed and unlike many other towns and cities its post war redevelopment came about through desire to address the increasing problem of traffic which called for newly pedestrianised shopping areas, and better car parking and traffic management. In 1954 the central area was again the focus of the redevelopment plans and Borough Architect and Planning Officer, S.M Richmond, prepared plans for two areas with Area A being to the north of Buxton Road and the Town Hall, and Area B being to the south of the Town Hall and to the west of Ramsden Street (Plate 14). Once again, the proposed development area was the current Queensgate

Market and multistorey car park (the latter was demolished in 2021). This area was again to be new Municipal Offices, Magistrates Courts, Police Station and Health Centre ranging from three to five storeys high.

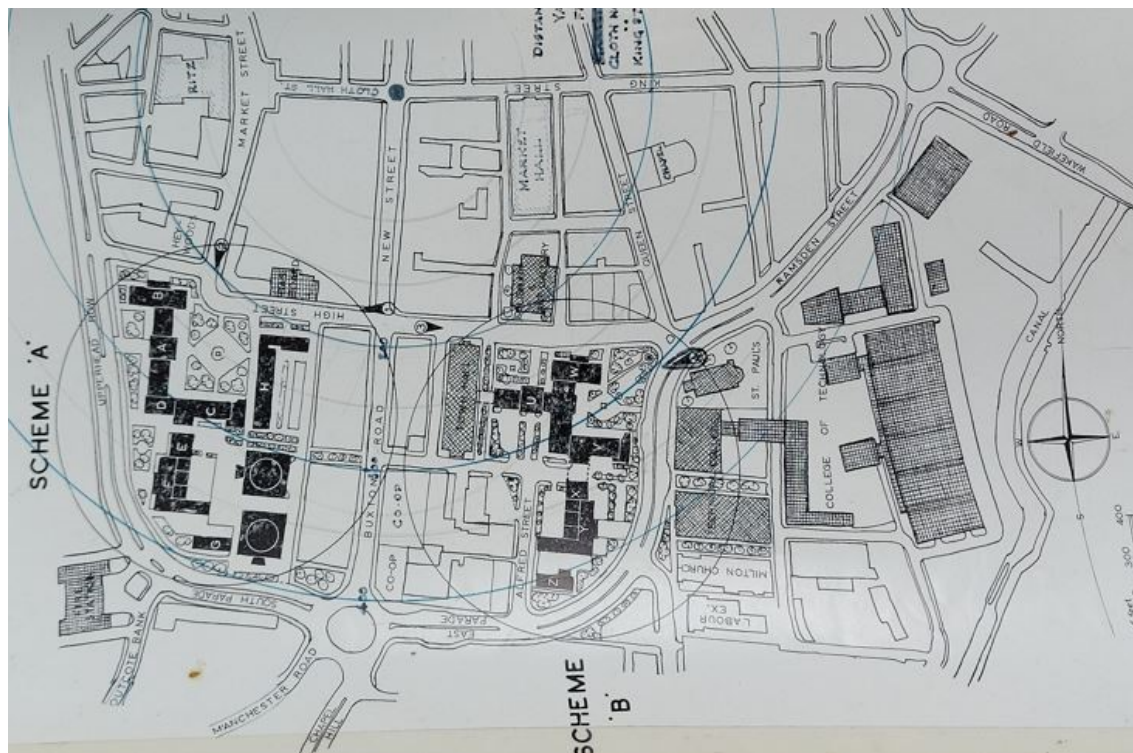


Plate 14: The central area development plan as shown in 1958 – courtesy of Huddersfield Library.

- 6.29. However, the site area owes its layout and appearance to Murrayfield, a development company set up in 1958, working with the architects J Seymour Harris Partnership. Murrayfield approached the Huddersfield Corporation in 1960 to discuss the redevelopment of the town centre. This ultimately resulted in the Corporation identifying an area much larger than first intended to be redeveloped. This now included the area bounded by Buxton Road, Princess, Alfred, Queen, Ramsden and King Street, but excluded the Town Hall and Library.

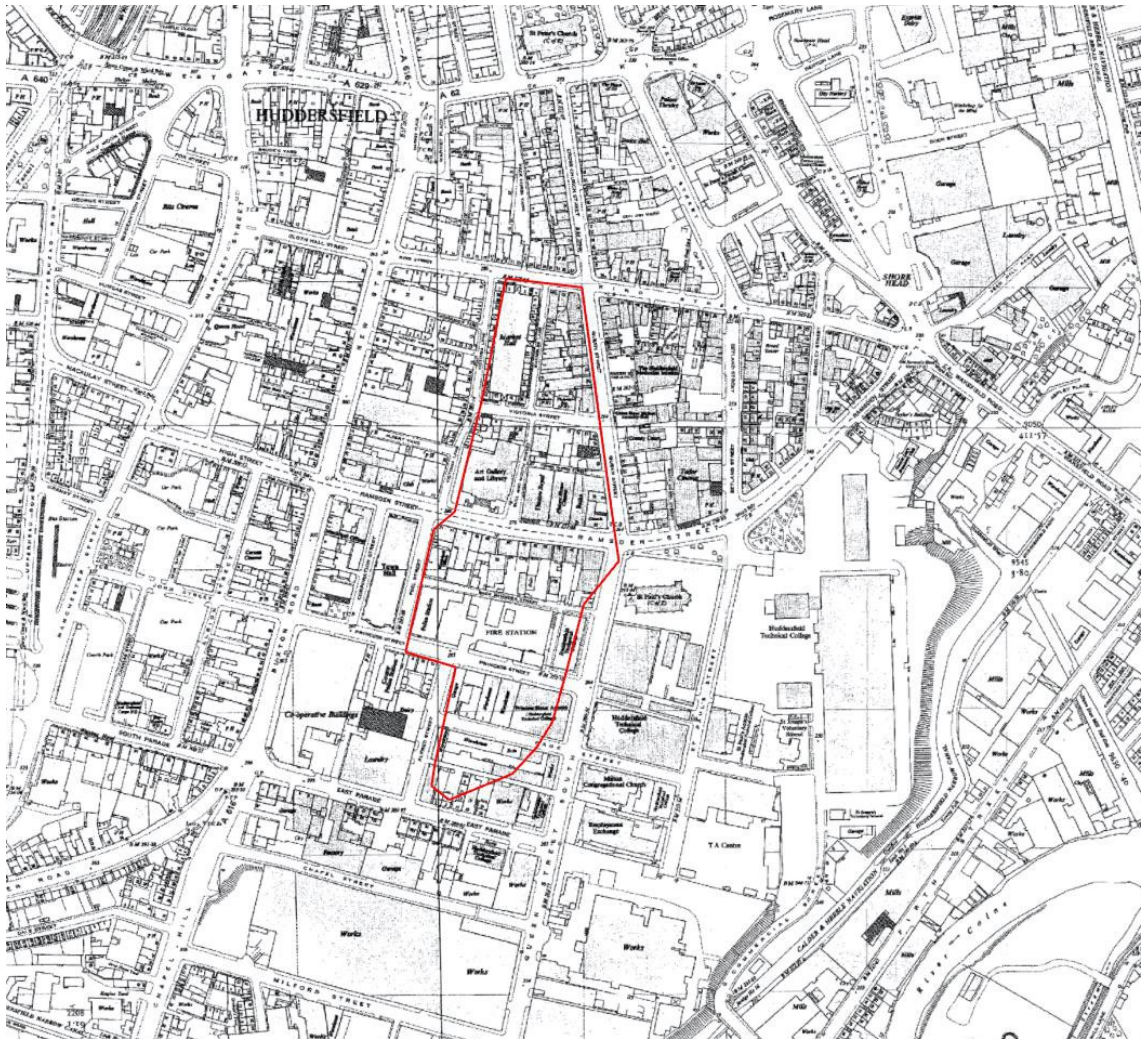


Plate 15: Ordnance Survey plan, 1960 – prior to the Murrayfield redevelopment.

6.30. The architects proposed a new retail scheme which was influenced by the design of American shopping and office developments and included purpose-built service areas and pedestrianization, but to a scale appropriate to the town (Plate 16). The scheme was built in four phases from 1966 to 1971.

- Phase I (started 1966): This was for a block of 19 shops, with offices above, on the east side of Buxton Road (outside of the study area). The units are serviced by an underground subway.
- Phase II (started 1966): This was the new market hall (Queensway Market), car park and small shops accessed by underground service subway.
- Phase III (started 1969): This was a new block for 26 shops on the site of the old market hall and again serviced from an underground subway (HER Ref: MWY20125)
- Phase IV (started 1971): This was for demolition of all buildings on the west side of Queen Street up to Bull and Mouth Street and Shambles Lane and the rebuilding with shops, and again serviced from an underground subway. This phase also included the demolition of buildings on the north and west side of the library and gallery to

create the public open space to create a restful place for shoppers and to open up a view of the library (HER Ref: MWY20125)

- 6.31. The redevelopment was able to take advantage the new ring road which had first been suggested in the 1950s but came to fruition in the 1960s under borough engineer Arthur Leslie Percy, allowing both easy access for deliveries and shoppers to the new multi-storey car park.



Plate 16: The phases of the Murrayfield Development – courtesy of Huddersfield Library.

