

Built Heritage Impact Assessment – Rebuild of Princess Street Wall at Queensgate Market

Phase 1 – Kirklees Cultural Heart –

On behalf of Kirklees Council

Date: 31/01/2025 | Pegasus Ref: P24-2054_HT_ R002v1_HT_SB_

Author: Simon Britt IHBC MRTPI





Document Management.

Version	Date	Author	Checked / Approved by:	Reason for revision
1	January 2025	Simon Britt IHBC MRTPI Associate Heritage Consultant		



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1. Introduction

- 1.1. Pegasus Group have been commissioned by Kirklees Council to prepare a Heritage Impact Assessment to consider the proposed rebuilding of the stone wall of the Queensgate Market Hall as part of Phase 1 of Our Cultural Heart;
- 1.2. Queensgate Market Hall is a Grade II Listed Building and has recently obtained Listed Building Consent “*for demolition, alteration, refurbishment and extension to create library, Food Hall and public realm*” under application 2022/65/93235/W. Work has commenced on the building under this Listed Building Consent and the subsequent amendment to the Consent under Listed Building Consent 2024/65/90270/W.
- 1.3. This Assessment should be read alongside the following:
 - The submitted plans.
 - Statement of Significance: Volume 1 – Introduction. Prepared by Fielden Clegg Bradley Studios – March 2022.
 - Heritage Statement: Volume 5 –Heritage Statement of Significance– Queensgate Market Hall. Prepared by Fielden Clegg Bradley Studios – March 2022.
 - Heritage Statement: Volume 6 – Heritage Impact Assessment. Prepared by Fielden Clegg Bradley Studios – September 2022.
- 1.4. The report assesses the impact of the proposed alterations to the previously consented scheme, on the significance of the Grade II Queensgate Market Hall.
- 1.5. This report does not re-assess the extent of harm or benefits to the building which have been considered fully by the Local Planning Authority in determining the previous scheme, although where harm or benefits have been identified previously these are referenced where appropriate to aid decision making.

3. Methodology

3.1. The aims of this Report are to assess the impact of the proposals on the significance of the Queensgate Market Library which may result from the implementation of the development proposals, along with the level of any harm caused, if relevant.

Assessment of harm

3.2. 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 the special architectural or historic interest of the Listed Building or its setting and articulating the scale of any harm in order to inform a balanced judgement/weighing exercise as required by the NPPF.

3.3. In accordance with 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"*;¹ and

- **Less than substantial harm.** Harm of a lesser level than that defined above.

3.4. 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."*²

3.5. 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, and upper end of the less than substantial harm spectrum/scale.

3.6. It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. Here, a High Court Judgement of 2014 is relevant. 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"*.³

3.7. 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"*.⁴ Thus, change is accepted in Historic England's guidance as part of the evolution of the

¹ Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin), para. 25.

² DLUHC, PPG, paragraph 018, reference ID: 18a-018-20190723.

³ R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

⁴ Historic England, *GPA:2*, p. 9.

landscape and environment. It is whether such change is neutral, harmful, or beneficial to the significance of an asset that matters.

Benefits

- 3.8. Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage interests, and hence the significance, of the assets concerned.
- 3.9. As detailed further in **Appendix 3** the *NPPF* (at Paragraphs 214 and 215) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.⁵
- 3.10. Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 214 to 216.⁶
- 3.11. 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.”⁷***

- 3.12. 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.

Assessment Methodology

- 3.13. Full details of the assessment methodology used in the preparation of this Report are provided within **Appendix**

⁵ MHCLG, *NPPF*, paras. 214 and 215.

⁶ Including – Kay, R (on the application of) v Secretary of State for Housing Communities and Local Government & Anor [2020] EWHC 2292 (Admin); MHCLG, *NPPF*, paras. 214 and 216.

⁷ MHCLG, *PPG*, paragraph 020, reference ID: 18a-020-20190723.

1. However, for clarity, this methodology has been informed by the following:

- *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-Taking in the Historic Environment* (hereafter *GPA:2*);⁸
- *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) – The Setting of Heritage Assets*, the key guidance of assessing setting (hereafter *GPA:3*);⁹
- *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* (hereafter *HEAN:12*);¹⁰ and

3.14. Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment.¹¹

⁸ Historic England, *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-Taking in the Historic Environment (GPA:2)* (2nd edition, Swindon, July 2015).

⁹ Historic England, *Historic Environment Good Practice Advice in Planning Note 3 – The Setting of Heritage Assets (GPA:3)* (2nd edition, Swindon, December 2017).

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

¹¹ English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008).

5. Policy Framework

Legislation

- 5.1. Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, which provides statutory protection for Listed Buildings.¹²
- 5.2. In addition to the statutory obligations set out within the aforementioned Act, 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.¹³
- 5.3. Full details of the relevant legislation are provided in **Appendix 2**.

National Planning Policy Guidance

- 5.4. National Planning Policy guidance relating to the historic environment is provided within Section 16 of the Government's *National Planning Policy Framework (NPPF)*, an updated version of which was published in December 2024. The *NPPF* is also supplemented by the national *Planning Policy Guidance (PPG)* which comprises a full and consolidated review of planning practice guidance documents to be read alongside the *NPPF* and which

contains a section related to the Historic Environment.¹⁴ The PPG also contains the *National Design Guide*.¹⁵

- 5.5. Full details of the relevant national policy guidance is provided within **Appendix 3**.

The Development Plan

- 5.6. Applications for Planning Permission and Listed Building Consent are currently considered against the policy and guidance set out within the *Kirklees Local Plan Strategy and Policies* (adopted 27th February 2019).
- 5.7. Details of the policy specific relevant to the application proposals are provided within **Appendix 4**.

¹² UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

¹³ UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

¹⁴ Ministry of Housing, Communities and Local Government (MHCLG), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 14th February 2024), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

¹⁵ Ministry of Housing, Communities and Local Government (MHCLG), *National Design Guide* (London, January 2021).

6. Queensgate Market – Statement of Significance

6.1. The following Section provides an assessment of significance of the Queensgate Market Hall and the elements of the building affected by the proposals.

6.2. Queensgate Market was added to the National List at Grade II on 4th August 2005 (NHLE 1391505).

6.3. The List Entry describes the building 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 hypar 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. "

- 6.4. A copy of the List Entry is provided in Appendix 5.

6.6. A detailed description of the building prior to the commencement of the consented demolition and alterations, and its history is provided within **Heritage Statement 5: Queensgate Market Hall: Assessment of Significance**.¹⁶

6.7. This assessment also identifies the key reasons for its Listing as follows:

- *“innovative use of cutting edge technology in its application of freestanding asymmetric hyperbolic paraboloid shells.*
- *patent glazing method is both technically innovative and visually pleasing.*
- *The sculpted ceramic and metal artworks are integrated into the overall design.*
- *design is imaginative and intelligent...creating a visually pleasing structure with a dramatic roofscape.”¹⁷*

6.8. The Statement of Significance further identified the architectural elements of the building, prior to the consented alterations and demolition, as follows:

High

- *“21no. Hyperbolic paraboloid asymmetric roof forms including supporting columns.*

- *Fritz Steller’s ‘Articulation in Movement’ sculptural stoneware ceramic panels – reflecting the structure, form and function of the Market.*
- *Fritz Steller’s ‘Commerce’ sculpted metalwork frieze of abstract human forms – reflecting the agriculture, industry and commerce of the town.*
- *top hung single glazed clerestory windows.”*

Medium

- *“curtain glazing to mezzanine, both internal and external.*
- *Market stall plinths including terrazzo covered skirting to market plinths.*
- *terrazzo floor coverings.*
- *brickwork elements.*
- *Market manager’s office and service core within the Market Hall.”*

Low

- *“west façade glazed elements.*
- *north retail block within the curtilage.*

¹⁶ Fielden Clegg Bradley Studios – March 2022. Heritage Statement: Volume 5 – Heritage Statement of Significance.

¹⁷Fielden Clegg Bradley Studios – March 2022. Heritage Statement: Volume 5 – Heritage Statement of Significance.

- *stonework (Elland buff millstone grit) to plinth and low walls (original but not part of the intended design which was for shuttered concrete – a departure from the design philosophy of the architect).*
- *Market stall steel frames and melamine panelling dividers 187no. originally.*
- *M&E services (original) located within the market stall canopies.*
- *cast concrete light cases located on the terrace.*
- *louvered windows to external walls.*
- *metal box elements around each column intended to house up lighting.*
- *Huddersfield former police station armorial stone.*

6.9. These levels of significance are illustrated in the exposed floor plan diagram at Plate 2 on the following page.

6.10. The Princess Street elevation comprises a squared Elland buff millstone wall and forms part of the original fabric of the market, albeit not part of the original design, which was for shuttered concrete, and the earlier heritage statement of significance considered the elevation being of low significance and its signages and finishes not emulating the artistic or architectural values of other parts of the building.¹⁸



Plate 1: The Princess Street elevation in 2021.

¹⁸ Fielden Clegg Bradley Studios, 2022. *Heritage Statement 5: Queensgate Market Hall: Assessment of Significance.*

5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE

HIGH

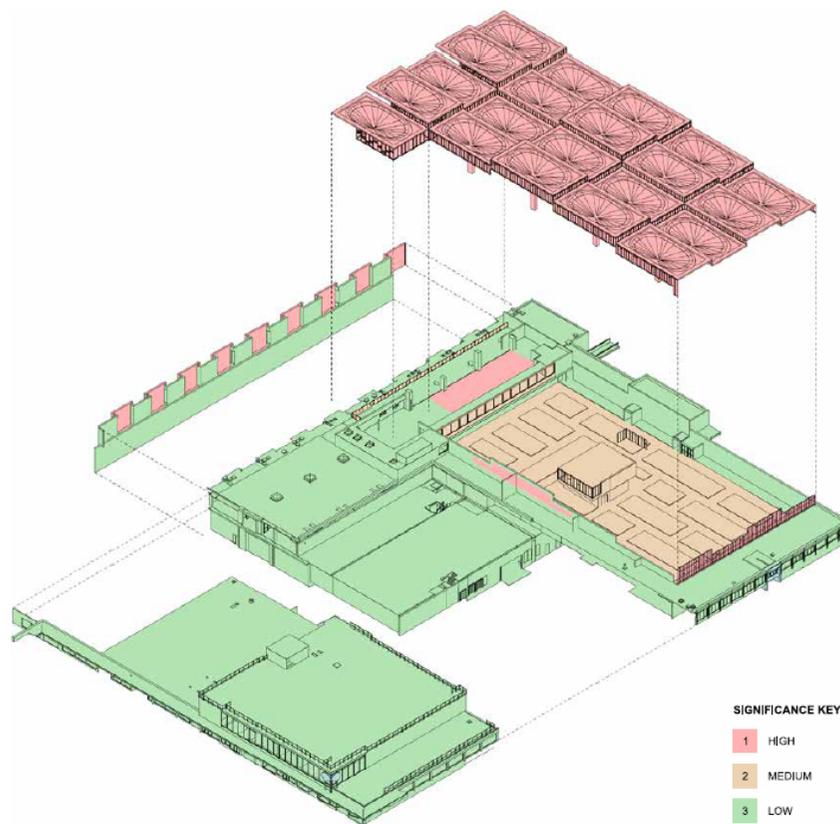
- 21no. Hyperbolic paraboloid asymmetric roof forms including supporting columns
- Fritz Steller's 'Articulation in Movement' sculptural stoneware ceramic panels – reflecting the structure, form and function of the Market.
- Fritz Steller's 'Commerce' sculpted metalwork frieze of abstract human forms – reflecting the agriculture, industry and commerce of the town.
- top hung single glazed clerestory windows

MEDIUM

- curtain glazing to mezzanine, both internal and external
- Market stall plinths including terrazzo coved skirting to market plinths
- terrazzo floor coverings
- brickwork elements
- Market manager's office and service core within the Market Hall

LOW

- west façade glazed elements
- north retail block within the curtilage
- stonework (Eland buff millstone grit) to plinth and low walls (*original but not part of the intended design which was for shuttered concrete – a departure from the design philosophy of the architect*)
- Market stall steel frames and melamine panelling dividers 187no. originally
- M&E services (original) located within the market stall canopies
- cast concrete light cases located on the terrace
- louvered windows to external walls
- metal box elements around each column intended to house up lighting
- Huddersfield former police station armorial stone



SIGNIFICANCE KEY

- | | |
|--|----------|
| | HIGH |
| | MEDIUM |
| | LOW |
| | NEGATIVE |

Plate 2: Summary of Significance diagram as presented in the Heritage Statement 5: Queensgate Market Hall: Assessment of Significance.

