KIRKLEES CULTURAL HEART
HERITAGE STATEMENT: VOLUME 1
INTRODUCTION

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FEILDEN CLEGG BRADLEY STUDIOS

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V2	03.03.22	Revised issue
V1	28.01.22	Final draft issue

1.0 - HERITAGE STATEMENT: INTRODUCTION

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The Kirklees Cultural Heart Heritage Statement has been prepared in response to the planned redevelopment of the Kirklees Cultural Quarter in Huddersfield, known as the 'Kirklees Cultural Heart' project. It comprises five volumes, commissioned by Kirklees Council and produced by Feilden Clegg Bradley Studios.

This Volume 1 report outlines the content, scope and purpose of the Heritage Statement.

Kirklees Council has stated:
The proposed site for the Cultural Heart is 7.87 acres of the town centre that currently consists of the Queensgate Market, library and art gallery, the Piazza shopping centre and site of the now-demolished multi-storey car park.

This flagship project will see the total transformation of the area to include a central events venue and food court, museum and art gallery, new library, an urban park and new multi-storey car park alongside new retail, bars and restaurants.

The new, Cultural Heart of Huddersfield will complement the modern-day town centre being created through the Blueprint. A town centre that will be thriving, welcoming and family-friendly with a real sense of community.

Retention and re-use of the Listed Buildings on the site, the market hall and library, is key to keeping Huddersfield's cultural heritage at the centre of the project.

Demolition of some buildings will be required to bring the Cultural Heart to life, they include the parade of shops within the Piazza, elements of the market hall and retail units on Princess Alexandra Walk.

This Heritage Statement has been collated to guide design proposals for the re-development of the Cultural Heart Site, which includes two heritage assets within the site boundary; Huddersfield Library and Art Gallery (Grade II) and Queensgate Market (Grade II). The site's setting comprises the Huddersfield Town Centre Conservation Area, as well as several Grade II listed buildings.

Through detailed investigations of both buildings and their situation within their wider setting, the Statement aims to establish the heritage significance of the assets with a view to informing proposals for their appropriate future development as part of the Kirklees Cultural Heart project.

This Volume 1 report should be read in conjunction with the accompanying volumes listed below, which together form the Kirklees Cultural Heart Heritage Statement:

Volume 1: Introduction
Volume 2: Huddersfield History
Volume 3: Heritage Setting (Assessment of Significance)
Volume 4: Huddersfield Library and Art Gallery and setting (Assessment of Significance)
Volume 5: Queensgate Market and setting (Assessment of Significance)
Volume 6: Heritage Impact Assessment - *to be prepared as part of future Planning and Listed Building Consent applications*