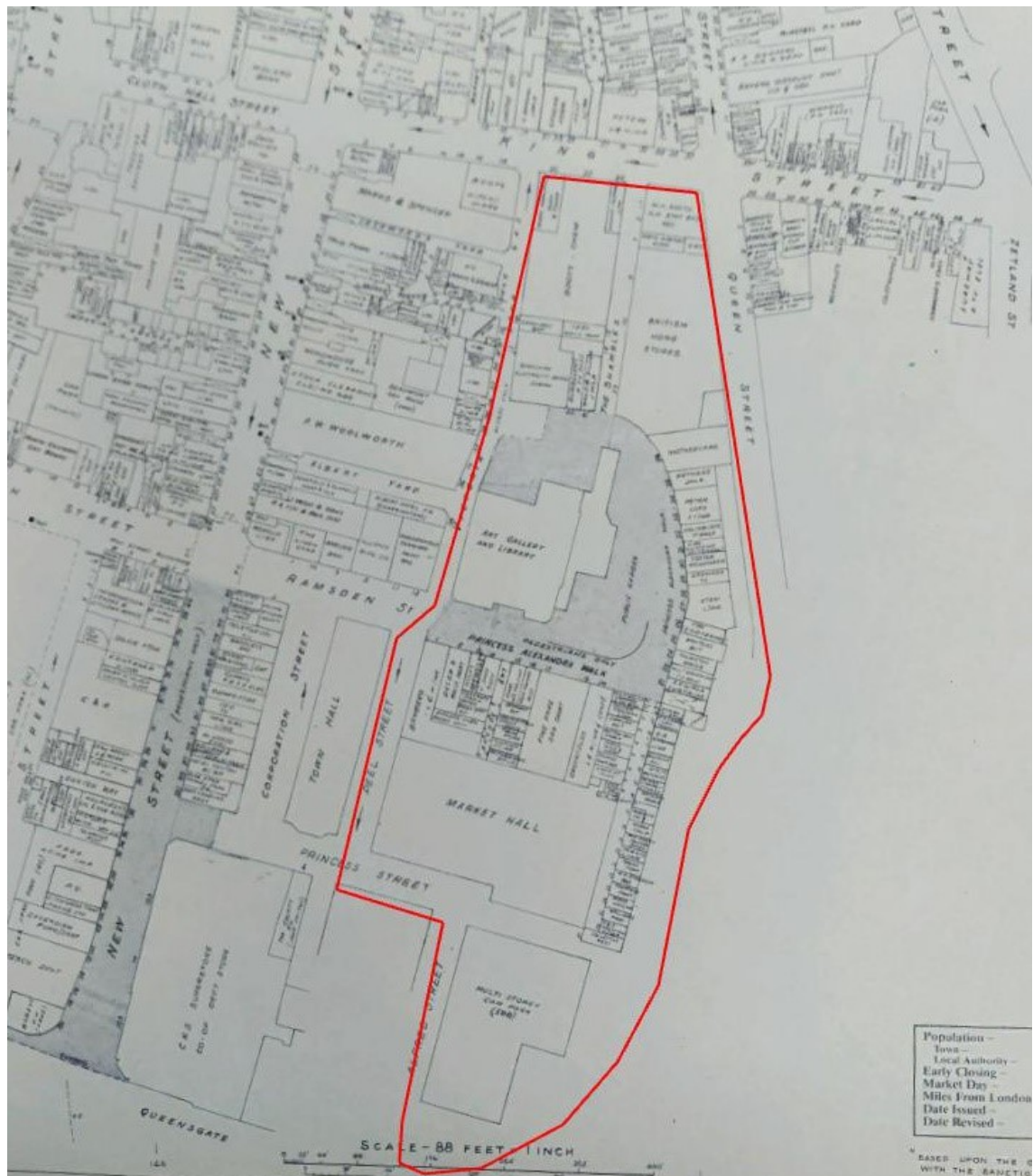


Plate 17: The Murrayfield Development with all phases completed and occupied as shown on the Goad plan, 1983.

6.32. This extensive redevelopment of Huddersfield in the 1960s and 1970s led to a substantial reordering of the street pattern that had evolved over the preceding 200 hundred years (Plate 18). Consequently, the town witnessed the loss of several streets, effectively reducing the connectivity of the area with its surrounding townscape and significantly altering the form, levels and density of the urban grain. Within the specific area of the development site, these included:

- Victoria Street (formerly Swine Street) which connected Victoria Lane to Queen Street.

- Bull and Mouth Street which connected Ramsden Street to Victoria Street.
- Cross Queen Street which connected Bull and Mouth Street to Queen Street.
- Shambles Street, this connected Victoria Street to King Street, but has been retained as a covered shopping arcade.
- South side of King Street.
- West side of Queen Street.
- East side of Victoria Lane.
- Ramsden Street; Back Ramsden Street and Princess Street.

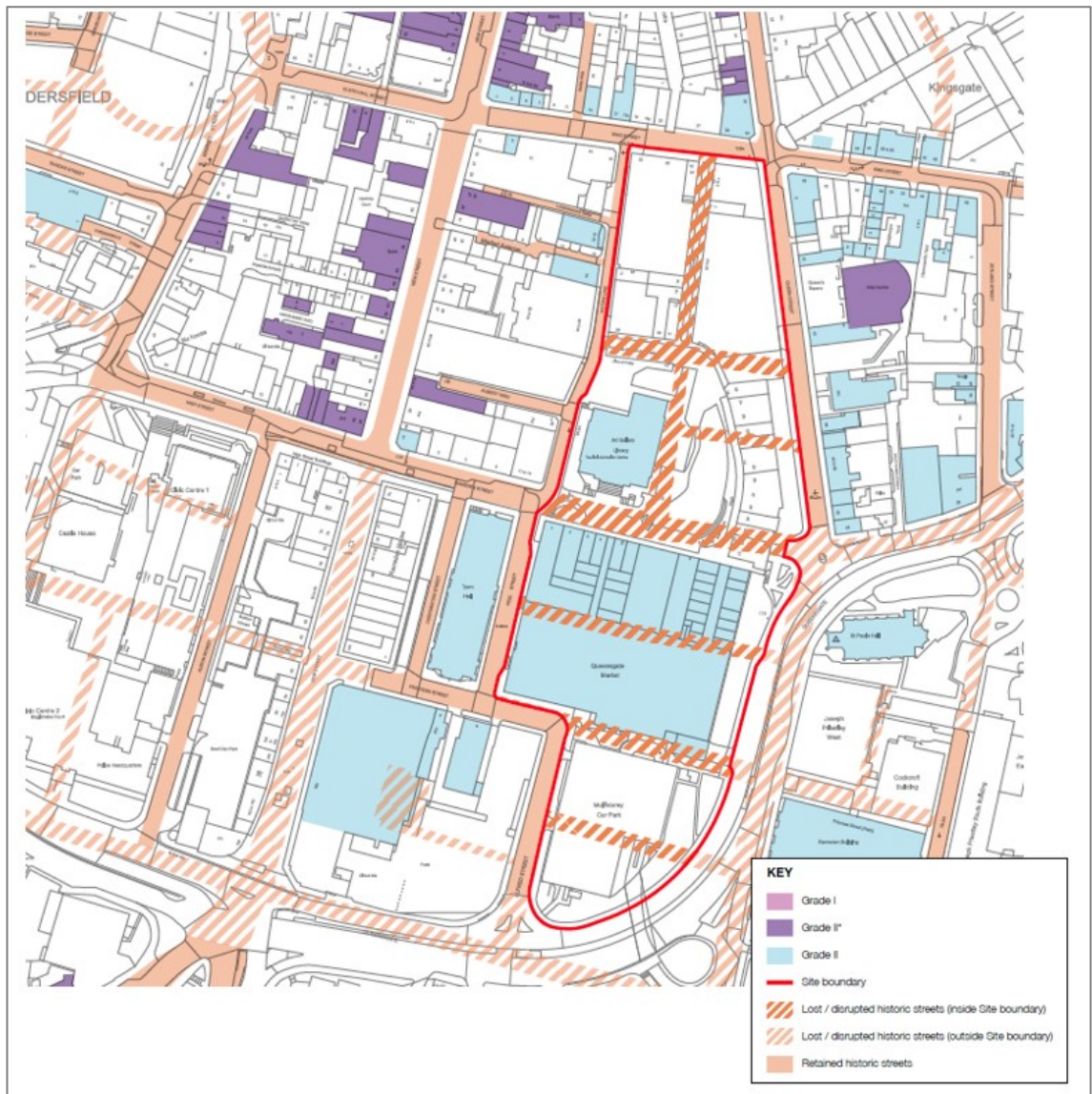


Plate 18: Analysis of retained and disrupted / lost historic street patterns (based on Ordnance Survey six-inch 1888-1913)



Plate 19: Left: Shambles Street from Victoria Street. Right: The Market Hall and shops on King Street. Source: Huddersfield Civic Society.



Plate 20: Left: Victoria Street and the Market Hall. Right: Bull and Mouth Street from Victoria Street, looking towards Ramsden Street, where Queensgate Market stands today. Source: Kirklees Image Archive.



Plate 21: Left: Shambles Street from Victoria Street. Right: The Market Hall and shops on King Street. Source: Kirklees Image Archive.



Plate 22: Queen Street looking towards King Street junction in 1910. Right: Queensgate from the junction with Ramsden Street, now Queensgate in 1964. Source: Kirklees Image Archive.

- 6.33. An important element in terms of the archaeological potential of the site of the redevelopment of the site in the 20th century was not only the demolition of the buildings within the site and construction of new buildings but also the construction of a number of service tunnels below-ground level. This redevelopment in the mid-20th century was wholesale, removing not only almost all of the earlier buildings within the site boundary but reordering the street pattern, creating new streets and removing older ones. This change altered the character of this area, removing historic legibility within this particular section.
- 6.34. The redevelopment of the site during the 20th century and especially with the Murrayfield redevelopment of the 1960s and 70s witnessed the construction of a series of service tunnels and subways to facilitate service access to the shops above and access to the car-parking areas. In addition to the service tunnels, the buildings also had rooms below-

ground to provide further storage areas. The construction of the new development of the retail scheme required significant changes to ground-levels. This can be seen

- 6.35. Beyond the Murrayfield scheme, other developments since the mid-20th century have continued to shape Huddersfield's urban fabric. Since the late-19th century, the Technical College (now the University of Huddersfield) had continued to expand beyond its original home in the Ramsden Building, with significant expansion of the campus taking place between the 1950s and 1970s. This expansion took place through acquisition of existing sites (such as the former Milton Congregational Church, Grade II) or through construction of new buildings. The Central Services Building by Manchester architects Hugh Wilson and Lewis Womersley, completed in 1977, is one such example that exists today and is representative of the general expansion of Polytechnic campuses seen nationally at the time.
- 6.36. Running parallel to these urban investment projects was the national move away from mechanised industries toward a service-based economy, which spelt the closure of several of the town's mill buildings. Some such as Firth Street Mills (mid-19th century, Grade II) have since been converted to new uses, however many were lost.
- 6.37. More recent developments since the 1970s, such as the Kingsgate Centre in 2002, continue to play a part in reshaping the urban fabric of Huddersfield, albeit to a lesser extent than the Murrayfield development, which marks one of the largest masterplanning schemes in the town's modern history.



Plate 23: The area in 2021 with the Library and Art Gallery with public gardens central to the area with the 1960/70s Murrayfield development surrounding.