Summary of Heritage Significance

- 6.11. As a Grade II Listed Building the market 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.
- 6.12. The Princess Street elevation comprises a squared Eland buff millstone grit wall and forms part of the original fabric but not design of the market, and the earlier heritage statement of significance considered the elevation to be of low significance lacking the artistic or architectural values of other parts of the building.

7. Assessment of Impacts

- 7.1. This Section addresses the heritage planning issues that warrant consideration in the determination of the application for Listed Building Consent.. **This Section should be read alongside the proposed plans and the previously consented scheme.**
- 7.2. In determining the previous Listed Building Consent¹⁹ the Planning Officer’s report considered that the proposals to amount to less than substantial harm in NPPF terms which was outweighed by the public benefits that would be delivered. However, this Section only considers the proposed changes, to the previously consented scheme to the market.

Previously Consented Scheme

- 7.3. The Consented scheme has allowed the partial demolition of the Princess Street elevation, including the loss of part of the stone elevation at the junction with Peel Street (Plate 3 to Plate 5). The Consented scheme also allowed for new doorway openings to be formed within the stone elevation to Princess Street. This is illustrated in Plate 5.

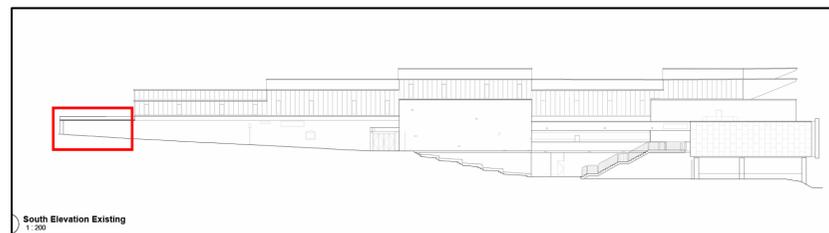


Plate 3: The Princess Street elevation as original, with area of wall consented to be removed highlighted.

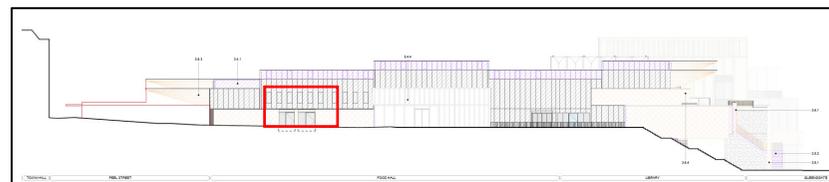


Plate 4: The Princess Street elevation as consented, with part of the elevation removed and the consented new doorway highlighted.

¹⁹ See Officers Report and consultee responses with application Ref: 2022/93235



Plate 5: The parts of the Princess Street elevation that has consent to be removed or altered.



Plate 6: The cavity construction of the existing wall to Princess Street.

Proposed Works & Reason

- 7.4. The existing and original stone walling is not adequately tied to the inner leaf wall and due to its back of pavement location will pose a public health and safety risk if not suitably addressed. The proposal is thereby to carefully take down the elements of the stone wall that had Consent to be retained (shaded yellow in Plate 5) and rebuild, together with the already consented new doorway openings.

Methodology

- 7.5. Prior to taking down the following will be undertaken:
- A level survey of existing wall to be taken at the base, head and position recorded by the contractor's onsite engineers.
 - The survey information will be provided to the design team as a record.
 - Photographs of the wall will be collated as a record of the current state and appearance of the stonework and recorded on BIM360.
 - Samples of the existing mortar will be taken and sent for colour matching.
 - Mortar joints will be measured to enable them to be matched with the rebuild.

7.6. The wall will then be taken down as follows:

- The inner leaf of the wall will be propped to provide temporary stability until the demolition is completed (Plate 7).

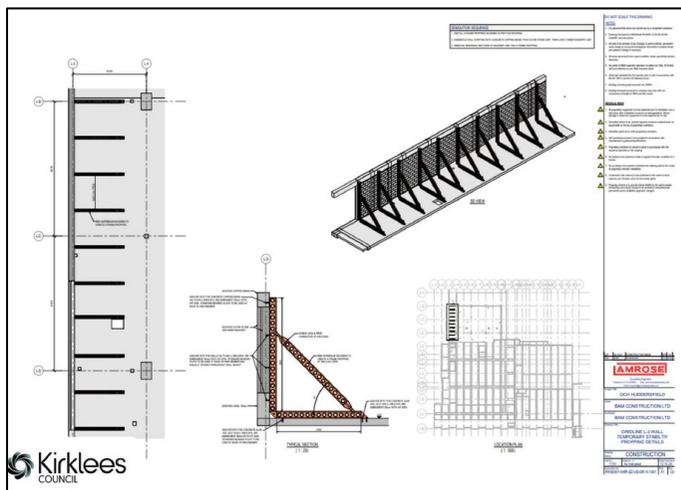


Plate 7: The proposed back propping.

- The elevation stonework will be removed by hand and palletised. The stone will be labelled in the order it was removed.
- The stone will be hand dressed to remove mortar.
- Pallets of stone will be stored safely on site to minimise any damage to the stone.

- Remove concrete beam on top of the wall using 14T excavator with muncher attachment. This will be done in 2m sections at a time.
- Once the beam is fully removed the brickwork at the back of the wall will be removed and processed as demolition waste leaving a clear opening.

7.7. The wall will then be reconstructed as follows:

- Contractor's engineers to set out the wall prior to any construction starting, ensuring the wall is relocated back to its current position.
- The wall will then be reconstructed using the reclaimed stonework by trained stone masons to match the current coursing pattern.
- The mortar joints will match the existing (as previously measured) and the mortar colour will be as existing (as colour samples taken prior to demolition).
- A new structural framing system will be erected behind the stonework to ensure the structural stability of the wall and the new rainscreen cladding will be affixed to the top of the wall as per the already consented design.

Impact

- 7.8. The Princess Street elevation and its stonework already has Listed Building Consent to be partially removed and altered and thereby the original longer length of unbroken stone elevation was not to be retained as part of the consented scheme.
- 7.9. When considering the small extent of the original stone elevation that was due to be retained, the proposed taking down and rebuild will not have a harmful effect to the appearance of this elevation, unlike how partial rebuild within a larger elevation does in some cases.
- 7.10. The taking down by hand will ensure that the existing stone is not damaged and the labelling and recording prior will ensure that it can be rebuilt on a like-for-like basis to preserve the architectural integrity of the original design and appearance of the building.
- 7.11. Whilst rebuilding can result in some loss of the weathering and patina to stonework, the matching of the existing mortar colour and joint sizes will minimise the appearance of the rebuild and any patina to the stone or mortar are not elements that contribute to the significance of the elevation, as might sometimes be the case with older and more historic buildings.
- 7.12. The inner brick leaf is not fabric with any architectural or historic interest and its removal and replacement with a new structural framework system will not result in loss of the special interest of the building.
- 7.13. Overall, the proposals are structurally necessary to remove risk to the public and when considering the proposals in isolation from the already consented scheme, the stonework, will be rebuilt with a like-for-like appearance and any loss of patina will be temporary only, as such it is considered that no harm will arise to the special interest of the Listed Building.
- 7.14. The proposals are thereby considered to comply with the duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, Local Plan policies and policies contained in Section 16 of the NPPF for heritage.

9. Conclusions

- 9.1. Queensgate Market is a Grade II Listed Building that has recently obtained Planning Permission and Listed Building Consent for substantial alteration and demolition.
- 9.2. The heritage significance of the building was extensively researched as part of the previous applications and considered by the Local Planning Authority and the public benefits of the proposals were considered to outweigh the less than substantial harm.
- 9.3. The previously consented scheme allowed for partial demolition and alteration of the elevation to Princess Street.
- 9.4. The proposed rebuilding of a small section of the original stone wall to Princess Street is necessary due to its structural instability and the risk to the public.
- 9.5. The proposed methodology recognises the Listed status of the building and will be carefully undertaken to minimise damage to the stone and ensure that it is built with a like-for-like appearance.
- 9.6. When considering the small area of the stone elevation due to be retained following the previously granted Listed Building Consent, the necessity to rebuild it, and the final appearance following the rebuild will be of a like-for-like appearance then no harm will arise to the special interest of the Listed Building from the proposals. As such the proposed works are considered to comply with the duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, Local Plan policies and policies contained in Section 16 of the NPPF for heritage.

Appendix 1: Assessment Methodology

Assessment of significance

In the *NPPF*, heritage significance is defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”²⁰

Historic England's *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.²¹

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*.²² These essentially cover the heritage ‘interests’ given in the glossaries of the *NPPF* and the *PPG* which are archaeological, architectural and artistic, and historic.²³

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.²⁴

²⁰ MHCLG, *NPPF*, Annex 2.

²¹ Historic England, *GPA:2*.

²² Historic England, *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.

²³ MHCLG, *NPPF*, Annex 2; MHCLG, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

²⁴ MHCLG, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

Significance results from a combination of any, some, or all of the interests described above.

Historic England guidance on assessing heritage significance, *HEAN:12*, advises using the terminology of the *NPPF* and *PPG*, and thus it is that terminology which is used in this Report.²⁵

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

As defined in the *NPPF*:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”²⁶

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.”²⁷

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

²⁵ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

²⁶ MHCLG, *NPPF*, Annex 2.

Assessing change through alteration to setting

How setting might contribute to these values has been assessed within this Report with reference to *GPA:3*, particularly the checklist given on page 11. This advocates the clear articulation of “*what matters and why*”.²⁸

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 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.

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.

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 factors other than visibility should also be considered, with Lindblom LJ stating at

²⁷ MHCLG, *NPPF*, Annex 2.

²⁸ Historic England, *GPA:3*, pp. 8, 11.

paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement):

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.”²⁹

²⁹ Catesby Estates Ltd. V. Steer [2018] EWCA Civ 1697, paras. 25 and 26.

³⁰ MHCLG, *NPPF*, para. 213 and fn. 75.

Levels of significance

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.

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 213 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 Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 75 of the *NPPF*;³⁰
- **Designated heritage assets of less than the highest significance**, as identified in paragraph 213 of the *NPPF*, comprising Grade II Listed Buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas);³¹ and

³¹ MHCLG, *NPPF*, para. 213.

- **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”.³²

Additionally, it is of course possible that sites, buildings or areas

Grading significance

There is no definitive grading system for assessing or categorising significance outside of the categories of Designated Heritage Assets and Non-Designated Heritage Assets, specifically with regards to the relative significance of different parts of an asset.

ICOMOS guidance recognises that a degree of professional judgement is required when defining significance:

“...the value of heritage attributes is assessed in relation to statutory designations, international or national, and priorities or recommendations set out in national research agendas, and ascribed values. Professional judgement is then used to determine the importance of the resource. Whilst this method should be used as objectively as possible, qualitative assessment using professional judgement is inevitably involved.”³³

This assessment of significance adopts the following grading system:

- **Highest significance:** Parts or elements of a heritage asset, or its setting, that are of particular interest and are fundamental components of its archaeological, architectural, aesthetic or historic interest, and form a significant part of the reason for designation or its identification as a heritage asset. These are the areas or elements of the asset that are most likely to warrant retention, preservation or restoration.
- **Moderate significance:** Parts or elements of the heritage asset, or its setting, that are of some interest but make only a modest contribution to the archaeological, architectural, aesthetic or historic interest of the heritage asset. These are likely to be areas or elements of the asset that might warrant retention but are capable of greater adaption and alteration due to their lesser relative significance.
- **Low or no significance:** Parts or elements of the heritage asset, or its setting, that make an insignificant, or relatively insignificant contribution to the archaeological, architectural, aesthetic or historic interest of the heritage asset. These are likely to be areas or elements of the asset that can be removed, replaced or altered due to their minimal or lack of significance and are areas and elements that have

³² MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

³³ International Council on Monuments and Sites (ICOMOS), *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties* (Paris, January 2011), paras. 4-10.

potential for restoration or enhancement through new work.

Assessment of harm

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.

In accordance with 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",³⁴ and
- **Less than substantial harm.** Harm of a lesser level than that defined above.

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."³⁵

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, and upper end of the less than substantial harm spectrum/scale.

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 of any harm or loss is articulated whilst having regard to the significance of the asset. Harm to such assets is therefore articulated as a level of harm to their overall significance, using descriptors such as minor, moderate and major harm.

It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. Here, a High Court Judgement of 2014 is relevant. 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".³⁶

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".³⁷ 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.

³⁴ Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin), para. 25.

³⁵ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

³⁶ R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

³⁷ Historic England, GPA:2, p. 9.