1.0 - HERITAGE STATEMENT: INTRODUCTION

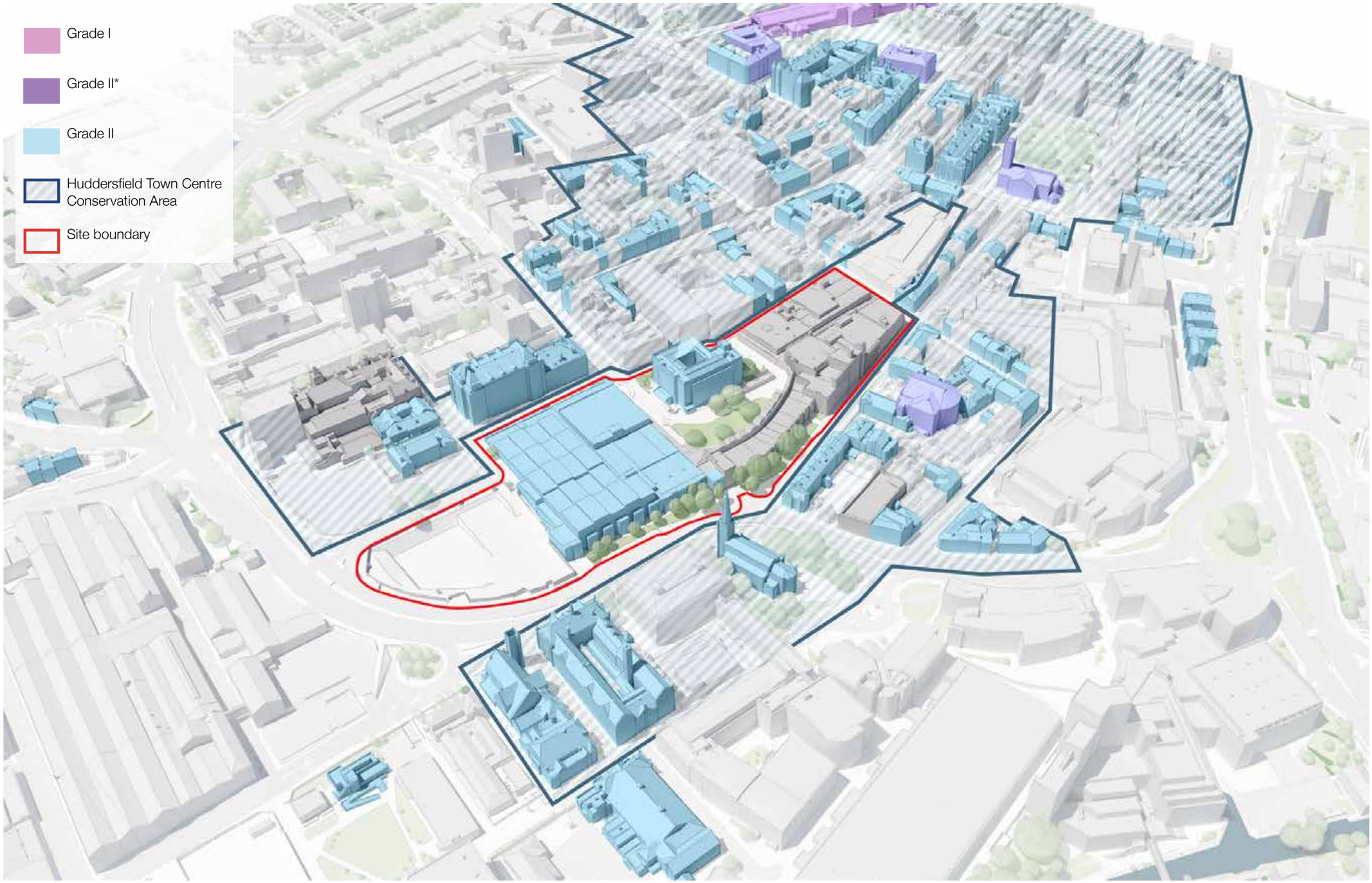

Fig. 1.0.1 - Huddersfield Heritage Context

1.0 - HERITAGE STATEMENT: INTRODUCTION

1.1 - ASSESSING SIGNIFICANCE : Consulted Documents

Proposals for the Kirklees Cultural Heart scheme have been developed in accordance with all relevant planning legislation, including the requirements of the current National Planning Policy Framework (NPPF, July 2021).

The Assessments of Significance which together inform the Heritage Statement draw from relevant legislative, planning and heritage frameworks designed to inform the understanding of designated heritage assets and their appropriate development.

1.2 - LEGISLATIVE AND PLANNING FRAMEWORK

The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the legal requirements for the control of development and alterations which affect listed buildings or Conservation Areas (including buildings of heritage interest which lie within a Conservation Area). Grade I are buildings of exceptional interest. Grade II* are particularly significant buildings of more than special interest. Grade II are buildings of special interest.

The Act contains three important clauses in relation to the determination of planning applications which affect heritage assets:

In relation to listed buildings, section 66(1) states:
"In considering whether to grant planning permission … for development which affects a listed building or its setting, the local planning authority or … 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."

In relation to Conservation Areas, section 72(1) states:
"In the exercise, with respect to any buildings or other land in a conservation area, of any functions under [the planning Acts], special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that conservation area."

In relation to the granting of Listed Building Consent, section 16(2) states:
"the local planning authority or 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."

1.3 - PLANNING FRAMEWORK

The Government issued a revised version of the NPPF in March 2021 and supporting revised Planning Practice Guidance last revised on 20th July 2021. The purpose of the planning system is to contribute to the achievement of sustainable development, and the NPPF has a presumption in favour of such, where it meets needs of the present without compromising the ability of future generations to meet their own needs. The NPPF also states that sustainable development is achieved within the context of economic, social and environmental objectives.