7. Archaeological Potential

- 7.1. This section sets out the archaeological potential of the site, utilising historic mapping and available evidence from ground investigations.
- 7.2. The proposed site is located south of the medieval core of Huddersfield. Previous archaeological investigations to the north of site boundary have identified evidence of medieval and post-medieval activity, for example the excavation at Venn Street (EWY6098) in 1999 which identified a pit (MWY20040) with an associated building of unknown function preserved beneath.
- 7.3. The proposed site, as mentioned, is south of the medieval and post-medieval core and is not likely to have seen much if any activity prior to this. Indeed, the area where the Ramsden Street Congregational Church was constructed was known as a favourite haunt for mushroom gatherers. As such, the potential for archaeology of these periods within the site boundary is low. As described above, the first mapped development of the site occurred in the 19th century and the Goad Fire Insurance Plan of 1887 shows that the whole site was occupied by buildings. The initial construction of these buildings would have caused below-ground disturbance within the area, though as stated the potential for any earlier deposits here is low. It is noted that none of the buildings within the site had basements and therefore there may not have been excessively deep disturbance in this phase of construction of buildings within the site, however this also means that when the buildings were demolished in the mid-20th century for the redevelopment, this makes it far more likely that the foundations were removed, rather than as is sometimes seen, the demolition rubble is pushed into the basement void and capped over for the new construction above.
- 7.4. The 1887 Goad Fire Insurance Plan provides an extremely high level of detail regarding the buildings and layout within the site in the late 19th century though it is noted that the northeastern extent of the site was not included within the mapping. The Goad plans provide information on the building material, the roof material, the height of the building, whether basements were present, the function, the type of walls, the number of windows, skylights and many additional features. For the site, the Goad Plan shows that the majority of the buildings were brick with tile rooves. Buildings were between 2 storeys and 4 storeys and a mix of residential, commercial, civic and industrial.
- 7.5. The plan indicates that none of the buildings within the site boundary had a basement. Occasionally, and as demonstrated by other fieldwork events within Huddersfield centre (ie EWY1133) infilled basements of earlier buildings are located but there is no potential for this within the site.
- 7.6. The proposed site has undergone two major changes within the past two centuries. The first major change was the initial development of the site in the early 19th century when the city of Huddersfield was rapidly expanding beyond its medieval and post-medieval core to the north of the site. The proposed site was transformed within a century from outlying rural area around the settlement to being firmly within the footprint of the city. The second major change was in the mid-20th century when the site was chosen as the location for a major city centre redevelopment when the Murrayfield Development Company approached the Huddersfield Corporation with ideas of renewing this area (discussed in detail above). The implementation of the Murrayfield development required the demolition of almost all of the buildings within the site – the Library being the exception as this was already

constructed by this time. The grid of former streets within the site was obliterated and the site required extensive regrading to allow the construction of the new buildings, including the piazza (MWY20125) and Queensgate Market. This can be seen in contemporary photographs taken during the construction which shows the dramatic regrading and levelling of the ground in this area and can be seen today for example the immediate east of the Library with the sunken garden area which lies in front of the row of shops within the piazza area.

- 7.7. In addition to the relevening and regrading of the ground, the redevelopment of the 1960s involved the creation of a network of underground service tunnels which would be used to serve the retail units above.

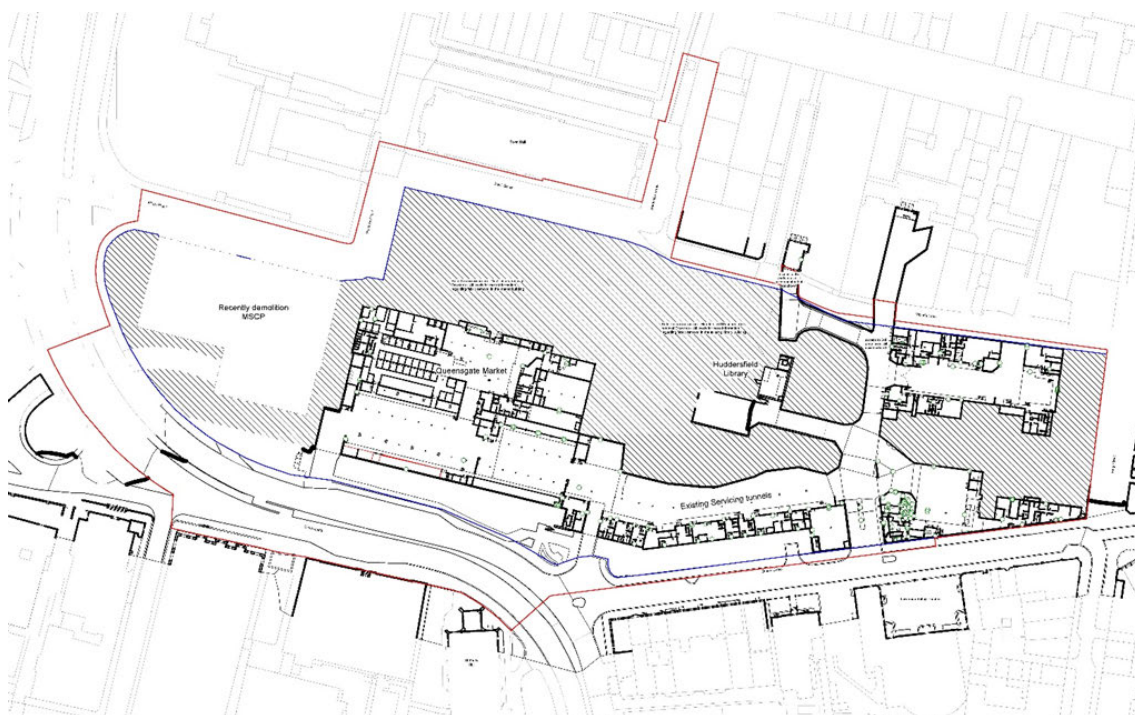


Plate 24: Plan of existing lower ground floor level of the site – showing the areas of service tunnels and below ground rooms. This also shows the area of the recently demolished multi-storey car park in the southern portion of the site.

- 7.8. The plan of the service tunnels and below ground rooms, which include rooms below the library, below the market and shows that this high-level below ground disturbance has taken place across the majority of the site. The plan shows the entrances into the service tunnels. The proposed scheme requires the demolition of portions of these tunnel systems with the extension of some areas, for example to join the lower ground portions of the new car-park and the proposed Food Hall.
- 7.9. An area of archaeological potential was highlighted by the LPA Archaeologist, in the area around the former Ramsden Street Congregational Church. This was a non-conformist chapel with no indication of burial grounds on any mapping of the area throughout its lifetime. The church began construction in 1824 and opened in 1825. The church was large, grand and set within the expanding centre of Huddersfield. The church was closed in 1933 and purchase with the view for demotion by the Huddersfield Corporation the demolition began in 1936. There are no records of any burial ground in the grounds of this church.

Analysis of historic mapping and historic photographs of the church do not provide any indications of burials in the grounds of the church. There is no record of interments within the church itself, though it is probably that if there were burials within the church, these would have been removed prior to demolition.



Plate 25 Ramsden Street Congregation Church 1934 viewed from the corner of Bull & Mouth Street and Ramsden Street – note the level change



Plate 26 View of Ramsden Street Congregational Church viewed from corner of Victoria Lane and Ramsden Street – note level change on western elevation (stairs down just out of shot) also not lack of room for burials externally

- 7.10. During the preparation of assessments to support this planning application, ground investigations were undertaken across the site to establish ground conditions. As part of this, ground investigations were undertaken in the vicinity of the Art Gallery and Library, the former site of the Ramsden Street Congregational Church. The LPA Archaeologist identified the potential for potentially unrecorded burials to be located in the vicinity of this former church and requested that the ground investigation test pits, boreholes or observation pits be monitored by an archaeologist to record any archaeological deposits or human remains which may be exposed. At the time of preparation of this assessment, the full watching brief report was still being prepared. However, a verbal update from CFA Archaeology who undertook the monitoring works indicated that no human remains have been encountered and nothing of archaeological interest was identified in any of the test pits. It is assumed therefore that no archaeological deposits or made ground of interest was identified during these works.
- 7.11. The results of this monitoring, coupled with the mapping evidence which shows the entire redevelopment of the site in the mid-20th century with large buildings and an extensive network of service tunnels is likely to have removed any archaeological deposits of significance within the area.
- 7.12. As noted, there is very low potential for archaeology from any period prior to the 19th century and the footprint of those buildings first constructed here are likely to have been removed and obscured through the wholesale demolition, clearance and re-laying of the street pattern in this area, the construction of the new buildings and the construction of the service tunnels.

- 7.13. The Goad Fire Insurance Plan of 1887 indicates that the buildings on this site in the late 19th century were a mix of residential, commercial and some larger industrial. None of these buildings are particularly significant in terms of their function or type and none contained basements which may have survived later demolition and infill.
- 7.14. It is therefore concluded that there is a low potential for archaeology generally within the site and no potential for archaeological remains of significance to have survived within the proposed site.

8. Setting Assessment

- 8.1. Step 1 of the methodology recommended by the Historic England guidance GPA 3 (see Methodology above) is to identify which heritage assets might be affected by a proposed development.
- 8.2. Development proposals may adversely impact heritage assets where they remove a feature that contributes to the significance of a heritage asset or where they interfere with an element of a heritage asset's setting that contributes to its significance, such as interrupting a key relationship or a designed view.
- 8.3. Consideration was made as to whether any of the heritage assets present within or beyond the 250m km study area include the site as part of their setting, and therefore may potentially be affected by the proposed development. The study area and heritage assets within it is shown in Figures 1 – 3 in Appendix 2 and is visualised in Plate 27.