As part of this, setting may be a key consideration. When evaluating any harm to significance through changes to setting, this Report follows the methodology given in *GPA:3*, described above. Fundamental to this methodology is a consideration of “*what matters and why*”.³⁸ Of particular relevance is the checklist given on page 13 of *GPA:3*.³⁹

It should be noted that this key document also states:

“Setting is not itself a heritage asset, nor a heritage designation...”⁴⁰

Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage interests that contribute to this significance, through changes to setting.

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”.⁴¹

Additionally, 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. This point has been clarified in the Court of Appeal.⁴²

³⁸ Historic England, *GPA:3*, p. 8.

³⁹ Historic England, *GPA:3*, p. 13.

⁴⁰ Historic England, *GPA:3*, p. 4.

⁴¹ Historic England, *GPA 3*, p. 8.

⁴² *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

Benefits

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

As detailed further in **Appendix 3** the *NPPF* (at Paragraphs 214 and 215) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.⁴³

Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 214 to 216.⁴⁴

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

⁴³ MHCLG, *NPPF*, paras. 214 and 215.

⁴⁴ Including – *Kay, R (on the application of) v Secretary of State for Housing Communities and Local Government & Anor* [2020] EWHC 2292 (Admin); MHCLG, *NPPF*, paras. 214 and 216.



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.***⁴⁵

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.

⁴⁵ MHCLG, PPG, paragraph 020, reference ID: 18a-020-20190723.

Appendix 2: Legislative Framework

Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, which provides statutory protection for Listed Buildings and Conservation Areas.⁴⁶ It does not provide statutory protection for non-designated or Locally Listed heritage assets.

Section 16 (2) of the Act relates to the consideration of applications for Listed Building Consent and states that:

“In considering whether to grant listed building consent for any works 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.”⁴⁷

Section 66(1) of the Act goes on to state 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.”⁴⁸

⁴⁶ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

⁴⁷ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16(2).

⁴⁸ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 66(1).

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.”⁴⁹

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 version of the NPPF, the requirements of which are now given in paragraph 208 of the current, revised NPPF, see **Appendix 3**), this is in keeping with the requirements of the 1990 Act.⁵⁰

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.⁵¹

⁴⁹ Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EWCA Civ 137. para. 24.

⁵⁰ Jones v Mordue [2015] EWCA Civ 1243.

⁵¹ UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

Appendix 3: National Policy Guidance

The National Planning Policy Framework (December 2024)

National policy and guidance is set out in the Government’s *National Planning Policy Framework (NPPF)* published in December 2024. This replaced and updated the previous *NPPF* (December 2023). The *NPPF* needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

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.

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.

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 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:

- a. *approving development proposals that accord with an up-to-date development plan without delay; or*
- b. *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 strong 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, having particular regard to key policies for directing development to sustainable locations,*

making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.”⁵²

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 189) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, a National Landscape, 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 75); and areas at risk of flooding or coastal change.”⁵³ (our emphasis)

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

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

⁵² MHCLG, NPPF, para. 11.

⁵³ MHCLG, NPPF, para. 11, fn. 7.

assets and assets identified by the local planning authority (including local listing).⁵⁴

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.”⁵⁵

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.”⁵⁶

Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 208 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.”⁵⁷

Paragraph 210 goes on to state that:

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

- 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.”⁵⁸**

With regard to the impact of proposals on the significance of a heritage asset, paragraphs 212 and 213 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

⁵⁴ MHCLG, NPPF, Annex 2.

⁵⁵ MHCLG, NPPF, Annex 2.

⁵⁶ MHCLG, NPPF, Annex 2.

⁵⁷ MHCLG, NPPF, para. 208.

⁵⁸ MHCLG, NPPF, para. 210.

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.”⁵⁹

“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.”⁶⁰**

Section b) of paragraph 213, which describes assets of the highest significance, also includes footnote 75 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.

In the context of the above, it should be noted that paragraph 214 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**
- 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.”⁶¹**

Paragraph 215 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.”⁶²

⁵⁹ MHCLG, *NPPF*, para. 212.

⁶⁰ MHCLG, *NPPF*, para. 213.

⁶¹ MHCLG, *NPPF*, para. 214.

⁶² MHCLG, *NPPF*, para. 215.

The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 219 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.”⁶³

Paragraph 220 goes on to recognise that *“not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance”* 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 214 or less than substantial harm under paragraph 215, 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.”⁶⁴ (our emphasis)

With regards to non-designated heritage assets, paragraph 216 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.”⁶⁵

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

The then Department for Communities and Local Government (now the Ministry of Housing, Communities & 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.

⁶³ MHCLG, *NPPF*, para 219.

⁶⁴ MHCLG, *NPPF*, para. 220.

⁶⁵ MHCLG, *NPPF*, para. 216.

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.”⁶⁶

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 harm or no harm at all. However, even minor works have the potential to cause substantial harm.”⁶⁷ (our emphasis)

⁶⁶ MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

⁶⁷ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.



Appendix 4: Relevant Development Plan Policies

Applications for Planning Permission and Listed Building Consent within Huddersfield are currently considered against the policy and guidance set out within the within the Kirklees Local Plan Strategy and Policies (adopted 27th February 2019).

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 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. .

QUEENSGATE MARKET

Listed on the National Heritage List for England. Search over 400,000 listed places

(<https://historicengland.org.uk/listing/the-list/>)

Official list entry

Heritage Category:**Listed Building**

Grade:**II**

List Entry Number:**1391505**

Date first listed:**04-Aug-2005**

List Entry Name:**QUEENSGATE MARKET**

Statutory Address 1:**QUEENSGATE MARKET**

This List entry helps identify the building designated at this address for its special architectural or historic interest.

Unless the List entry states otherwise, it includes both the structure itself and any object or structure fixed to it (whether inside or outside) as well as any object or structure within the curtilage of the building.

For these purposes, to be included within the curtilage of the building, the object or structure must have formed part of the land since before 1st July 1948.

Understanding list entries

(<https://historicengland.org.uk/listing/the-list/understanding-list-entries/>)

Corrections and minor amendments

(<https://historicengland.org.uk/listing/the-list/minor-amendments/>)

Location

Statutory Address:**QUEENSGATE MARKET**

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

District:**Kirklees (Metropolitan Authority)**

Parish:**Non Civil Parish**

National Grid Reference:**SE 14538 16360**

Details

919/0/10061 HUDDERSFIELD 04-AUG-05 Queensgate Market

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 hyperboloid 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.

SOURCES: - Oliver Marriott, *The Property Boom*, London, Hamish Hamilton, 1967, pp.124-30 - *Huddersfield Daily Examiner*, 6 April 1970 - *Building*, vol.223, no.6749, 29 September 1972, p.82 - *The Architect*, vol.2, no.9, September 1972, p.95 - *Glass Age*, vol.15, no.4, November 1972 - Christopher Marsden, *Journal of the Tiles & Architectural Ceramics Society*, Vol 13, 2007, pp.3-14 - English Heritage, *Commercial and Industrial Buildings, 1993-4*, unpub survey

REASONS FOR DESIGNATION DECISION The Queensgate Market Hall, Huddersfield, is designated at Grade II for the following principal reasons: * It shows innovative use of cutting edge technology in its application of freestanding asymmetric hyperbolic paraboloid shells in its construction * Its patent glazing method is both technically innovative and visually pleasing * It incorporates very high quality decorative ceramic sculptures by a noted sculptor, Fritz Steller, both externally and internally * The

sculpted ceramic and metal artworks are integrated into the overall design and form what may be the largest ceramic sculpture in the world * The design is imaginative and intelligent, making full use of the site and creating a visually pleasing structure with a dramatic roofscape

Legacy

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

Legacy System number:**492030**

Legacy System:**LBS**

Sources

Books and journals

Marriott, O, The Property Boom, (1967), 124-130

'Glass Age' in 15, no.4, November, (1972)

'Building' in 29 September, , Vol. 223, (1972), 82

'Journal of the Tiles and Architectural Ceramics Society' in Journal of the Tiles and Architectural

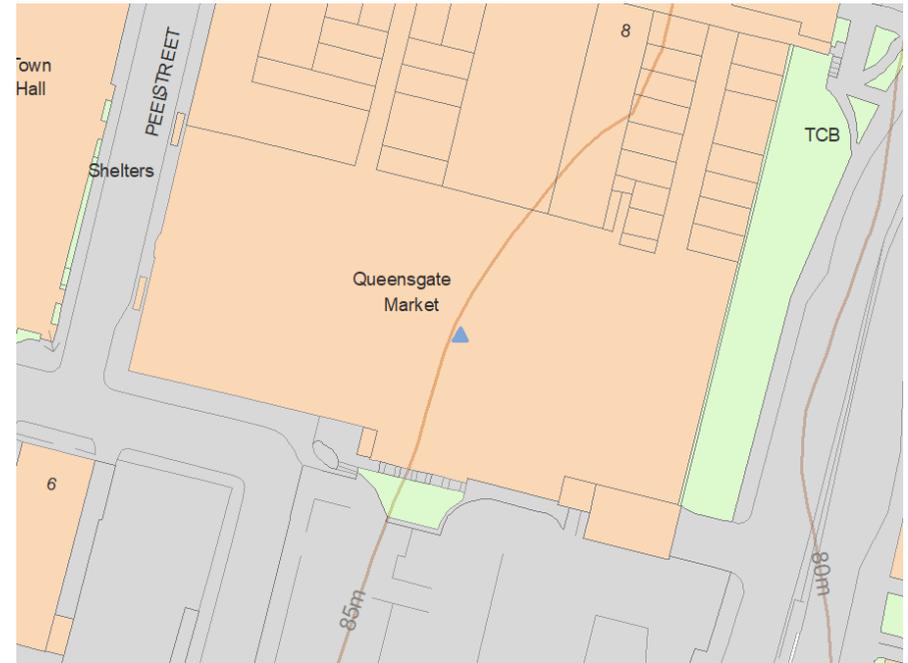
Ceramics Society: Volume 13, (2007), 3-14

'Huddersfield Daily Examiner' in 6 April, (1970)

'The Architect' in 2, no. 9, September, (1972), 95

Legal

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



Map

This map is for quick reference purposes only and may not be to scale. This copy shows the entry on 30-Jan-2025 at 16:30:52.

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End of official list entry



Appendix 6: Statement of Significance (previously submitted with approved Planning Application ref: 2022/48/93248/W and Listed Building Consent ref: 2022/65/93235/W)

KIRKLEES CULTURAL HEART
HERITAGE STATEMENT: VOLUME 5
QUEENSGATE MARKET HALL

CDT430201-FCB-XX-XX-RP-A-000005
VERSION: V5 | MARCH 2022

FEILDEN CLEGG BRADLEY STUDIOS

REVISION	DATE	NOTES
V5	03.03.22	Revised issue
V4	28.01.22	Final draft issue

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5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE

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5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

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5.8.0 - IMAGES, FIGURES and REFERENCES

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5.0.0 - INTRODUCTION

5.0.1 - INTRODUCTION

This Assessment of Significance comprises Volume 5 of the Kirklees Cultural Heart Heritage Statement, commissioned by Kirklees Council, and produced by Feilden Clegg Bradley Studios. It seeks to provide a detailed appraisal of Queensgate Market as found in December 2021.

This detailed assessment has been developed and informed by the research contained within the 2012 Master of Arts dissertation prepared by Christopher Marsden. The following does not seek to repeat the findings of this document. Instead, it seeks to forward a series of conclusions which will aid the following:

- Definition of the extent of the listed structure
- Assessment of Significance
- Identification of aspects and elements of specific interest
- Schedule of spaces and elements of significance
- Potential for change

This Assessment should be viewed as substantially complete. However, if in the course of the project leading up to planning, further information is discovered that further informs significance or potential impact, the Assessment will be updated. It should be read in conjunction with the separate Assessments of Significance produced for the Huddersfield Library and Art

Gallery (Volume 3) and Setting (Volume 2), alongside the other accompanying volumes of the Heritage Statement as listed in Volume 1.

This information has been collated to guide the sensitive conservation of this modern listed building and inform proposals for its future development. This statement is concerned with determining the significance of the heritage asset. It will inform the designs for the building's conservation and re-use as part of a program of works for the wider development titled 'Kirklees Cultural Heart'.

This statement will ultimately be accompanied by an 'Assessment of Impact' which will set out how proposals impact the special significance of the heritage asset and what measures have been taken to avoid, minimise and mitigate against any arising harm. The scheme for proposed change will be appraised in terms of its impact and the heritage benefit or harm caused to the heritage asset, namely Queensgate Market, with justification describing the mitigation of harm where appropriate.