Section 16 of the NPPF deals with 'Conserving and Enhancing the Historic Environment'. The NPPF recognises that heritage assets are an irreplaceable resource which *'should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'* (para 189).

The NPPF requires the significance of heritage assets to be considered in the planning process, whether designated or not.

Paragraph 195 states:
"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."

1.0 - HERITAGE STATEMENT: INTRODUCTION

Paragraph 199 explains that:
"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."

And paragraph 200 goes on to state that:
"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."*

It is the significance of heritage assets that the NPPF is concerned with. The significance of a heritage asset is not automatically harmed solely because a new development is visible from that asset. Planning policy is not concerned with views of new development to or from heritage assets, but with the impact of those views on the significance of the heritage asset itself.

1.4 - ASSESSING HERITAGE SIGNIFICANCE

The NPPF defines heritage significance as *"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. 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."*

In its Statements of Significance guidance note (2019), Historic England defines the following parameters from which the values and significance of a heritage asset can be determined:

Historic interest: the ways in which the asset can illustrate the story of past events, people and aspects of life (illustrative value, or interest). It can be said to hold communal value when associated with the identity of a community. Historical interest considers whether the asset is the first, only, or best surviving example of an innovation of consequence, whether related to design, artistry, technology or social organisation. It also considers an asset's integrity (completeness), current use / original purpose, significance in place making, associative value with a notable person, event, or movement.

Archaeological interest: the potential of the physical remains of an asset to yield evidence of past human activity that could be revealed through future archaeological investigation. This includes above-ground structures and landscapes, earthworks and buried or submerged remains, palaeoenvironmental deposits, and considers date, rarity, state of preservation, diversity/complexity, contribution to published priorities (research value), supporting documentation, collective value and comparative potential, and sensitivity to change.

Architectural and artistic interest: derived from a contemporary appreciation of an asset's aesthetics. Architectural interest can include the design, construction, craftsmanship and decoration of buildings and structures. Artistic interest can include the use, representation or influence of historic places or buildings in artwork. It can also include the skill and emotional impact of works of art that are part of heritage assets or assets in their own right.

Historic England is required to consider these interests when statutorily designating heritage assets. Assets are evaluated against the criteria listed above on a case-by-case basis.

Historic England also provides insight into the understanding of heritage significance through its *Conservation Principles, Policies and Guidance* document (2008). Within this document, the 'heritage values' of an asset, which are derived from this established notion of 'interest' and inform the definition of significance, are described using the following criteria:

- *Evidential value, which derives from the potential of a place to yield evidence about past human activity;*
- *Historical value, which derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative;*
- *Aesthetic value, which derives from the ways in which people draw sensory and intellectual stimulation from a place; and*
- *Communal value, which derives from the meanings of a place for the people who relate to it or for whom it figures in their collective experience and memory. These values are closely associated within historical and aesthetic values, but tend to have additional and specific aspects.*

1.0 - HERITAGE STATEMENT: INTRODUCTION

1.5 - SETTING OF HERITAGE ASSETS

The 2017 Historic England guidance (Planning note 3, second edition) provides guidance on setting and development management, including assessing the implications of development proposals. Quoting the NPPF, this guidance reiterates that *'the setting of a heritage asset is 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'.*

Historic England's guidance states that *"setting is not itself a heritage asset"*. In relation to designated heritage assets, the assessment considers the contribution which the setting makes to the overall significance of the asset. This assessment of significance therefore seeks to establish a basis against which a future assessment of 'harm' may be made.

1.6 - CONSERVATION AREAS

There is no statutory protection for the setting of Conservation Areas. Historic England's *Conservation Area Appraisal, Designation and Management* advice note (2019, 2nd ed) provides insight into the appraisal, designation process and management of Conservation Areas. In the absence of a local authority management framework relating to the Huddersfield Town Centre Conservation Area which informs the setting of the site, this advice note has been consulted during the preparation of the Heritage Statement.

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