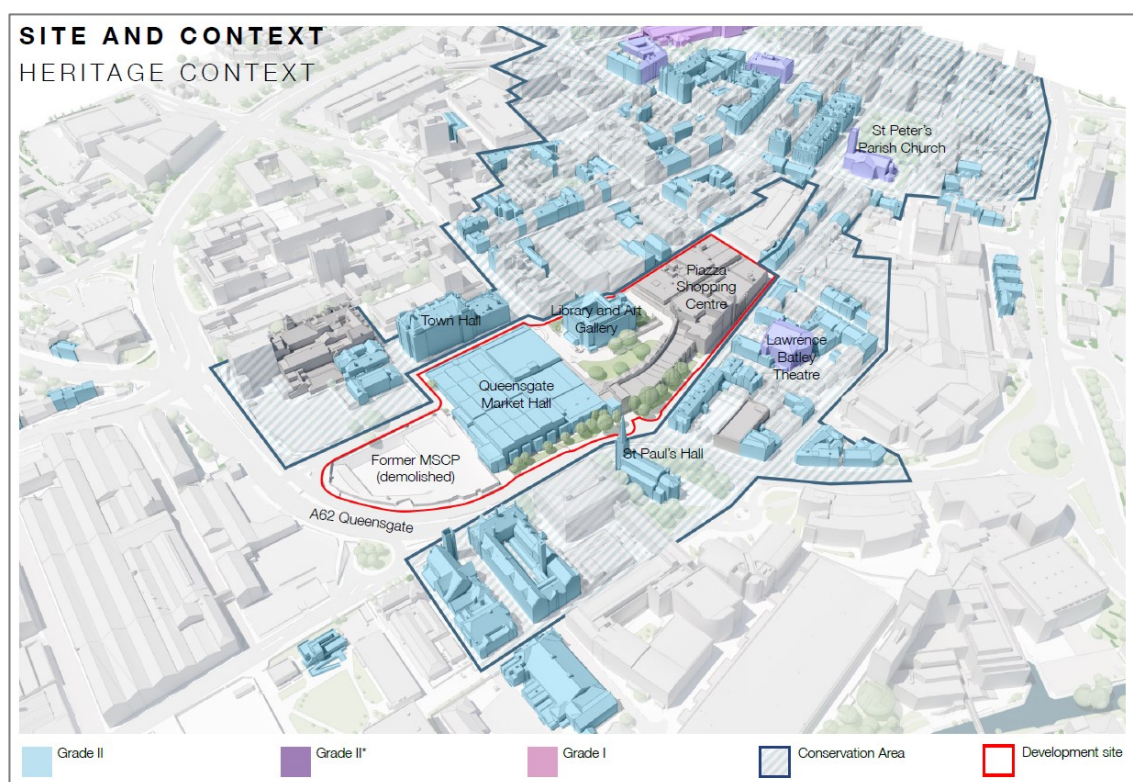


Plate 27 : Visualisation of heritage assets in relation to the site.

Step 1

- 8.4. Assets in the vicinity identified for further assessment on the basis of an historic association through function or use, intervisibility or co-visibility with the site comprise:

HER Ref	Heritage Asset	Asset Type	GRADE
	Huddersfield Library and Art Gallery	Listed Building	II
	Queensgate Market	Listed Building	II
	Huddersfield Town Hall Including Wall and Railings to Area	Listed Building	II
	2 And 4, Queen Street	Listed Building	II
	6-10, Queen Street	Listed Building	II
	12 And 14, Queen Street	Listed Building	II
	Arts Centre Including Dwarf Wall Enclosing Queens Square	Listed Building	II*
	Crown Court	Listed Building	II
	16 And 18, Queen Street	Listed Building	II
	20, Queen Street	Listed Building	II
	22, Queen Street	Listed Building	II
	24, Queen Street	Listed Building	II
	26, Queen Street	Listed Building	II
	28, Queen Street	Listed Building	II
	30, Queen Street	Listed Building	II
	32, Queen Street		
	St Paul's Hall, University of Huddersfield	Listed Building	II
	Ramsden Building at The University of Huddersfield	Listed Building	II
	Milton Congregational Church	Listed Building	II
	Milton Congregational Chapel Sunday School	Listed Building	II
	Bath House (Amenity Block) At Thomas Broadbent and Sons Ltd	Listed Building	II
	Juvenile Court	Listed Building	II
	New Street, Huddersfield (Formerly listed as Butchery Department of Co-operative Stores PRINCESS STREET (South Side))	Listed Building	II
	Commercial Hotel	Listed Building	II
	71 New Street	Listed Building	II
	14, Victoria Lane	Listed Building	II
	16 and 16a, Victoria Lane	Listed Building	II
	13 King Street	Listed Building	II
	15 15a and 17, King Street	Listed Building	II
	Burns Tavern	Listed Building	II

	41 Kingsgate (formerly the Globe Public House)	Listed Building	II
	Parish Church Of St Peter	Listed Building	II*
	Victoria Tower	Listed Building	II
	Castle Hill	Scheduled Monument	
	Huddersfield Town Centre Conservation Area.	Conservation Area	n/a

- 8.5. Assets excluded on the basis of lack of any historic association through ownership or use, of the lack of any intervisibility or co-visibility. These assets are Listed in **Appendix 3**.
- 8.6. Kirklees Council does not have a Local List, Huddersfield Town Centre Conservation Area Appraisal, or criteria for the identification of Non-Designated Heritage Assets / Local Listings. It is acknowledged that the Piazza Shopping Centre within the application site has recently been included on the West Yorkshire Historic Environment Record (MWY20125) whilst a Certificate of Immunity for Listing was being considered. At the time of preparing this report Historic England have recommended that a Certificate of Immunity be issued⁴⁸ on the basis that Piazza complex lacks the architectural quality, visual flair and consistent use of high-quality materials to sufficiently raise the interest in a national context; it does not demonstrate innovative construction techniques, unlike the adjacent listed Queensgate Market; alterations to the front elevation of the curved parade of shops, roofing over of the Shambles, together with more subtle incremental changes to the original palette of materials and introduction of modern sail canopies, have combined to erode the consistency of the original design. sufficiently raise the interest in a national context and whilst it has some interest as a representative example of a pedestrianised shopping centre based upon post-war enclosed malls of the United States, but it is not at the forefront of this building type in England in terms of date or influence.
- 8.7. Kirklees Council as the Local Planning Authority have not confirmed it to be a Non-Designated Heritage Asset in any correspondence, nor has any designated heritage asset status been assigned to it. As such only Designated Heritage Assets are identified in and around the application site.
- 8.8. Step 2: Assets taken forward for assessment are discussed on the following pages.

⁴⁸ Historic England 28 September 2022. Case Number 1482124 Advice Report.

Heritage Asset: Huddersfield Library and Art Gallery, Princess Alexandra Walk	Asset Type: Grade II Listed Building
NHLE: 1391504	Date Listed: 04-Aug-2005
Distance from site: Within the application site.	

Description



Plate 28: The Library and Art Gallery

8.9. The List description for building reads as follows:

"04-AUG-05 II Library and Art Gallery built in 1937, designed by E H Ashburner, steel framed and faced with local sandstone. The plan form is square with a central atrium containing the main staircase through three storeys plus basement.

Main entrance facade has protruding central section with central entrance doorway with ogee-curved consoles supporting a cornice, flanked by two tall metal-framed rectangular windows with slightly recessed architraves, plus five at first floor level with cornice above. Decorative panel above cornice. Three windows on each side on ground and first floors. Second floor has no external windows. Bas-relief frieze in classical style between ground and first floor windows on either side. Windows continue in same style throughout, including basement windows to sides. Two free-standing statues in classical style with modernist influence flanking entrance steps, representing Spirits of Literature and Art, by James Woodford. Right return has similar facade with a projecting centre of eight windows, those on the ground floor have moulded stone surrounds and hood moulds, the eight windows above have flush surrounds.

INTERIOR: entrance hall with original coffered ceiling and lights, marble lined. Fine Imperial staircase to all floors with brass handrail. Floor paved with chequer design (hidden by carpet). Landing walls panelled in wood veneer, landing floor with original cork tiles. Meeting room also fully panelled in wood veneer with original doors and fittings. Some original bookcases in library and original doors throughout.

Built 1937, opened as a library and art gallery in 1940, still in original use."

- 8.10. A copy of the List Description is provided in the appendices.
- 8.11. The library opened in 1940 and is the oldest surviving building within the study area. It was built at a time of great national enthusiasm for public libraries but rather than adopting a fully open plan reading room layout that was becoming more common, the library was designed with several separate rooms including a Lending Library; General Reading Room; Newspaper Room; Reference Library; Ladies Room; Student's Room; Patent Library; Children's Library; Music Room; Stack Rooms and several staff rooms. The top floor was given over for an art gallery.
- 8.12. The architect, E. H Ashburner, believed that libraries should be beautiful spaces and be a permanent record of the best contemporary art and sculpture, preferably by local artists and it is recorded that there was a close collaboration between the architect and the Librarian during the design of the building, indicating the fact that this building was very specifically designed for the purpose of being a library and gallery, with the room dimensions and other elements all engineered to serve this purpose. The form of this building was very much dictated by its function.
- 8.13. To achieve this belief of Ashburner that the library space should be beautiful, materials used in the library included Austrian Oak, redwood, teak, gaboan, walnut, mahogany, cork terrazzo, Swedish green marble, San Steffano marble and bronze. Art was incorporated in the façade of the building with relief panels below the windows at the first floor and the two modernist influenced statues flanking the entrance steps, all by James Woodford.
- 8.14. Internally, the library is largely original in its layout and interior fittings although the use of some rooms has changed and the gallery is currently closed with all artworks removed. A more detailed audit of fixtures and fittings, including bookcases and floor coverings is advisable to establish the full degree of survival but the layout and hierarchy of spaces between public areas, staff areas and the librarian and committee rooms is still clearly evident.
- 8.15. It is recorded in the pamphlet *History of the Library Movement in Huddersfield* prepared in 1945 by the County Borough of Huddersfield that the internal fixtures, furniture and services of the library were very carefully chosen. The Library Committee in charge of the construction of the library visited a number of other modern public libraries across the country and used this information to furnish the Huddersfield library with the very latest developments in furniture, fixtures and fittings.
- 8.16. Externally the library is also largely original, but the surrounding area has substantially changed since 1940. Buildings to its rear, which had to be accommodated in the original design and footprint of the building were demolished in the 1960s (now Nelson Mandela Square) and the road that ran alongside the south elevation of the library, called Bull and Mouth Street, was replaced with an access to a service tunnel and screened by high

rock-faced stone walls which have partially obscured the view of this elevation. The predestination and the creation of open space and public realm of the Murrayfield redevelopment in the 1960s also saw the removal of Ramsden Street to its front and the distinction between highway and pavement areas.