The detailed appraisal of the building fabric was informed by a series of building visits. Thanks are extended to the Kirklees team who helped ensure every room was accessed and the roofscape made accessible to inform the Assessment.

5.0.2 - METHODOLOGY

The process of assessment and its findings draw from relevant legislative, planning and heritage frameworks designed to inform appropriate development and understanding of designated heritage assets. These frameworks are discussed further in Volume 1. The report also draws from the professional expertise of its authors to inform its findings.

5.0 - INTRODUCTION

5.0.3 - STRATEGY FOR THE MINIMISATION OF HARM

The assessment of positive heritage engagement is gauged in terms of loss and impact. This can be a difficult concept to work with. In this instance, the young age of the building relative to most listed structures means that it has yet to become subject to a scope of adaption and alteration common when buildings change use, owner and/or expand and evolve. As a result, the building is largely as it was designed to be, which in most instances would imbue a high degree of significance. For this building however, the lack of phases of change does not predefine the baseline of its significance. Indeed, were it to do so it would almost certainly constrain the potential for positive change.

The value of the building and its special character is set out in this document. It is these qualities that should inform future proposals. As future designs come forward, they must seek to ensure the special character of the building is not eroded. This will ensure the potential for 'harm' is minimised.

Key to identifying how to minimise the potential for harm will be resolving a sophisticated and sensitive interpretation of what is important. This Assessment of Significance seeks to be the first major step in this process and its conclusions seek to provide the basis upon which future change can be determined. This process will guide solutions for the viable, sustainable and long-term future use while also protecting the key aspects and elements of the building.

5.0.4 - REASON FOR ASSESSMENT

The following detailed appraisal has been undertaken to inform the positive conservation and sustainable re-use of the Queensgate Market Hall.

The Market Hall was listed Grade II in 2005, following an earlier appraisal of 1993-94 which identified it as holding potential as a structure of significance.

Establishing the basis of the asset's significance is critical to enable the scope and scale of redevelopment to prioritise the preservation of the asset's special character.

The Market Hall and adjacent structures are part of Phase Two of the Murrayfield development. Phase Two was started in 1968 and completed in 1972. The development was constructed in at least four building phases with the majority of the Market Hall falling within Phase Two and accompanied by other parts which formed the much more expansive Murrayfield development.

Primary significance rests in the original structure and the aesthetic value of the building as well as the adornment of the structure with original sculptures conceived in collaboration with the building's designers.

5.1.0 - MARKET HALL - APPRAISAL OF SETTING

The current setting of the Market Hall is largely a product of the comprehensive Murrayfield redevelopment undertaken between 1968 and 1974, of which the Market Hall was formed as part of the second phase. The setting has remained broadly unchanged since, with the exception of the demolition of the adjacent multi-storey car park to the south that served the site in 2021. The setting comprises a pedestrianised retail precinct punctuated by open hard landscaping with green space to the north and west. Within the site the Piazza spine wraps around the 1939 Grade II listed Library building. To the south-east the site is bordered by the town's ring road, and there is a vacant plot of land to the south where the multi-storey car park once stood. The Grade II Town Hall on Peel Street and Grade II former Juvenile Court on Princess Street (now a hotel), as well as lesser buildings along Victoria Lane, define the west edge of the site. The form and layout of the site remains consistent with the design intent of the 1970s development (except for the recent car park demolition) while the Piazza complex has been the subject of a number of alterations. The 'Market Hall' of Queensgate Market was listed Grade II in 2005.

The Murrayfield Queensgate and Piazza development re-defined the historic street pattern. Responding to the recent ring road that defines the south and south-east of the site, the development cut traffic routes to the east and south and raised the ground level to enable the formation of a multi-storey development onto Queen Street which created a new public realm. That the Piazza development retains its original form may suggest some sense of visual unity and historic continuity that relates the Market Hall to its surroundings, however in reality its setting comprises a series of disconnected urban elements that make very limited contribution to the significance of the Hall itself, which is predominately recognised for its own

distinctive aesthetic and architectural value. Well intentioned in its day, the creation of an inward-looking Market Hall and the truncation of established routes by the wider Murrayfield development served to undermine the long-term vitality of this part of Huddersfield.

The site of the Market Hall slopes relatively 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 legibility 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, mature trees 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.

To the south, Princess Street forms the boundary, part as a road and then as a pedestrian passage which drops from west to east where it emerges next to the vehicle entrance to the delivery bays below the Market Hall. This aspect of the building creates a sheer face which would have once addressed the now demolished car park. A bridge connection once linked the car park to one of the Market Hall entrances. West of the bridge is a service block faced in buff brick in which the substation, switch room and WC stack are accommodated. This windowless block separates the east and west components

of the architectural composition of the south façade. West of this service block a second, at grade entrance allows access from the south. This entrance occurs through a solid wall which ensures the market activity is hidden from the street. The lack of activation limits the potential of the Market Hall to relate to the street beyond.

The long stone-clad wall and roof forms above offer a simple, almost bland composition that has little aesthetic value and can be considered to isolate the Market Hall from its setting. Clerestory windows that face onto this elevation hold some value, but their position set back from the building's frontage means they offer little visual interest at street level. The south aspect generally has low significance.

Toward its western boundary, along Peel Street, the scale of the Market Hall becomes substantially reduced in scale by the slope across the site. Here the row of shop units within the Market are set approx. 1.4m below the street level, offering little active connection. While this elevation is glazed, the difference in level limits and even prevents a meaningful connection. Past shop operators have boarded some of the windows preventing any visual link. The low-rise nature of this north ribbon of the Market Hall building permits the roof form of the main Hall to become visible, adding to the interest of the building at the expense of an active street frontage. The roofscape affords aesthetic interest and the west entrance has some importance to the typology. The inactive street frontage and poor aesthetic quality of this part of the Market Hall means it has low significance.

The northern edge is fronted by a single storey of retail that looks onto Princess Alexandra Walk. This block rises to two storeys with storage and staff space at first floor. This block

5.1.0 - MARKET HALL - APPRAISAL OF SETTING

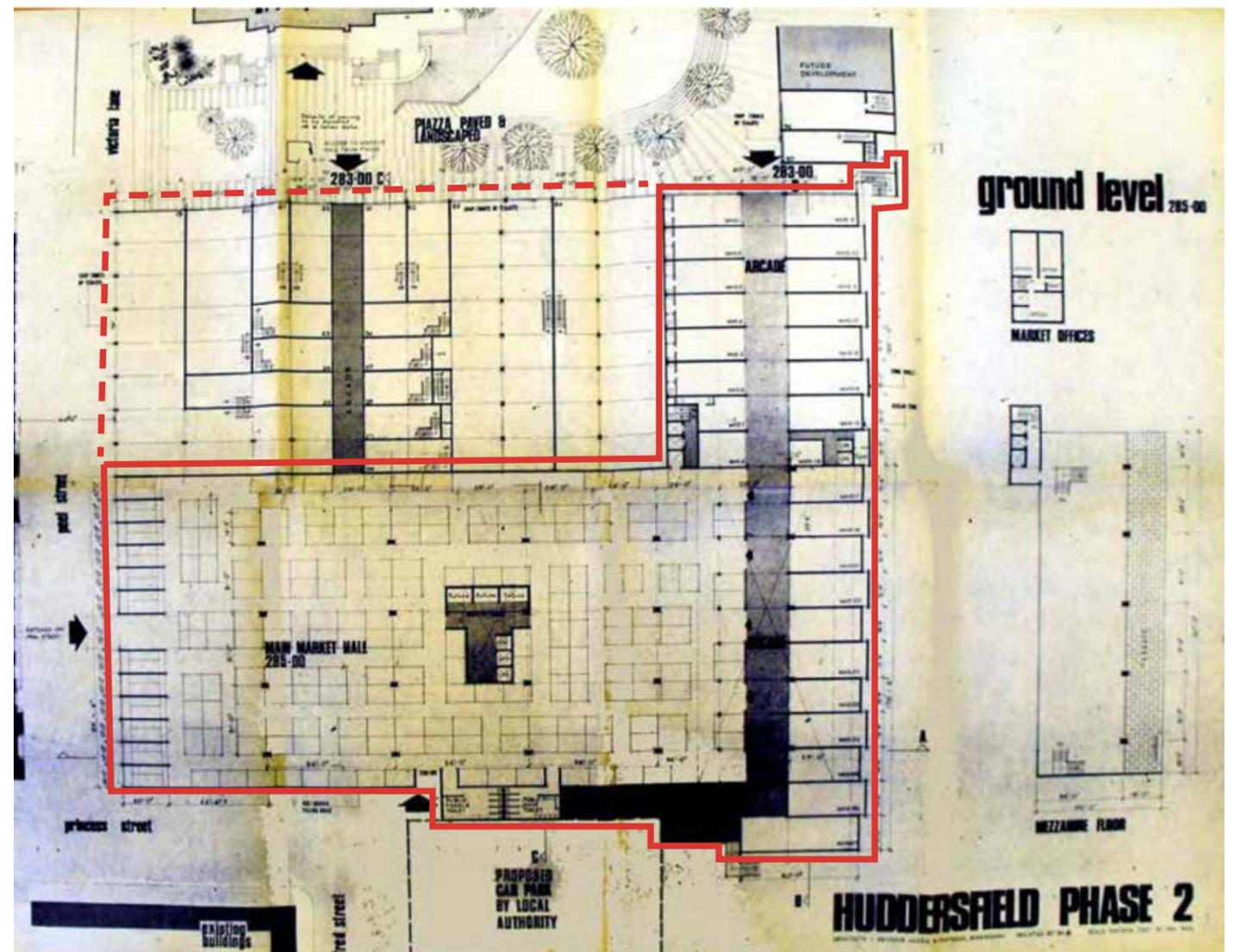
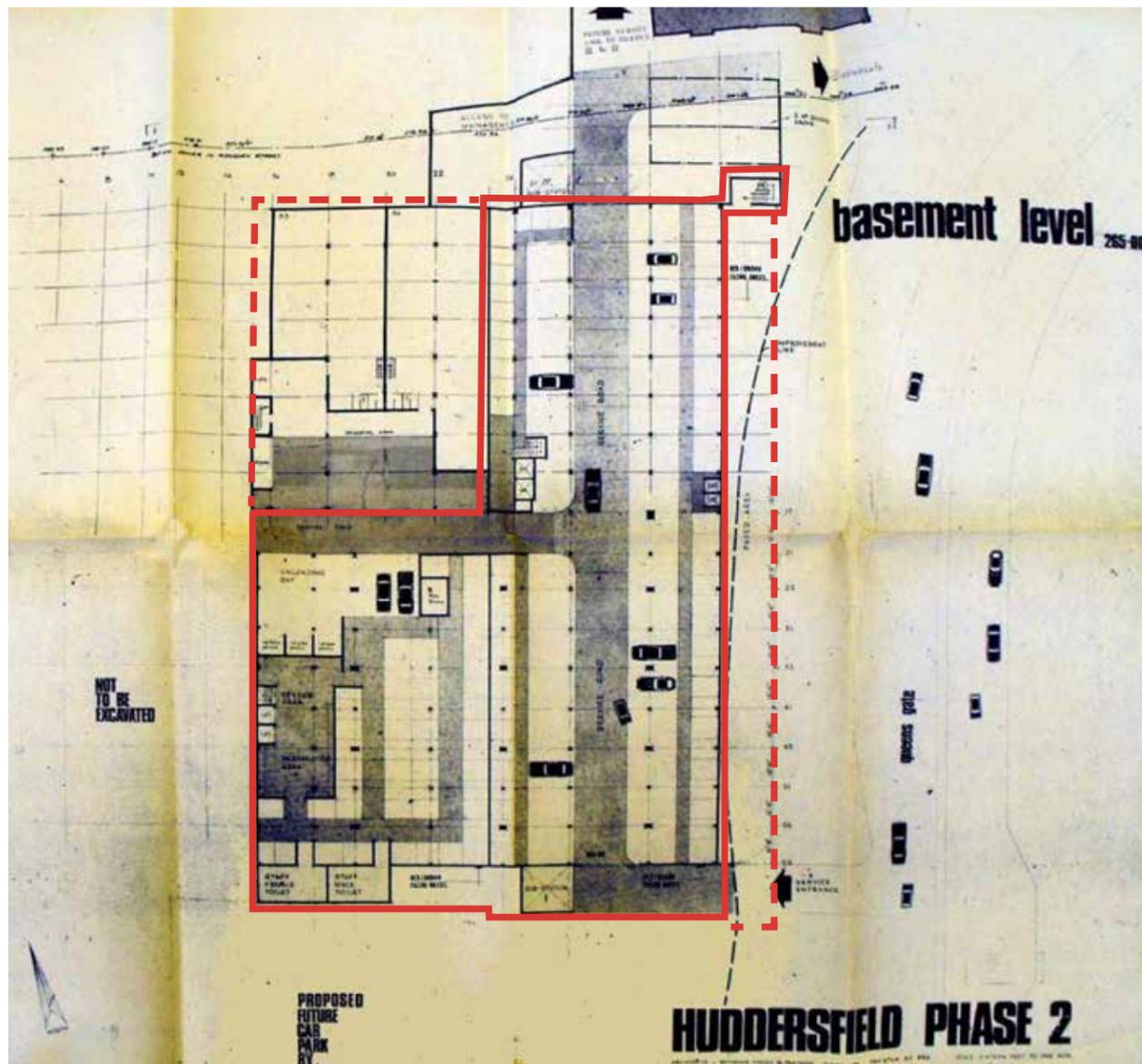
of retail abuts the northern aspect of the Market Hall, creating a distinct break between the Market Hall and public space to the north. The retail block is predominantly of large retail units that were owned and operated by a private company and not Kirklees Council, as is the case for the Market Hall. An arcade runs through the centre of this block providing further shop frontage and serving as one of the five routes into the Market Hall. The transition between the block and Market Hall is abrupt, with visitors arriving in the Market immediately within the area of the stalls. Currently the market is little populated, meaning that this access route, while operational, has little use. The retail block and the west ribbon of shops acts to isolate the Market Hall from the surrounding public realm. These elements obscure the visibility of the Market Hall. This retail block and arcade are of low aesthetic value and make little contribution to the public realm.