- 8.17. A detailed description of the building and its history is provided within **Heritage Statement 4: Library and Art Gallery Assessment of Significance**. The Heritage Statemen also summaries the significance of each elevation, as show in Plate 29

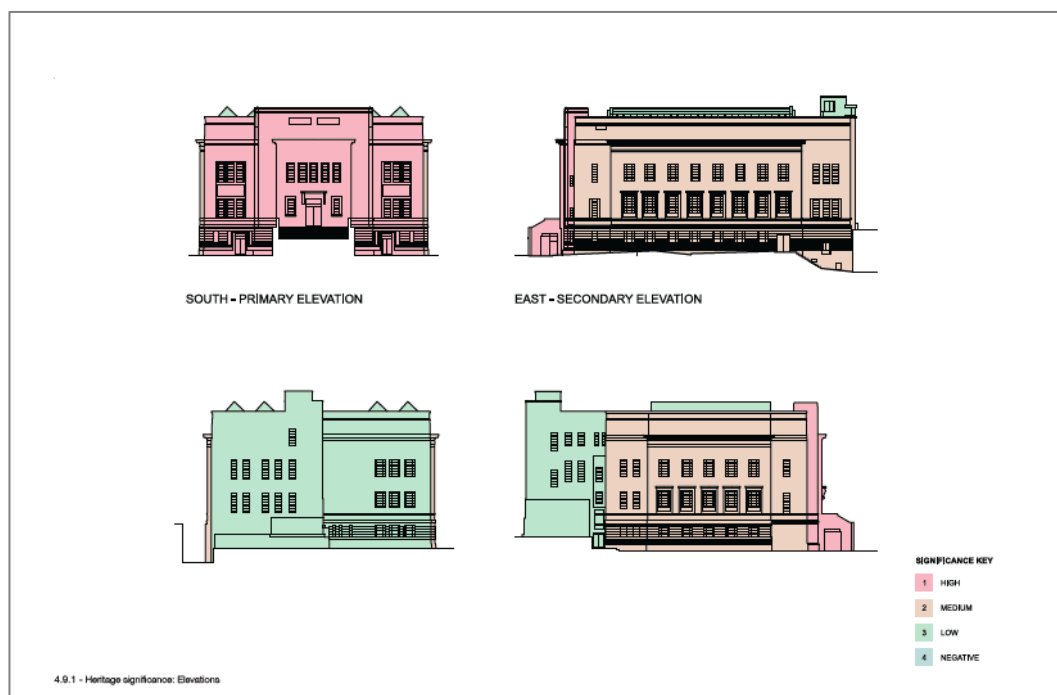


Plate 29: The levels of significance attributed to the Library and Art Gallery.⁴⁹

Setting and Surrounds

- 8.18. The immediate and wider setting of the building comprises an area that is hard surfaced within its associated stone boundary walls. This area, along with elements to its south and west, including the Town Hall and Victoria Lane and its 19th-century buildings form part of the building's original setting when it was first built. Other elements of its immediate and wider setting, including the Piazza Centre, Nelson Mandela Square, the Queensgate Market and the soft landscaping are all modern interventions in its setting mostly from the Murrayfield redevelopment on the late 1960s and early 1970s, following widespread demolition of the area, including a pub to the rear of library.
- 8.19. The extended setting of the building comprises Huddersfield town centre itself, including the Town Centre Conservation Area.

⁴⁹ Feilden Clegg Bradley Studios. Heritage Statement 4: Library and Art Gallery Assessment of Significance

Views

- 8.20. Views of the building are largely obtained from the grassed and paved area of the Piazza Centre within the application site from Princess Alexandra Walk; Peel Street; Princess Street; and Victoria Lane. Views of the building from its north generally focus on elevations that are less architectural detailed, this is due to the pub that was formerly located on the north side of the building and thereby obscured views of this elevation, and also the fact that the original architect, Ashburner, envisaged this elevation to be extended at a later date when he first designed it (Plate 30 and Plate 31).
- 8.21. Views from within the building are confined to its windows on each elevation and focus on the surrounding buildings. The principal south elevation allows for views towards Queensgate Market and the Town Hall.



Plate 30: Left: View of the Library from the north. Right: View of the Library from King Street.



Plate 31: Left: View of the Library from Princess Street and Peel Street. Right: View of the Library from Victoria Lane.

Heritage Significance

- 8.22. As a Grade II Listed Building it is a designated heritage asset of the less than highest significance as defined by the NPPF. The heritage significance of this Listed Building is principally embodied in its **architectural interest** through being largely original in its appearance externally and retaining its original layout and much of its original fixtures and fittings, enabling an understanding of how the building was designed function and operate. There is also architectural interest in the fact that it is recorded that the fixtures and fitting of the library were very carefully chosen for this site to be a reflection of the latest developments in this area. Its **historic interest** is related to the needs of

the town, having outgrown its earlier library; the desire of the Corporation; and a national enthusiasm for libraries at the time of its construction. The library is also associated with its architect, E H Ashburner who regarded himself as an authority on library design, writing a book on the subject ten years later, and the sculptor James Woodford, an Associate of the Royal Academy, the sculpture and artwork provide the building is **artistic interest** too. As a building that was built for the people of Huddersfield and is still in its original use, the building has high communal value to the local community.

Contribution of Setting to the Heritage Significance of the Listed Building

8.23. The setting of the Listed Building also contributes to the significance of the asset, although the significance derived from the setting is less than that from its historic fabric. The principal elements of the physical surrounds and experience of the Listed (its 'setting') which are considered to contribute to its heritage significance comprise:

- **Ramsden Street and Peel Street:** The front of the building was designed to address the main visitor approach from Ramsden Street and Peel Street. It is from these streets that the principal elevation and entrance can still be partially experienced in the original context and townscape as first built.
- **Victoria Lane:** Victoria Lane, which remains largely as it was in 1940 save for the more recent Poundland development at the junction of Albert Yard and as such the building can still be partially experienced in the original context and townscape as first built.

8.24. The majority of the immediate and wider setting of the Library and Art Gallery makes no contribution to its heritage significance. The Murrayfield redevelopment of the 1960s and 70s and its aspirational public realm is disconnected from the library building and the designs were not fully integrated with the library and its setting, thereby the application site makes a **neutral contribution** to the significance of the Library and Art Gallery.

Impact of the Proposed Development on the Heritage Significance of the Listed Building.

External works to the building and proposed extension.

8.25. Works to the existing elevations will constitute careful repairs and renovations, where necessary, and replacement of existing signage/displays generally, but will be extensive in scope due to the poor condition of some of the fabric. Works to the existing building are detailed in the parallel Listed Building Consent application, which includes works not subject to Planning Permission (i.e., internal alterations).

8.26. To the east, the existing frontage will remain largely unchanged, but, the removal of the vehicle access area in front of it will connect the building more positively to its surrounds, and the removal of trees in front of it give full prominence to the elevation. Mirroring the lower ground garden to the west, which currently serves the children's library, a new external area will be created to provide external access from the education spaces. This will separate the main proposed park level from the existing façade at the lower ground floor, in the same way as on Victoria Lane. To facilitate this access, three new doors are proposed on this elevation, created by extending existing window openings.

- 8.27. At the junction of the existing building and new extension, at park level, a new doorway will be created in an existing opening, which will be significantly increased in height, to serve as the new principal entrance. This entrance acts as a signifier for the building, facing both the proposed new park and the proposed gallery building entrance opposite, forming a strong connection between the two cultural facilities.
- 8.28. To the south, the existing entrance and steps will be retained but with doors and access provisions installed to offer improved accessibility, alongside the reinstatement of bronze window guards from the original design and construction to the main door and adjacent windows.
- 8.29. To the west, as with the eastern and southern elevations, the existing façade is largely retained and repaired as required. The existing sunken gardens will be retained and reutilised as a useable outdoor area, an important feature of the original design by Ashburner.
- 8.30. The composition of the proposed extension to the north has been conceived as a simple volume which complements the existing 1930's library and gallery building. The extension is located in area that was originally intended or considered to be accepted for an extension by the original architect, Ashburner, in the 1930s. The extension is of a similar height to that of the existing building and its footprint sits within the existing eastern building line.
- 8.31. Its intention is not to challenge or dominate the existing building, and given its relatively modest new footprint, this would not be appropriate, but rather it seeks to allow a better flow of spaces internally, provide a focal point in the park, improve the connection between the building and its setting to the north and east externally.
- 8.32. The extension and new build elements are primarily proposed to be clad in stone, having a strong contextual response to the existing building but on the western façade of the extension, the proposed stone cladding will wrap around the north-west corner, and the material will change to metal cladding at the western junction with the existing building.
- 8.33. The removal of historic original fabric to enable the extension to be built will result in some harm to the heritage significance of the building, this harm might be considered to be less than substantial harm at the lower end of the scale. But it is recognised that the north elevation which will primarily be affected is the least significant elevation, was originally identified to be extended from and is only visible in its entirety today following the demolition of buildings in the 1960s that one surrounded the library. The proposed extension is thereby located in the most preferable location that will have a minimal impact on the architectural interest of the building as a whole.
- 8.34. The massing, form and appearance of the extension respects the existing mass, form and appearance of the original building but does not seek to mimic the original style or be a 1930s pastiche. The design of the proposed extension will not materially harm the significance or values of the Listed Building.
- 8.35. The proposed external works and extension will result in **Less than Substantial Harm at the lower end of the scale** to the significance of the Listed Building. This harm is primarily derived from the loss of historic fabric to enable the extension and some of the external alterations.

- 8.36. In terms of EIA assessment, the proposed development will result in a **direct minor change** to the significance of the Grade II Listed Library and Art Gallery, a receptor of **Medium Value**, during the operation phase. A **Slight Adverse Effect** is therefore reported.

Development within its setting.

- 8.37. The setting and surrounds of the Library and Art Gallery have evolved and changed since it was first built with most of the application site not contributing positively to its heritage significance.
- 8.38. The proposed demolition of the shops attached to Queensgate Market, including those along Peel Street, and the creation of a new public space – 'The Square' will create a new larger space to view, experience and appreciate the building, and especially its principal most significant front elevation and statues. The creation of the proposed Square will also strengthen the visual connection with the Grade II Listed Town Hall and relationship between these civic buildings in a positive way.
- 8.39. The proposed works to the Queensgate Market and the 'peeling back' of fabric to reveal the most significant architectural elements of this building, and the proposed new curtain glazing will also enable the Library and Art Gallery to be experienced from within the market hall space which again will enable the building to be experienced in a new positive way.
- 8.40. The proposed new library, galley and venue are all at sufficient distance from the building and will not detrimentally impact on any significant view of the building from within or beyond the application site. But the introduction of these buildings and uses into its wider surrounds will strengthen the purpose and function of the building at the heart of a cultural hub which will contribute to the long-term conservation and sustainability of the building.
- 8.41. The proposed 'Gardens' to replace the existing Piazza gardens will have a neutral impact on the significance of the building whilst the proposed new 'Green' will visually connect the building with King Street and the Conservation Areas and create new pedestrian links to the wider town centre and ensure that the building has a greater prominence in the town centre.
- 8.42. Overall, the proposals will have **no harmful impact** on the heritage significance of the Library and Art Gallery from the proposed change within its setting but is likely to be beneficial through the creation of new ways of experiencing and viewing the building within the town, the greater pedestrian connectivity, and its central position within a new cultural quarter.
- 8.43. In terms of EIA assessment, the proposed development will result in an **indirect moderate change** to the significance of the Grade II Listed Library and Art Gallery, a receptor of **Medium Value**, during the operation phase, via a change in setting. A **Moderate Beneficial Effect** is therefore reported.

Heritage Asset: Queensgate Market	Asset Type: Grade II Listed Building
NHLE: 1391505	Date Listed: 04-Aug-2005
Distance from site: Within the application site	

Description



Plate 32: Queensgate Market from the ring road.

8.44. The List description for the building reads as follows:

"GV II

Market Hall. 1968–70 to the designs of the J. Seymour Harris Partnership, with Leonard and Partners as consultant engineers. Reinforced concrete, board-marked internally to columns and partly clad in local Elland Edge stone and ceramic panels, with patent glazing. Rectangular building on a site that slopes steeply downhill from the town centre to the west towards the ring road, Queensgate. The structure comprises 21 'mushroom' columns each supporting an asymmetrical rectangular section – each 56ft (17.07m) long by 31ft (9.45m) wide by 10ft (3.05m) deep – of board-marked hyperbolic paraboloid roof, four rows of four and one of five facing Queensgate, where the market is set over a delivery bay and car park. From north to south the rows alternate in height, and from west to east they step upwards, then down. This means that there are gaps of 4'6" (1.4m) between each roof section which is filled with patent glazing to form clerestoreys, the glazing suspended from the upper hyper to accommodate any movement which may occur and having aluminium bars. Further patent glazing over natural stone walling and expressed framework to facades on Princess and Peel Streets, whence there are direct entrances into the market hall from Peel Street via steps. Ventilation is by fixed louvres.

From Ramsden Street the two entrances to the market are through shopping arcades added between 1970–74. The façade of the market hall on Queensgate incorporates five roof sections with patent glazing and is decorated with square ceramic panels by Fritz Steller, entitled 'Articulation in Movement', set over natural stone cladding. These continue across the façade of the adjoining shops, to make nine panels in all, with a tenth larger panel added in 1972, pierced by stairs and an entrance to the market hall from Queensgate. They have representations of the mushroom shells of the market hall, turned through 90 degrees, with abstract representations of the goods available within.

The interior was designed for 187 market stalls and 27 shop units, available singly or in multiple units. In the centre, panopticon like, is a former restaurant at first-floor level, heavily glazed, reached via steps and used as market offices. It is not known if it in fact ever opened as a restaurant, admired though it was for its views across the town. The interior also incorporates a 1935 'Jubilee' K6 telephone kiosk to the designs of Sir Giles Gilbert Scott. The shops and stall units themselves are not of particular interest save that they exhibit charismatic examples of c.1970 signage with their serif italic lettering. Along the north wall of the hall is a relief sculpture entitled 'Commerce', in black painted metal with semi-abstract figures representing agriculture, trade and products, by the sculptor Fritz Steller. The Yorkshire Coat of Arms from the old police station, built on the site in 1898 and demolished in 1967, is also incorporated into the new building.

The market hall forms part of a much larger redevelopment of central Huddersfield in the 1960s and 1970s, on land owned by the Corporation, first by Murrayfield and then by Jack Cotton and Charles Clore. The novel integration of structure and glazing, developed by Leonard and Partners and refined through tests at Southampton University, on one level defines the circulation pattern through the building, but it also offers a striking link, in modern form, with the Gothic style of the old market building (1876 by Edward Hughes) on an adjacent site that the present building replaced.

The novelty of Queensgate Market is that its roof is made up of hyperbolic paraboloid shells, mushroom columns in other words but deliberately asymmetrical and rectilinear ones. The Architect in September 1972 (p.95) described Huddersfield as 'the first retail market in Europe to be covered by a roof form of this type with vertical patent glazing'. As the land falls from west to east, the effect is particularly dramatic. Another feature of Huddersfield Market which sets it apart from other post-war market buildings is its incorporation of works of art. Fritz Steller was a German-born refugee architect who had settled in Stratford-upon-Avon. He pioneered the production of large scale ceramic art, having been interested in the use of a wide variety of materials in sculpture. The development company Murrayfield had a policy of incorporating public art into their schemes, and the project manager of J Seymour Harris, the architects for the Huddersfield development, was Gwyn Roberts, a friend of Steller. One of the Borough Councillors at Huddersfield was Clifford Stephenson, an enthusiast for public art and particularly for modern ceramic sculpture. This combination led to the appointment of Steller to produce designs for the new Market Hall. The size of the panels necessitated the construction of a special kiln for their firing, and experimental mixes for the composition of the clay which was resistant to acid rain and chemicals. The difficulty and expense of the production and fixing methods for the

panels led to the development by Steller of a new method of ceramic cladding of buildings, called Transform. Steller produced a number of ceramic and other artworks in the period 1969 to 1975, including a commission for the Roman Catholic cathedral in Portsmouth, the interior of the Trustee Savings Bank in Wigan (both now gone) and various private commissions. However, very little of his work survives, and Queensgate Market remains the largest and best of his sculptures.

The attached shops, mostly built 1970–4, are not of special interest. "(Our emphasis)"

- 8.45. A copy of the List Description is provided in the appendices.
- 8.46. The market hall was Phase II of the Murrayfield development and was designed to take into account the steeply sloping site, being at its highest and with the most dramatic elevation at the ring road at Queensgate, and at its lowest at Peel Street. Although not referred to in the Listing at the east end of the market hall at the first floor and overlooking Queensgate was a 260-seat restaurant. It is understood to have never been leased due to lack of access to it when the market was closed in the evenings. The restaurant was designed with an outdoor terrace under the roof canopy shells, allowing for views across Queensgate and beyond.
- 8.47. Although the Market Hall was owned by the Corporation it was part of the wider Murrayfield redevelopment proposals which allowed the architect to incorporate it into the wider scheme.
- 8.48. A detailed description of the building and its history is provided within **Heritage Statement 5: Queensgate Market Hall: Assessment of Significance**. The Heritage Statement also examines the extent of the Listing.
- 8.49. The market hall comprises several elements, these are the basement, the market hall, the first floor and terrace, the east arcade and the west arcade and its associated retail units. It is understood that all these elements were built as part of Phase II of the redevelopment between, see Plate 16 and Plate 33.



Plate 33: The building of the market hall and commercial shop units and arcade at the corner of Peel Street and Ramsden Street in 1969. Courtesy of Huddersfield Library.

- 8.50. In general, a structure attached to a building will be covered by the Listing if the building was ancillary to the principal building at the date of listing and had been built prior to the 1st of July 1948. Queensgate Market was built after 1948 and thereby there can be no Listing through the principle of Listing via curtilage association⁵⁰. The recent decision by Historic England to recommend that a Certificate of Immunity be issued for the Piazza complex to the north of the market hall further confirms that those buildings do not form part of the Listed Building, thereby no other buildings in the vicinity of the market hall are thereby Listed through curtilage.
- 8.51. The List Description makes reference to the market entrances, stating "*two entrances to the market are through shopping arcades added between 1970-74*" and then goes on to state that "*the attached shops, mostly built 1970-4, are not of special interest.*" These statements in the Listing suggest that the arcade entrances and shops were built in 1970-74 and were not part of the Phase II redevelopment scheme. However, archival evidence suggests that these were part of the Phase II market hall building; and although of a different design to the market hall they provided the entrances to the market and are integrated within it.

⁵⁰ As per Section 1 (5) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 8.52. The List Description was written in 2013 and prior to the Enterprise and Regulatory Reform Act 2013 which allowed for List Descriptions to specifically exclude elements of a building from Listing. It is thereby taken that the retail units and entrances arcades do form part of the Listed Building, and despite what is likely to be an error in the date given to their construction they are considered by the listing to not be of special interest, this area of the building approximately equates to that shown in Plate 34.



Plate 34: The extent of listing of Queensgate Market with the yellow shaded area forming independent retail units and access to the market from Princess Alexandra Walk.

Setting and Surrounds

- 8.53. The immediate and wider surrounds of Queensgate Market is largely a product of the comprehensive Murrayfield redevelopment undertaken between 1969 and 1974, of which the Market Hall was formed as part of the second phase. The setting has remained broadly unchanged since, other than for alterations to the Piazza complex with shop front extensions, canopies and changes to elements of the public realm, but it still comprises a pedestrianised retail precinct punctuated by open hard landscaping with green space to its north and west.
- 8.54. To the southeast is the town's ring road from which it is separated by a grass verge with trees, opposite on the east side of the ring road is St Paul's Church (Hall), the Ramsden Building and the Milton Congregational Chapel, whilst directly to the south once stood the multistorey carpark (now demolished) which it was connected to. To its west is Peel Street, bus stops and the Victorian Town Hall.
- 8.55. The extended setting of the building comprises Huddersfield town centre itself, including the Town Centre Conservation Area and the university to the southeast.

Views

- 8.56. The site of the market hall slopes steeply, from its western boundary on Peel Street falling toward its eastern edge overlooking Queensgate. The massing of the market hall responds to this dramatic change in level and influences the experience of the building externally. The Queensgate section of the town's ring road offers extensive vistas towards the market hall from the east, south-east and north-east, and it is from these aspects where the building's tallest elevation makes the greatest visual impact on its setting and the articulation of the stepped roofscape is most prominent. The 'Articulation in Movement' series of sculptural stoneware ceramic panels by Fritz Steller are also found here. However, trees planted along the landscaped verge between the Market Hall and Queensgate are a departure from the original design intent and obscure the visibility of these highly significant features from the surrounding streetscape (Plate 35).



Plate 35: Views from the ring road towards Queensgate Market.

- 8.57. From Princess Street to its south the market hall presents as a sheer face that would once have addressed the multi-storey car park. The patent glazed roof of the market hall of differing heights above stones walls of its elevations can be seen from vantage points to the south, but several of these views have been created by the recent demolition of the car park (Plate 36).



Plate 36: Views from Princess Street towards Queensgate Market.

- 8.58. From Peel Street the scale of the market hall is substantially reduced due to the slope of the site. The articulation of the patent glazed room can be seen from here, along with the spire of St Paul's Church (Hall) and the Library and Art Gallery (Plate 37).



Plate 37: Views from Peel Street towards Queensgate Market.

- 8.59. Views from Ramsden Street and Princess Alexandra Walk focus mainly on the retail units of the northwestern corner of the market hall and the spire of St Paul's Church (Hall). Little of its patten glazed roof can be seen from vantage points to its north and northwest (Plate 38).



Plate 38: Views from Princess Alexandra Walk and Ramsden Street towards Queensgate Market.