Overall, the Market Hall has redefined the south extent of Huddersfield town. As a dynamic structural and architectural piece, it speaks in aspirational terms and offers a bold vision of its intended use, a modern market for all people to meet, talk, trade and relax. The disconnection and separation of the Hall from the setting has ultimately served to harm both. Changing behaviours may have enhanced the erosion in activity.

There is the potential for surrounding heritage assets including the Grade II listed Town Hall, former Juvenile Court and Library and Art Gallery building to offer a positive contribution to the setting of the Market Hall. These predate the Murrayfield development and are recognised for their historic value. However, none currently exert much influence on the experience of the Market Hall itself, as the shopping arcades on Peel Street and Princess Alexandra Walk restrict any opportunity for more meaningful adjacencies and visual connections.

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5.2.0 - MARKET HALL - EXTENT of LISTING and SIGNIFICANCE



J Seymour Harris Planning Drawings 1967 (C Marsden Archive)

KEY

- Focus of listing
- - - Extent of listing

5.2.0 - MARKET HALL - EXTENT of LISTING and SIGNIFICANCE

5.2.1 - APPRAISING THE EXTENT of LISTING

To enable future proposals to be appropriately resolved it is necessary to draw a line that describes the extent of the listed building. For Queensgate Market, the extent of what informs significance and that which falls within its setting and surrounds is nuanced. This is due to matters such as the complex subterranean structure which occurs below the Market as well as below adjacent structures. The Market Hall was built as part of an expansive four phase / five-year construction project which included several other buildings. The adjoining structure of the Piazza and the public landscape are not within the listing.

The following has been drafted to identify a basis of the extent of listing and that which informs significance. When defining the extent of the listing the following aspects are of note:

HE List description - *“The attached shops, mostly built 1970-4, are not of special interest.”*

HE List description - *“From Ramsden Street the two entrances to the Market are through shopping arcades added between 1970-74.”* Confirming the definition of the above.

The Historic England List description includes a map which identifies the centre of the asset as the Market Hall.

The above indicates that while the whole block may be part of the same phase of development, the Historic England description identifies both the Piazza shops to the north and the adjoining block abutting the Market Hall as *“not of special interest”*.



This is an A4 sized map and should be printed full size at A4 with no page scaling set.

OS map of Queensgate Market with boundary of listing highlighted

Heritage Category:	Listing
List Entry No :	1391505
Grade:	II
County:	

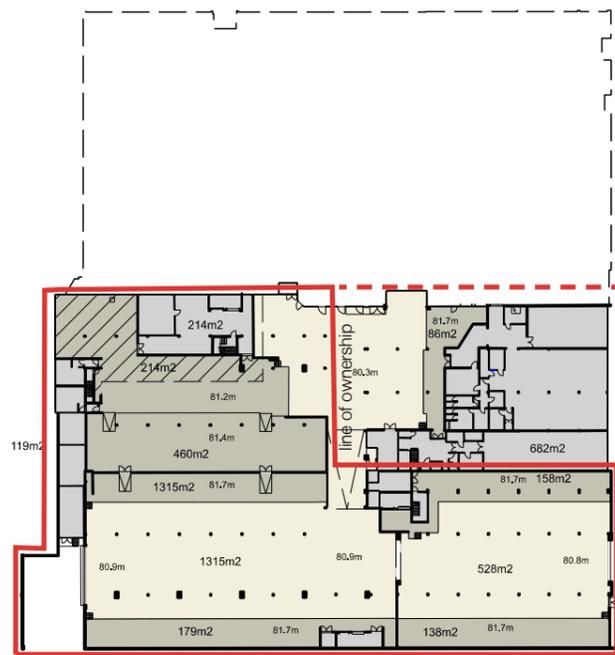
List Entry NGR:	SE 14538 16360
Map Scale:	1:1250
Print Date:	6 December 2021



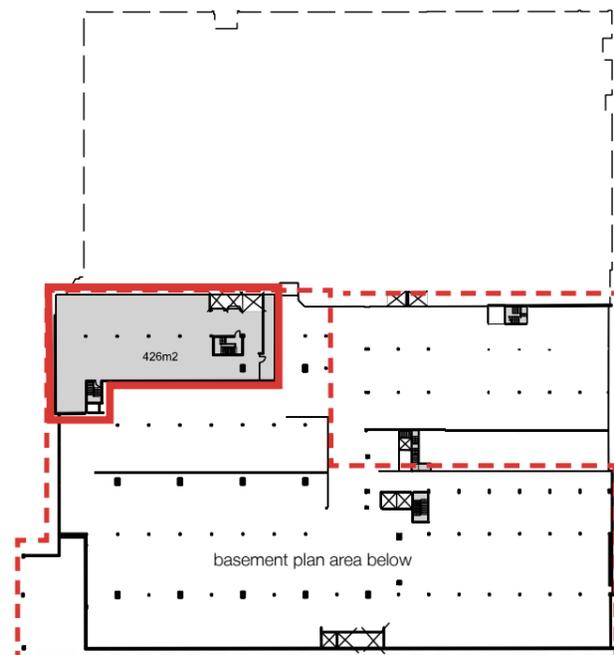
KEY

- Focus of listing
- - - Extent of listing

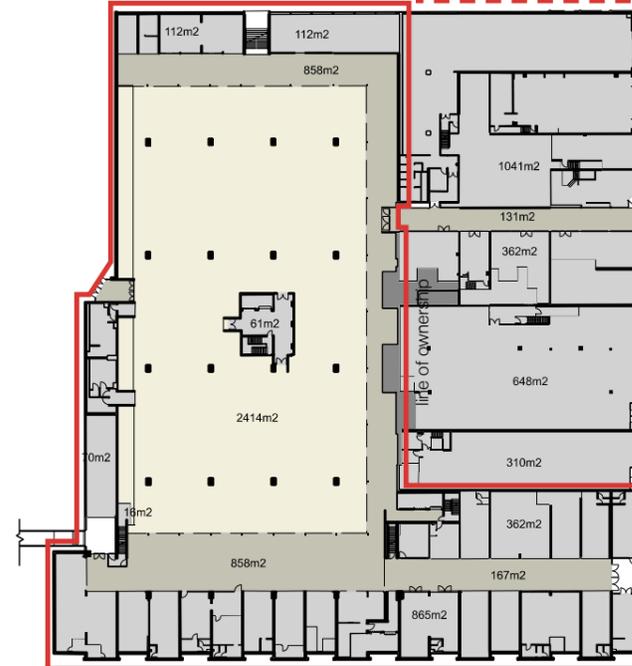
5.2.0 - MARKET HALL - EXTENT of LISTING and SIGNIFICANCE



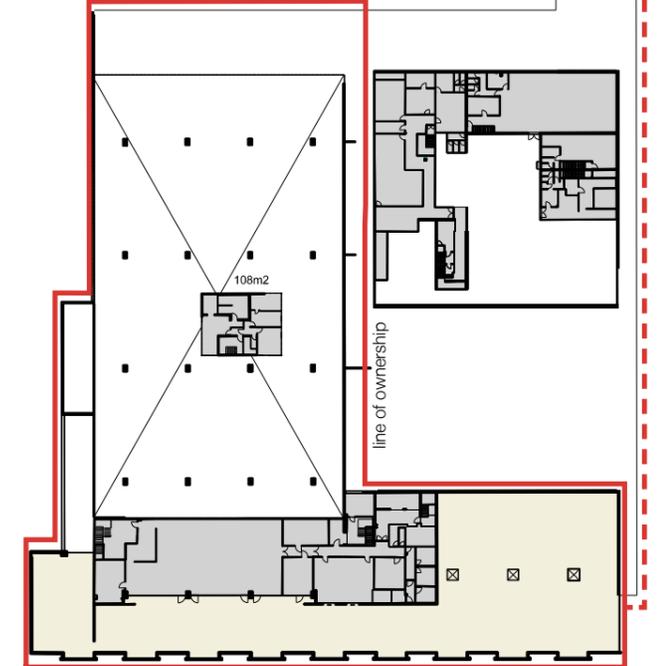
Basement Level



Mezzanine Level



Ground Level



First Floor Level

KEY

- Focus of listing
- - - Extent of listing

5.2.0 - MARKET HALL - EXTENT of LISTING and SIGNIFICANCE

The combination of the list description, analysis of the building phases and the form and detail of the architecture has informed an interpretation of the extent of listed fabric.

In consideration of these points, whilst the extent of the listing extends around all of the building built in Phase Two, the element identified as significant tracks the plan form of the Market Hall at ground level and responds to the known phases of construction and design information contained in the J Seymour Harris and Partners drawings. The line identifies an area at the level of the Market Hall, which includes the Murrayfield element in which Dorothy Perkins were last tenants, as well as an area of public realm to the north and soft landscaping to the east.

5.2.2 - EXTENT OF SIGNIFICANCE

Ground Floor - Market Hall and eastern arcade of shops

First Floor - Mezzanine overlooking the Market Hall – as it occurs within the overall focus of listing.

Basement - Tunnels – as they occur below the Ground Floor extent of listing.

The elements which extend further than the above are defined by the following:

5.2.3 - MARKET HALL - FOCUS OF THE LISTING

North – the wall that divides the Market Hall (Corporation owned) from the commercial shops (Murrayfield owned). This also includes Fritz Steller’s sculpted metal frieze titled ‘Commerce’. Also extending northward around the arcade and including the entrance and then the stair and final panel of Steller’s other work titled ‘Articulation in Movement’ (panel 10, 1972).

East – the full extent of the wall from panel 10 and the steps down to and including the entrance into the basement.

South – line of the external wall that extends from Peel Street to Queensgate stepping to include the WC block and the access into the basement.

West - line of the external wall from Princess Street to the wall line at the rear of the later shops through which the more westerly of the two entrances from the Piazza extends.