- 8.60. The market hall was largely designed to be experienced from within its trading hall with very little opportunity to see out other the high level patent glazing, although one exception was the restaurant roof terrace which overlooked the ring road (Plate 39).



Plate 39: The view from the market terrace.

Heritage Significance

- 8.61. As a Grade II Listed Building the building is a designated heritage asset of the less than highest significance as defined by the NPPF. The heritage significance of this Listed Building is principally embodied in its **architectural interest** through its innovative design, especially the use of cutting edge technology in its application of freestanding asymmetric hyperbolic paraboloid shells in its construction and its patent glazing method to create a building that is visually pleasing with a dramatic roofscape. The building also incorporates very high quality decorative ceramic sculptures by a noted sculptor, Fritz Steller, both externally and internally and are integrated into the overall design and form and provide the building with a degree of **artistic interest** also. The attached shops and arcade that form the northwestern corner of the building does not display the same level of architectural interest, technical innovation or artistic interest, and has been altered previously with safety rails added to the roof and the arcade was refurbished in 1995. This part of building lacks special interest, as is confirmed by the List Description.

8.62. **Heritage Statement 5: Queensgate Market Hall: Assessment of Significance** provides a detail assessment of the heritage significance of all elements of the building which is varied across its parts but the images at Plate 40 summaries the significant elements, especially with regards to its exterior.

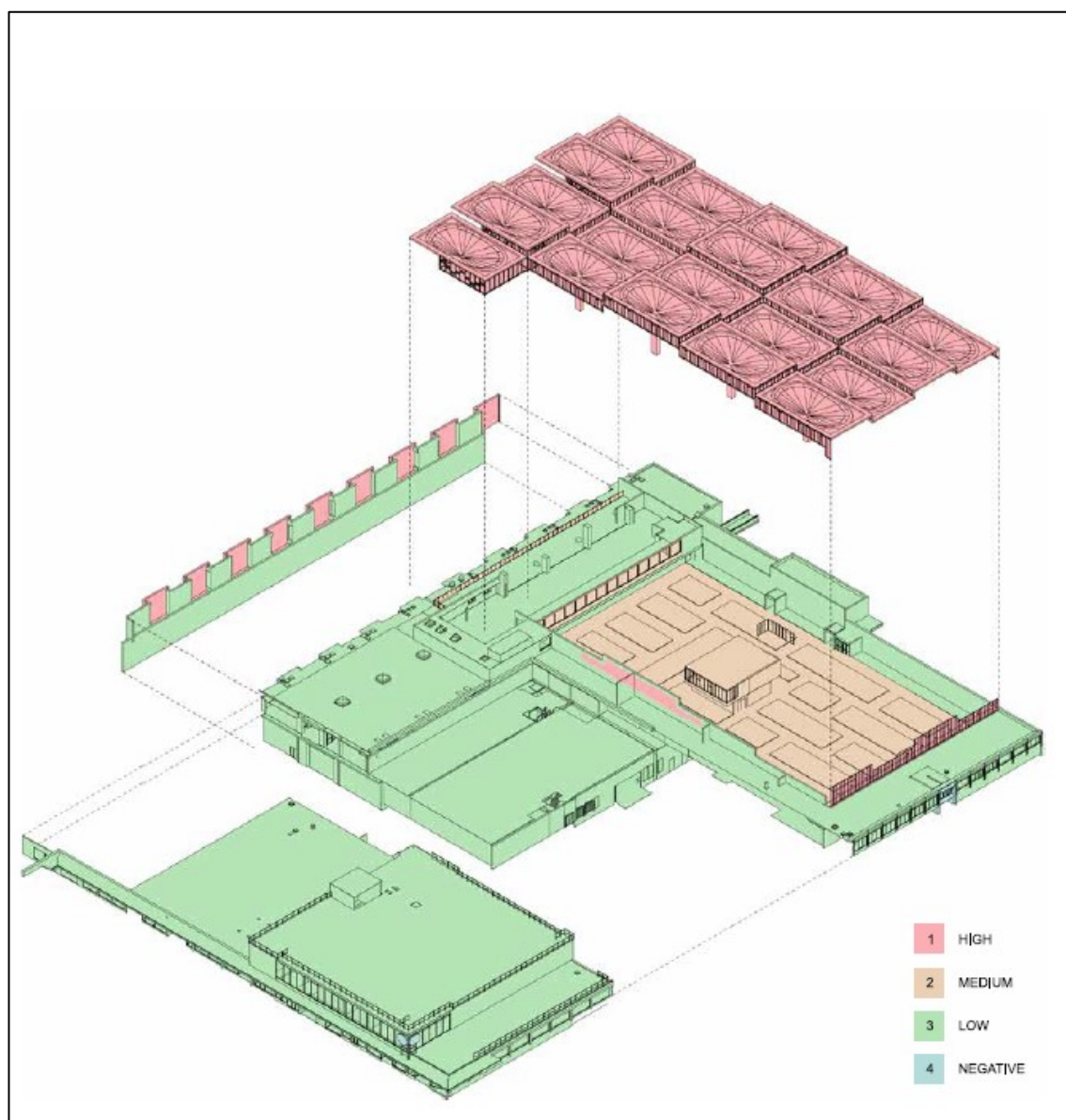


Plate 40: Diagram summarising the significance of the exterior of Queensgate Market.

8.63. The setting of the Listed Building also contributes to the significance of the asset, although the significance derived from the setting is less than that from its historic fabric. The principal elements of the physical surrounds and experience of the Listed (its 'setting') which are considered to contribute to its heritage significance comprise:

- **The grass verge and the ring road to its southeast:** These areas allow for building to be appreciated and experienced. It is from these vantage points that the building has the greatest visual impact and allow for the ceramic panels by Fritz Stellar to be appreciate.

- **Princess Street and Peel Street junction:** This area allows for a greater extent of the patent glazing to the roof to be appreciated and experienced and to be seen within more of its townscape context, including the Town Hall, The Art Gallery and Library and the spire at the St Paul's Church (Hall).

Contribution of Setting to the Heritage Significance of the Listed Building

- 8.64. Elements of the setting, as identified above, allow for the building to be experienced within the wider townscape and enable significant architectural elements of the building to be appreciated and enjoyed and thereby contribute positively to its significance.
- 8.65. The majority of its setting has no historic functional association with the market hall, especially now that the attached car park has been demolished. Whilst the market hall formed one part of a four-phase redevelopment programme in the 1960s and early 1970s, the Piazza development in which it sits does retain some of its original form and visual unity with the market hall and thereby might be considered to make some contribution to its significance. But in reality, the Murrayfield development, be it the earlier or later phases are architecturally distinct from the market hall and provide no element of architectural cohesion with it and thereby is considered to make a **neutral contribution** to its setting.

Impact of the Proposed Development on the Heritage Significance of the Listed Building.

Removal, alteration, addition, and extension to create new library and food hall.

- 8.66. The existing purpose-built Grade II indoor market hall is proposed for refurbishment and change of use to an indoor food hall (use class E(b)) and new public library (use class F1(d)), which will also house the West Yorkshire Archive Service (WYAS). Although separate and distinct uses, the food hall and library will both sit below the existing hyperbolic paraboloid concrete roof shells and the building will read as one, with a glazed internal wall separating them.
- 8.67. Parts of the existing Listed Building will be demolished; retained fabric will be upgraded and a substantial new extension will be built to accommodate the new public library, when the existing 1930s library and gallery building is converted into a museum. Works to the existing building are detailed in the parallel Listed Building Consent application, which includes works not subject to Planning Permission, i.e., internal alterations.
- 8.68. Proposed Library: The proposed new library is accommodated over four floors at the east end of the Grade II listed Market Hall. Its size, form and extent are dictated by the constraints of the site (location of the tunnels, existing service routes and roads) and the character, scale and heritage significance of the retained parts of the existing building, which presents very differently on each elevation. The length of the ceramic frieze on the east elevation dictates the northern extent of the building, with all of the new accommodation sitting behind its line.
- 8.69. The dominance of the 21 concrete shells informs the height of the new extension and the scale of the junction between the two.
- 8.70. The lower ground, upper ground and southern half of the first floor sit within the volume and footprint of the existing Market Hall and Piazza Centre.

- 8.71. The northern part of the first and second floors rise above the volume of the existing buildings behind the retained stone and ceramic façade and, following the demolition of the northwest section of the Piazza centre, present a three- storey elevation to the new square with the second-floor events space standing higher than the existing market hall acting as lantern marking the presence of the new library, an important new civic building in Huddersfield. This 'lantern' addresses the proposed new gallery building across the recovered east-west route of Ramsden Street, which was cut off by the creation of the Piazza centre in the 1960s.
- 8.72. The new library façade will be of glass reinforced concrete (GRC) cast elements over curtain glazing set out to respond to each floor plate and as such offering a horizontal emphasis to the massing. The GRC elements will be formed to create a sculptural panels with a varying rhythm between the upper element and the intentionally simpler mid element. The curtain glazing will be a combination of transparent window and solid panel.
- 8.73. The layout of the new library is designed to be clear, intuitive and accessible. Its principal access will be off the new public square with a secondary access from Queensgate, and service vehicle access from the existing tunnels, also via Queensgate.
- 8.74. The library's east elevation to Queensgate is the existing stone-faced wall and part of the Grade II listed market hall elevation underneath the market hall's art ceramics and cantilevering concrete roof shells. The new entrance will be cut into the existing wall here to suit the structural grid of the building and flanked by new windows.
- 8.75. The first floor of the library will be largely one space, with a seamless junction between new and existing floors. To the south, below the concrete shells of the existing market hall roof, the West Yorkshire Archive Service (WYAS) will have its front-of-house space, and to the north, in the extension, the local studies and reference library will be located. To ensure that the volume of the market hall still reads as one from either side of it, the dividing wall between the food hall and library will be fully glazed, with the exception of a strip at ground level, approximately 1.5m high, shielding bookcases that will be located there. First floor meeting rooms and the WYAS front-of-house spaces will have glazed frontage partitions but will require ceilings for the provision of lighting etc., which will not touch the concrete mushrooms above, to allow the space to visually flow over them.
- 8.76. The existing terrace on the east elevation, looking across Queensgate to St Paul's and the University, will be extended north and will wrap around to the south to directly connect into an escape stair.
- 8.77. The second floor of the library provides a large events space with views to the north, west and south and an external terrace on three sides.
- 8.78. Food Hall: The food hall is accommodated entirely within the volume of the existing market hall. A new façade, of replacement glazing, along the line of the existing columns to the north and west pull the building envelope back from where it is currently to reveal the cantilever of the roof shells. To the east it the food hall is bounded by the new library and along the south the existing building form is retained.
- 8.79. Externally, the new north and west facing elevations will have high performing timber framed curtain walling, with a rhythm to the glazing bars which will relate to the structural grid of the existing building and all four elevations of the food hall will become frontages:

- North to the public square – a newly created elevation, this will have a glazed façade from ground level to the underside of the existing roof shells along the column line, allowing for a new appreciation of the revealed structure.
- East to the library – a new (internal) glazed façade from ground level to the underside of the existing roof shells along the column line.
- South to the Princess Street and the venue – the existing façade retained with works to the stone wall and clerestory glazing as described in the heritage section and new door openings.
- West to Peel Street – a new façade with some ancillary accommodation to the south and a continuation of the north façade glazing wrapping around the corner.

8.80. The food hall will have a strong connection to the new public square, being fully glazed along its north elevation, and there will be reciprocal benefit by outdoor seating being provided for customers to eat outside, and by its own permeability. It is also intended to be able to act as an introduction to the venue, with patrons using the food hall to either eat and drink either side of an event or use the food hall as a route through to Princess Street and the venue entrance on Alfred Street.

8.81. The proposed development is for substantial alteration to the Listed Building with the removal of large areas of its original design and fabric, however these are areas of low significance or special interest, and the proposals will allow for the areas of high significance and special interest to be better revealed, appreciated, and enjoyed by users and within the wider townscape. The proposed library is higher in part than the roof of the existing building, but it is sufficiently removed and a distance from the highly significant and distinctive concrete hyperbolic paraboloid roof and ceramic panels to ensure that it does not detract from it in views. Nonetheless, the removal of extensive areas of original fabric, albeit fabric that has been altered, will result in loss of some understanding of the original design intention of the original market and its intended relationship within the wider Murrayfield redevelopment of the 1960s and early 1970s. This harm is considered vary across the individual elements but over to be **Less than Substantial at the middle to upper end of the scale.**

8.82. In terms of EIA assessment, the proposed development will result in a **direct moderate change** to the significance of the Grade II Listed Queensgate Market, a receptor of **Medium Value**, during the operation phase. A **Moderate Adverse Effect** is therefore reported.

Development within its setting.

8.83. The majority of its setting has no historic functional association with the market hall, especially now that the attached car park has been demolished and it is established in preceding paragraphs that the Murrayfield development of the Piazza, be it the earlier or later phases are architecturally distinct from the market hall and provide no element of architectural cohesion with it and thereby the application site is considered to make a neutral contribution to its setting.

8.84. The main elements of the proposed development that have potential to affect the building from a change to its setting comprise the 'Square', the new 'Library' and the 'Venue and Car Park'.

- 8.85. The proposed public Square will be created from the removal of the retail units and arcades that form part of the original Queensgate Market building. This proposed space, together with the proposed works to the north elevation of the market hall will provide a new space and opportunity for the building to be experienced and appreciated and enable the most significant elements of the building, especially its concrete hyperbolic paraboloid roof to be visible within the wider townscape. This will be a beneficial change to its setting.
- 8.86. The proposed library will replace retail units and the entrance arcade of the building and will be seen alongside the 'peeled back' market hall and its roof structure from the new Square. The use of curtain wall glazing systems will ensure that the new library does not detract from or mimic it architecturally, ensuring that the Listed market hall (proposed food hall) maintains a strong visual presence on the new Square. The proposed library will have a neutral impact on the Listed Building from the change within its setting.
- 8.87. The proposed Venue and Car Park is on the site of the former multi-storey car park, a site that is now an unsightly gap site following its demolition. The building is designed as a single volume with set-backs for landscaped terraces at first floor level on the east and south. Developing the vertical elevational emphasis used across the cultural heart proposals the venue uses the theatrical theme of a rippled curtain to present a looser more informal flowing approach to its vertical expression. In common with the other new-build cultural heart buildings the venue is topped by a continuous frieze where the vertical emphasis tightens to provide a continuous crown and a clean crisp profile against the sky. Where the slope of the site reveals the car park façade on the south and east it continues the building's form into the ground.
- 8.88. In reference to the local stone that is used on most of Huddersfield's town centre buildings the venue will be clad in buff glazed terracotta tiles. These will pick up the soft tones from the stone seen in the nearby listed buildings – the Town Hall, former Juvenile Court and former Milton Congregational Church being just the three closest – and by being glazed add a new level of brightness appropriate to the building's use as a place of entertainment. The buff glazed terracotta also references the use of glazed tiled facades to many historic places of entertainment, locally and nationally. For example, the remaining façade of the Grand Picture Theatre on Manchester Road, the Picture House on Ramsden Steet that was demolished in 1967 to make way for the piazza centre and further afield the Odeon in Harrogate (and many other 1930s Odeons).
- 8.89. The proposed Venue and Car Park does not attempt to mimic the architecture or materials of the Listed Market Hall but is to be a modern building that sits in harmony with its surrounds through the use of materials and its colour palette. The building will obscure much of the Princess Street elevation of the market hall, but this was the long-established relationship between the market hall and the former multi-storey car park and thereby this elevation cannot be considered to be of high significance.
- 8.90. The proposed Venue and Car Park will be mostly experienced with the market hall in views from Queensgate and this is recognised in the proposed design. The elevation to Queensgate is stepped back to allow for views of the concrete hyperbolic paraboloid roof in views northwards along Queensgate, and to ensure that the concrete 'mushrooms' of the roof retain space around them to ensure that the sharp corners and shape of them remains discernible.

- 8.91. The masterplan as a whole will also bring better connectivity to the building, especially through the reconnection of pedestrian entrances and links between it and the university. This will serve to better sustain its long term future and use.
- 8.92. Overall, the proposals will have **no harmful impact** on the heritage significance of the Queensgate Market from the proposed change within its setting but is likely to be beneficial through the creation of new ways of experiencing, viewing and accessing the building within the town.
- 8.93. In terms of EIA assessment, the proposed development will result in an **indirect moderate change** to the significance of the Grade II Listed Queensgate Market, a receptor of **Medium Value**, during the operation phase, via a change in setting. A **Moderate Beneficial Effect** is therefore reported.

Heritage Asset: Huddersfield Town Hall Including Wall and Railings to Area, Ramsden Street	Asset Type: Grade II Listed Building (within Huddersfield Town Centre Conservation Area).
NHLE: 1231723	Date Listed: 29-Sep-1978
Distance from site: approximately 20m from the western boundary.	

Description



Plate 41: The Town Hall

8.94. The List description for the building reads as follows:

"RAMSDEN STREET 1. 5113 (South Side) Huddersfield Town Hall, including wall and railings to area SE 1416 SW 3/1133 II 2. Built in 2 parts, the lower part (to Ramsden Street) 1875-6, the higher part (to Princess Street) 1878-81. Architect of the latter: J H Abbey. Ashlar. 2 storeys, and basement. Earlier part. Moulded eaves cornice, taken on stone brackets along facade. Parapet along facade, with panelled dies, the 2 central ones taller and crowned with urns: they flank the Borough Arms. Ground floor horizontally rusticated and surmounted by entablature. Continuous moulded impost band on 1st floor. 7 window ranges, those on 1st floor round-arched, with keystones and moulded voussoirs, those on ground floor segment-headed and set in recessed panels, with fielded panels in aprons. Steps up to door. Porch in antis, flanked by paired columns taking full entablature with parapet. Area has cast iron railings with ornamental finials at either end, but low wall in front, and piers with fielded panels, moulded cornices and urns on top. Later part. Full entablatures to ground and 1st floors, both modillioned, eaves cornice dentilled as well. Panelled parapet with moulded coping. Ground floor has horizontally rusticated angle piers. 1st floor has a giant Corinthian order. 3 ranges of windows, round-arched with sculpted masks on keystones, moulded voussoirs and impost bands. Ground floor

windows and central 1st floor window are sub-divided by a slender colonnette taking 2 round arches with oculus in spandrels. Sculpted panels above flanking 1st floor windows. Central bay breaks forward and is crowned with segmental pediment. Round-arched porch in antis, flanked by paired pilasters taking consoles to cornice. 9 ranges of sashes in side elevations, end bays breaking forward and crowned by segmental pediments. Interior. Concert Hall (in later part) decorated in monumental style, viz, giant pilasters, coved ceiling with moulded stress beams, apsed organ recess, gallery on iron columns, 2 upper galleries, windows with large keystones with masks. Extremely lavish stucco ornament on front of balconies, spandrels of windows, in frieze and on soffits of ceiling beams. Lavish stucco ornament to ceilings and arches elsewhere in building, and elaborate wooden door surrounds. Staircase with elaborately twisted iron balusters. The Town Hall opened in 1881 with a 3 day festival in which Sir Charles Halle said that the Huddersfield Choral Society was the best he had ever conducted. "

- 8.95. A copy of the List Description is provided in the appendices.

Setting and Surrounds

- 8.96. The immediate setting of the Town Hall comprises the roads and pavements of Ramsden Street, Princess Street, Corporation Street; and Peel Street, including the elements of public realm and bus shelters. Its wider setting comprises the buildings along all of these streets including Queensgate Market, which is seen alongside the Town Hall in all views along Peel Street, and the Art Gallery and Library which is also seen in views along Peel Street and from its main entrance on Ramsden Street.
- 8.97. The extended setting of the building comprises Huddersfield town centre itself, including the Town Centre Conservation Area.

Views

- 8.98. The topography of the town centre and the slope of the land down to the ring road ensure that the Town Hall appears elevated in the townscape in views across the application site from the southeast. From here the east and south elevation of the Town Hall are prominent in the view, but this view is having largely been created as a result of the demolition of the multi-storey car park within the application site (Plate 42).
- 8.99. There is no evidence to suggest that the Town Hall was designed to be prominent in views from the south, it is simply a result of its scale and elevated position and prior to the redevelopment of the application site in the 20th century the site was developed with buildings which would have reduced the ability to see the Town Hall, albeit probably not to the extent that the multi-storey car park did.



Plate 42: Right, view of the Town Hall from the ring road. Left: same view before the demolition of the car park with no view of the Town Hall.

- 8.100. Views from within the application site are obtained from open public realm at the Piazza Centre, from here the Town Hall is prominent above the market hall (Plate 43).



Plate 43: The view of the Town Hall from the public realm at the Piazza within the application site.

- 8.101. From Ramsden Street the Town Hall is seen with the application site and St Paul's Church (Hall) beyond (Plate 44).