5.2.4 - WITHIN THE SETTING AND SURROUNDS

North - external envelope from junction of Peel Street with that of Princess Alexandra Walk (formerly Ramsden Street)

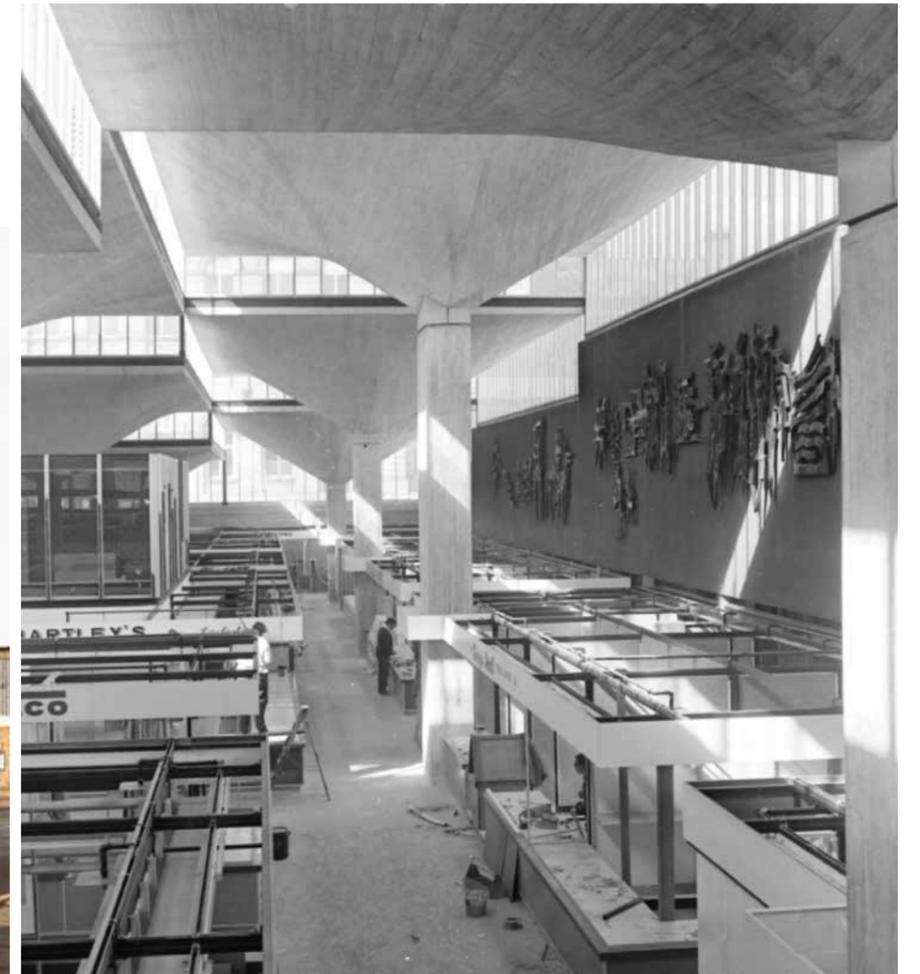
East – from the steps at the base of panel 10 south across and including the soft tree-planted landscape in front of the large ceramic sculptures.

South - The hard landscape is not part of the setting and surrounds.

West – around the retail units tracking the line of the concrete / timber and ply canopy that overhangs the public realm.

5.2.5 - THE SETTING AND SURROUNDS DOES NOT INCLUDE THE FOLLOWING:

- Public realm to the north, including the hard landscaping and tensile structures
- The path leading up to the steps that wrap around panel 10.
- The attached shops as described by Historic England – *“mostly built 1970-4, are not of special interest.”*
- The fragment of the bridge link connecting the south entrance to the recently demolished car park
- The hard-landscaping to the north and south of the site



Top left: View of the Market Hall from the Gallery level (FCBStudios)
Bottom left: 'Articulation in Movement' installed 1970 (Kirklees Image Archive)

Bottom middle: Stepping roof form and patent glazing, Princess Street (FCBStudios)

Top right: Site photo 1969 (Kirklees Image Archive)
Bottom Right: Market Hall fit out 1971 with 'Commerce' visible on the right (Kirklees Image Archive)

5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE

5.3.1 - KEY ELEMENTS OF SIGNIFICANCE

Historic England has identified that Queensgate Market is listed Grade II for the following reasons:

- *innovative use of cutting edge technology in its application of freestanding asymmetric hyperbolic paraboloid shells*
- *patent glazing method is both technically innovative and visually pleasing*
- *The sculpted ceramic and metal artworks are integrated into the overall design*
- *design is imaginative and intelligent...creating a visually pleasing structure with a dramatic roofscape*

(National Heritage List for England: Queensgate Market)

In addition to these clear elements of significance, the building holds special interest for its design, structure and integration of art. This is seen through the following elements which underpin its special interest:

- 21no. Hyperbolic paraboloid asymmetric roof forms
- stepping roof forms
- visible articulation of the roof forms when seen from the south-east, east and north-east aspects
- visible terracing of the roof forms when seen from the south-west aspect
- glazing system, suspended from its head between and at the outer extent of the roof forms
- sculptural stoneware ceramic panels titled 'Articulation in Movement' by Fritz Stellar
- sculpted metal frieze titled 'Commerce' by Fritz Stellar

5.3.2 - CHARACTERISTIC DESIGN FEATURES

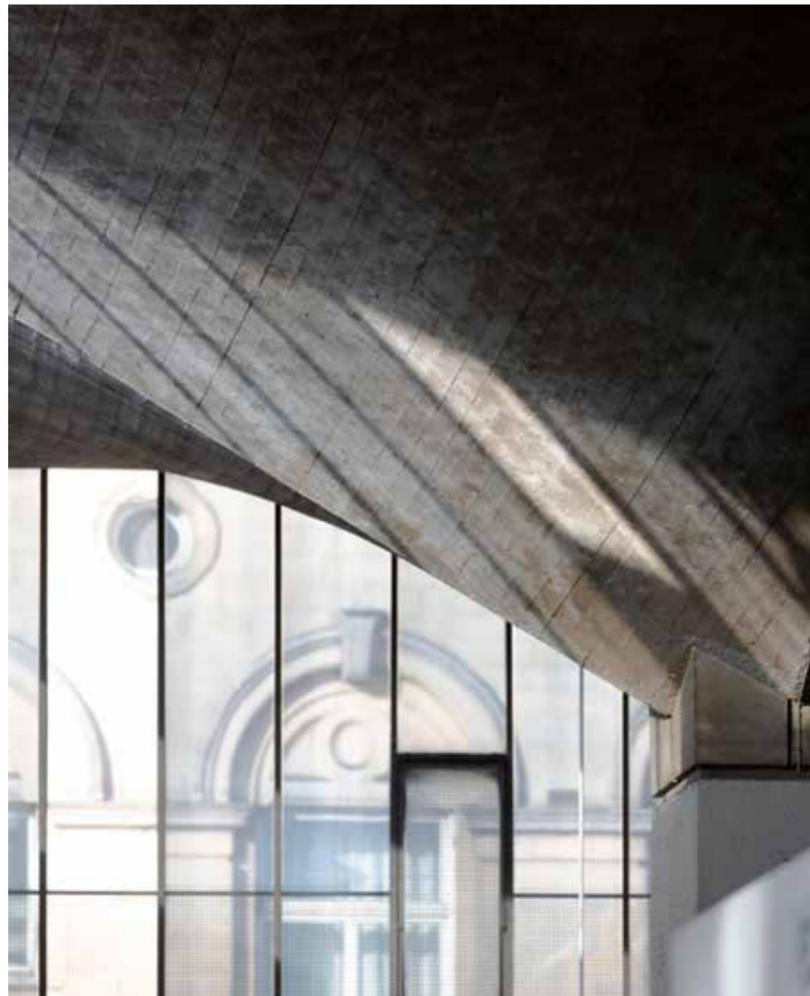
The following are noted as components of the design which have both characterised the building and, in some instances, created problems for its operation. All will need to be understood within a design for its future re-use to ensure existing constraints can be resolved to maximise beneficial use of the building in its future form. While these are elements of the original design, not all inform its listing:

- large open volume of the Market Hall
- multiple circulation routes
- shop entrances at one level (consolidation of levels)
- public access available from three sides (via five entrances)
- arcade of shops from the north leading into the Market
- some shops with a Market Hall frontage (east edge)
- mezzanine designed to receive restaurant fit out (unrealised, with no obvious indication of how F&B offer was to be accommodated or serviced. Marsden p294).
- stair access identified as a possible design failing, limiting the commercial desirability of a first-floor restaurant
- mezzanine and external terrace providing internal and external views
- Panopticon - Market manager's office, service core and stallholders' facilities (located to offer most democratic relationship to the Market Hall floor - 1st floor poorly utilised)
- basement mezzanine floor below the Market level with staff WCs and storage space

5.3.3 - ELEMENTS OF INTEREST

In addition to the primary areas of significance, there are aspects of the design that hold some interest. While not significant in their own right, these may inform the conservation philosophy and designs for renovation. In some instances, these elements may have been altered in the past and may be those that require the most change to achieve a viable future use. Whilst these are elements of the original design, not all inform its listing:

- M&E services (original) located within the Market's stall canopies (soffit kept free of services)
- terrazzo and rubber floor coverings
- underfloor heating to main Market floor and mezzanine
- Market stall plinths including terrazzo coved skirting to market plinths
- Market stall steel frames and melamine panelling dividers (187no. originally)
- uplighting contained in large containment wrapping the columns at same level as market stall canopy



Top left: Sculpture 'Commerce' on south wall
Bottom left: Roof form / glazing edge between elements

Top middle: One of the 'Articulation in Movement' ceramic sculptures now hidden behind the canopy of the trees.
Bottom middle: Top hung patent glazing 1970 (Kirklees Image Archive)

Top right: Upstand plinth of the market stall platforms visible. Some original metal market stall frames, and original terrazzo plinths with replacement terrazzo infill tiles in a number of areas

5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE

HIGH

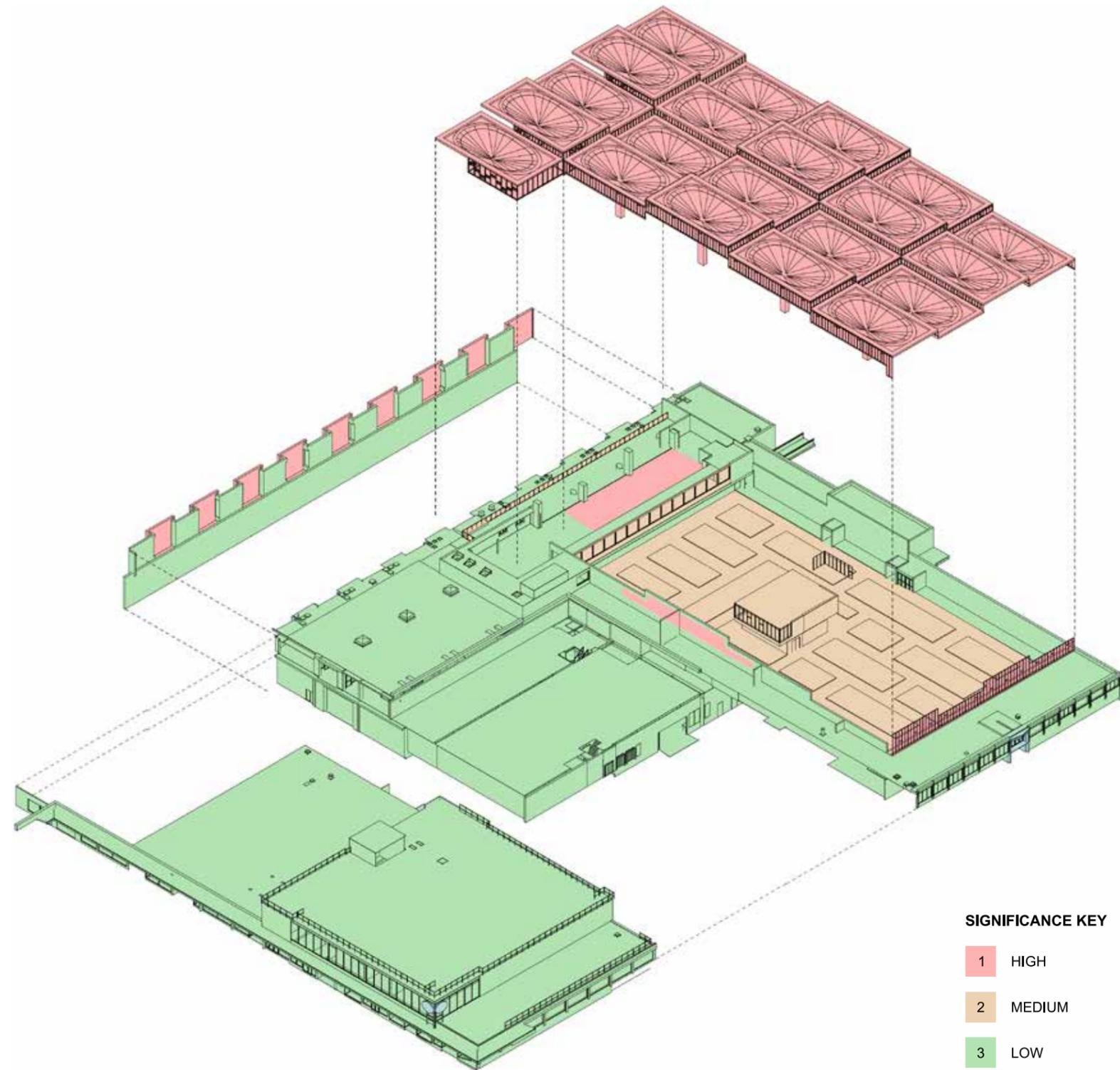
- 21no. Hyperbolic paraboloid asymmetric roof forms including supporting columns
- Fritz Steller's 'Articulation in Movement' sculptural stoneware ceramic panels – reflecting the structure, form and function of the Market.
- Fritz Steller's 'Commerce' sculpted metalwork frieze of abstract human forms – reflecting the agriculture, industry and commerce of the town.
- top hung single glazed clerestory windows

MEDIUM

- curtain glazing to mezzanine, both internal and external
- Market stall plinths including terrazzo covered skirting to market plinths
- terrazzo floor coverings
- brickwork elements
- Market manager's office and service core within the Market Hall

LOW

- west façade glazed elements
- north retail block within the curtilage
- stonework (Elland buff millstone grit) to plinth and low walls (*original but not part of the intended design which was for shuttered concrete – a departure from the design philosophy of the architect*)
- Market stall steel frames and melamine panelling dividers 187no. originally
- M&E services (original) located within the market stall canopies
- cast concrete light cases located on the terrace
- louvered windows to external walls
- metal box elements around each column intended to house up lighting
- Huddersfield former police station armorial stone



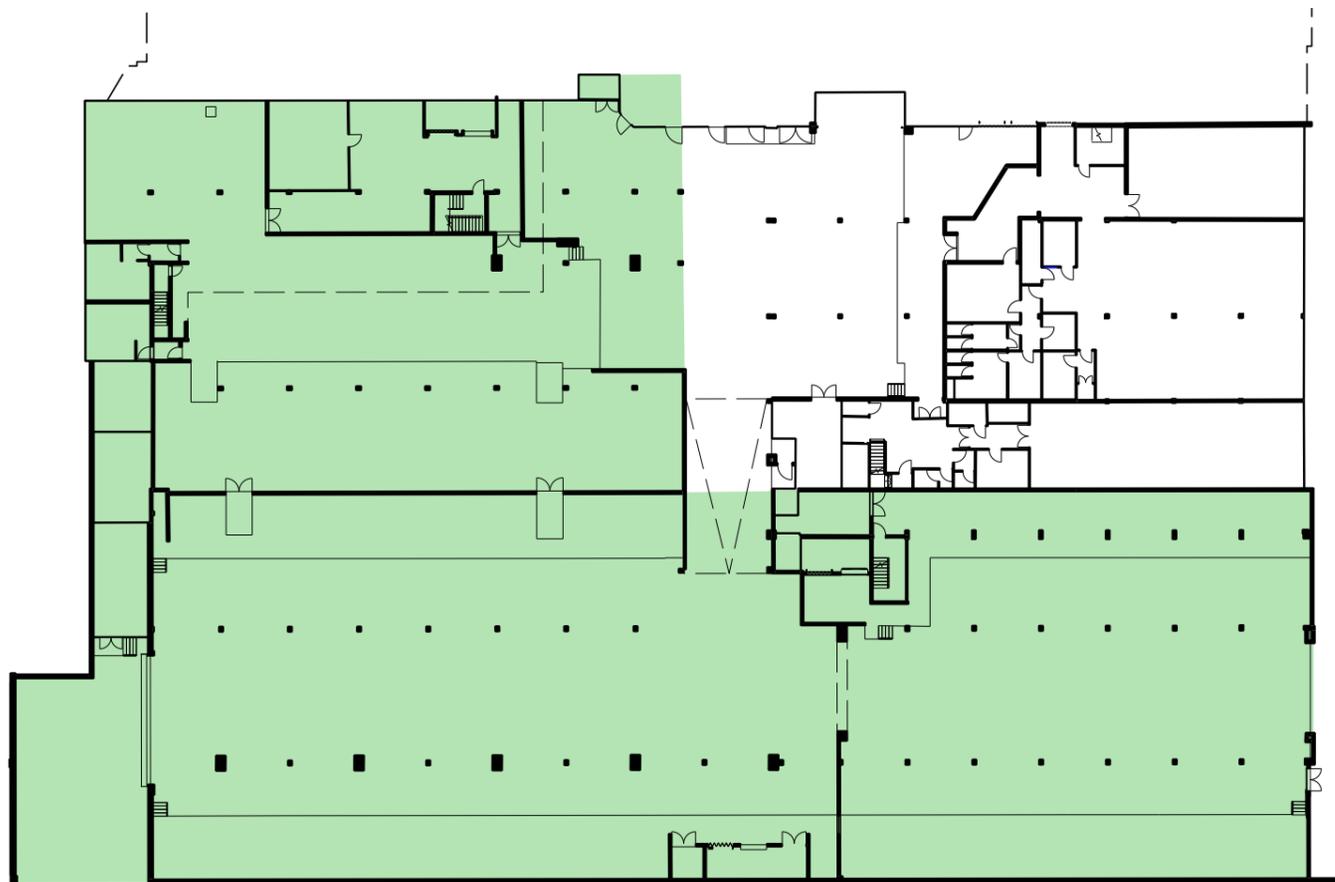
SIGNIFICANCE KEY

- | | |
|--|------------|
| | 1 HIGH |
| | 2 MEDIUM |
| | 3 LOW |
| | 4 NEGATIVE |

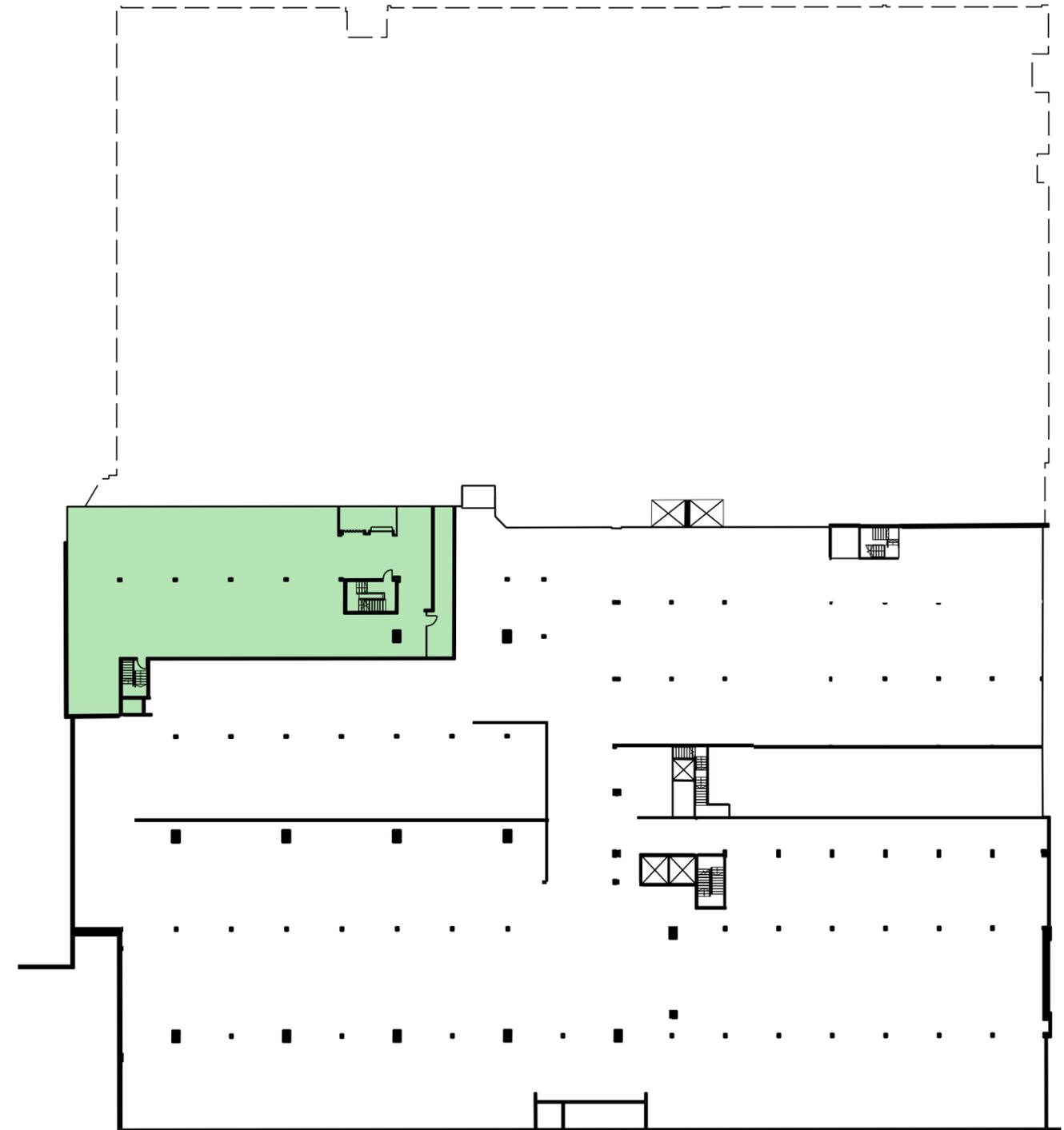
5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE

SIGNIFICANCE KEY

- 1 HIGH
- 2 MEDIUM
- 3 LOW
- 4 NEGATIVE

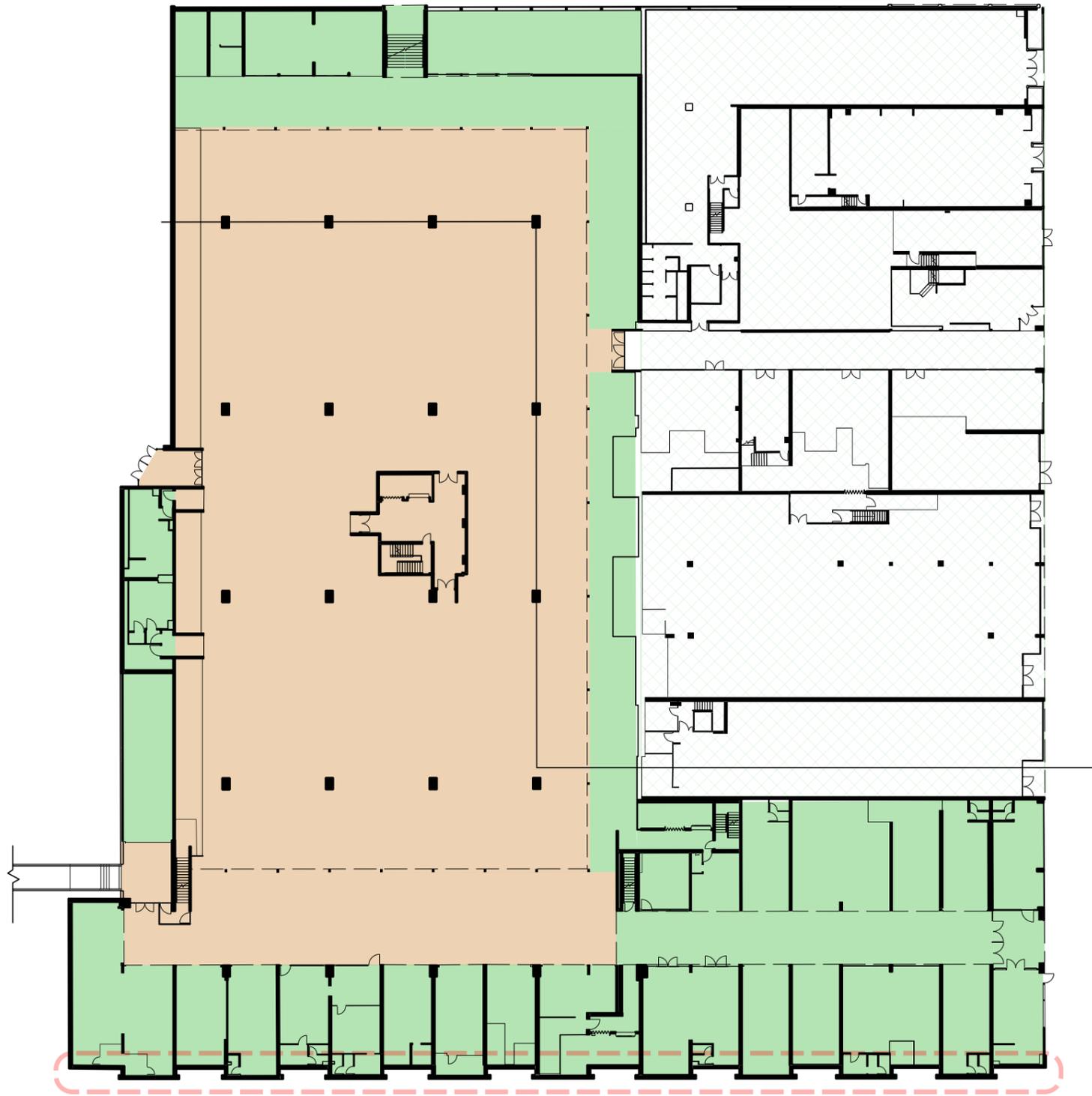


Basement Level Plan



Basement Mezzanine Level Plan

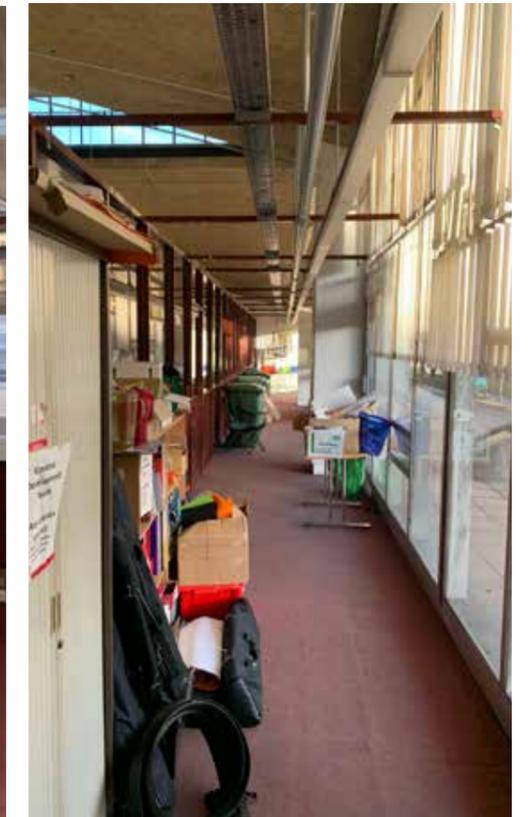
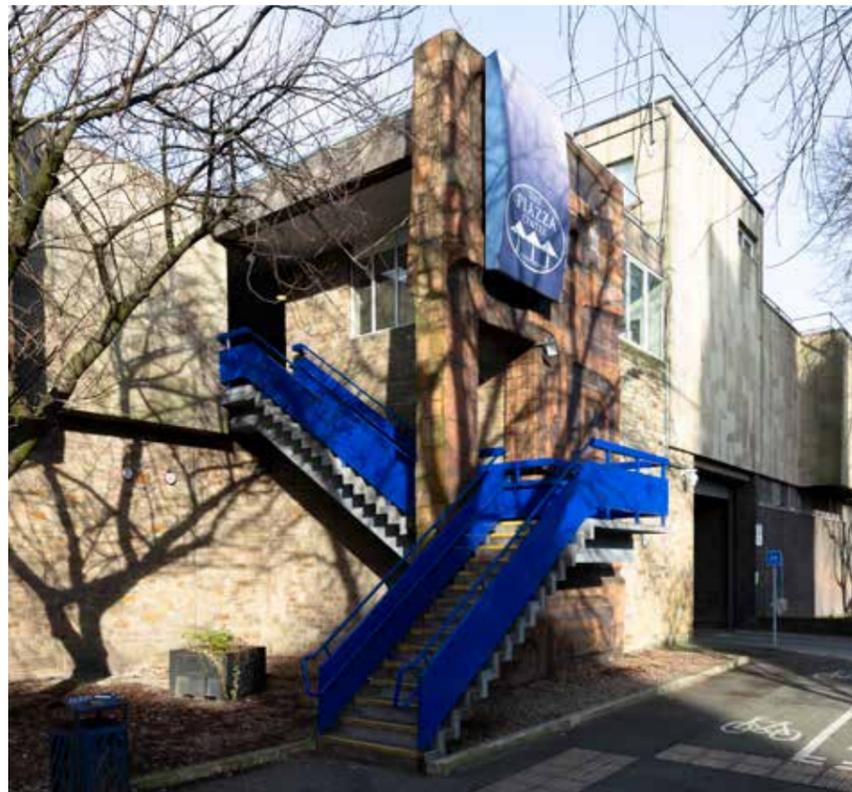
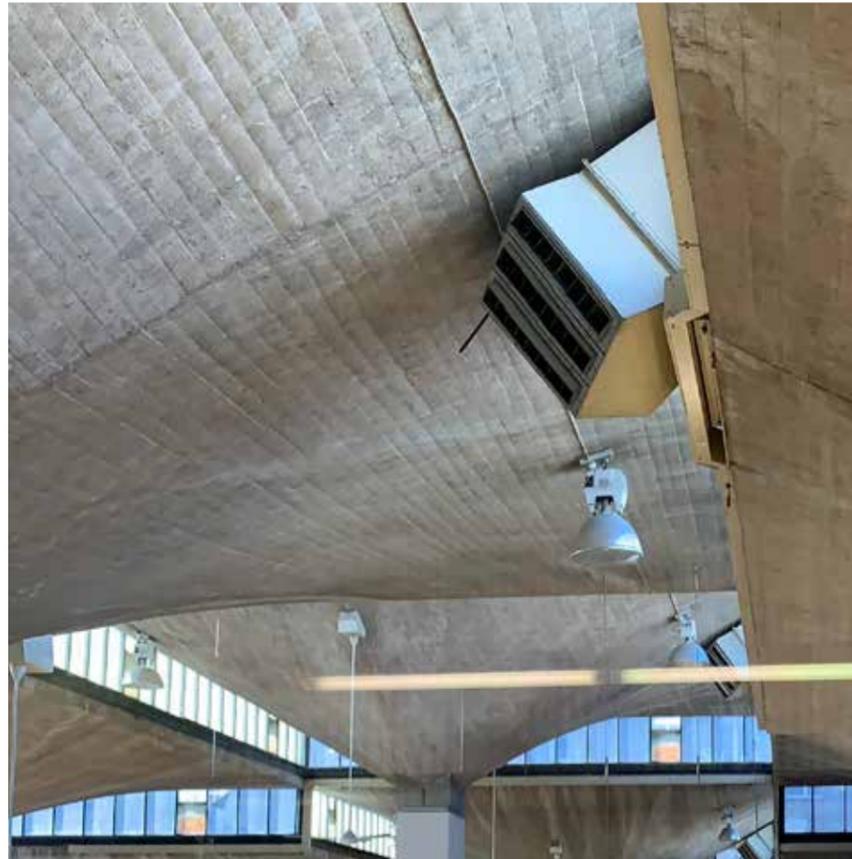
5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE



Ground Level Plan



First Floor Mezzanine Level Plan



Top left: air intake fans mounted through clerestory glazing / ceiling fans / soffit lamps, all later additions to improve the internal environment
Bottom left: Modern signage fixed to and over panel 10 of 'Articulation in Movement'.

Top middle left: anti-climb guards and roller shutters.
Bottom middle left: Paint to original concrete which was intended to be left bare
Top middle right: replacement entrance glazing, doors and signage to Princess Street Entrance.

Bottom middle right: Aluminium glazing system forming print space (Rm FF-29)
Top right: Over cladding and re-signage of entrances
Bottom right: Aluminium glazing system as partition to original curtain glazing

5.3.0 - MARKET HALL - SUMMARY of SIGNIFICANCE

NEGATIVE

Mezzanine

- modern single storey window system within the mezzanine at first floor
- modern partitions

Ground Floor

- modern glazing enclosure to stair leading to the mezzanine
- 1980s and later floor coverings
- paint applied to concrete structure post 1970
- soffit mounted services including cable and duct distribution
- interventions into the clerestory glazing i.e. fan units

West and South Elevations

- modern anti-climb elements on the west elevation above the flat roof
- roller shutters externally fitted to the west elevation along Peel Street
- modern entrance doors at Peel Street, Princess Street
- modern signage at Peel Street and Princess Street entrances

East Elevations

- signage fitted to the 10th ceramic panel of the steps (damage to ceramic panel and some elements lost)
- mature trees obscuring the elevation (departing from the architect and sculptor's design intent)

5.4.0 - MARKET HALL - BASEMENT ASSESSMENT

5.4.1 - DETAILED ASSESSMENT OF SPACES

Significance lies mainly in the building's artistic and architectural values. There is historic value present in the building's form and the articulation of elements that describe a mid-20th Century market, a building typology of interest that has been in decline.

This Assessment of Significance includes an appraisal of the spaces beyond those noted in the list description. This is done in order that any potential further significance can be identified and to help offer an order of priority for the future retention and preservation of historic features.

5.4.2 - BASEMENT

Basement and Mezzanine - The following appraisal attributed 'low' significance to the basement and mezzanine spaces. This is in recognition of their relevance as structural elements to the building above. The content, form and detail of these spaces is utilitarian and retains minimal significance. The exceptions to this are:

- Market traders' storage cages
- Original features to the WCs
- Flooring in the sub-station

All of these have low significance which rests on their historic value as original elements of fabric.

Basement Description

The basement space comprises a semi-subterranean network of roads, delivery bays and storage spaces. It occupies a vast area below the site and stretches through multiple ownerships and tenancies, affording access to premises both above and adjacent to the land on which the 1969-1974 development was built. The tunnels have three points for vehicle access, and enable traffic-free operation of the retail spaces above. From Queen Street, the tunnels drop down below the historic ground line and extend east up to the line of the former Bull and Mouth Street. Two tunnels extend further to the west, one to service a building west of Victoria Lane and the other to the north to service Boots which was part of the development. The creation of the podium afforded the formation of a common level above. This is a core feature of the Piazza precinct and a foundation of the scheme from its earliest conception.

This series of basement spaces is affectionately named 'The Tunnels'. For the purposes of this assessment, the area under consideration reflects the curtilage of the listed building.

The basement of the Market is divided into two parts with ancillary spaces for core services.

B-MH-301 - Basement Tunnels

Significance - Low

Front Part - The construction of the basement area is of a reinforced concrete structure with pre-cast concrete planks forming the soffit as well as the structural deck to the level above. The base of the columns which support the asymmetric roof forms extend down through the basement. The floor is of power floated concrete. Walls are generally of common clay brick laid in stretcher bond.

B-MH-300 – Basement Stores

Space in General - Significance - Low

Market Cages - Significance - Low

Rear Part - To the rear (west) of the basement are cages for the market stall and shop operators. To the front of the basement the access road loops in from Queensgate, turns north and runs parallel with the ceramic-clad wall over which the market roof forms float. This forward part of the basement is used for deliveries, staff parking and more recently, the margins which are approx. 1m above the road level have been enclosed and re-purposed as store spaces.

This is a large room within which there are a series of storage units. These hold historic value as definers for the operation of the building as a market. The room is entered via red painted steel doors from the tunnels and two stair cores that link to the Market Hall above. The doorways to the tunnels have large red painted steel-lined fire doors with weighted mechanisms that trigger once the heat of a fire is sufficient.

To the west the circulation core that rises to form the panopticon provides a link up to the basement mezzanine level and then further up to the Market Hall before arriving at the former manager's office and stallholders' break room.

The storage units are of steel construction set out in bays that respond to the structural grid. Each store has solid panels to the base set slightly over the floor slab. Above the panel is open square grid mesh. Both are painted a light buff colour. Each store has a brown painted steel door with a painted number.

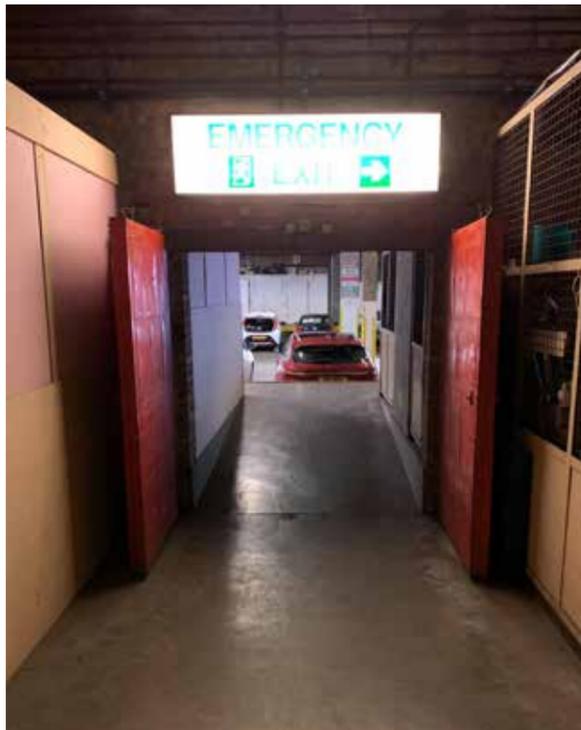
5.4.0 - MARKET HALL - BASEMENT ASSESSMENT



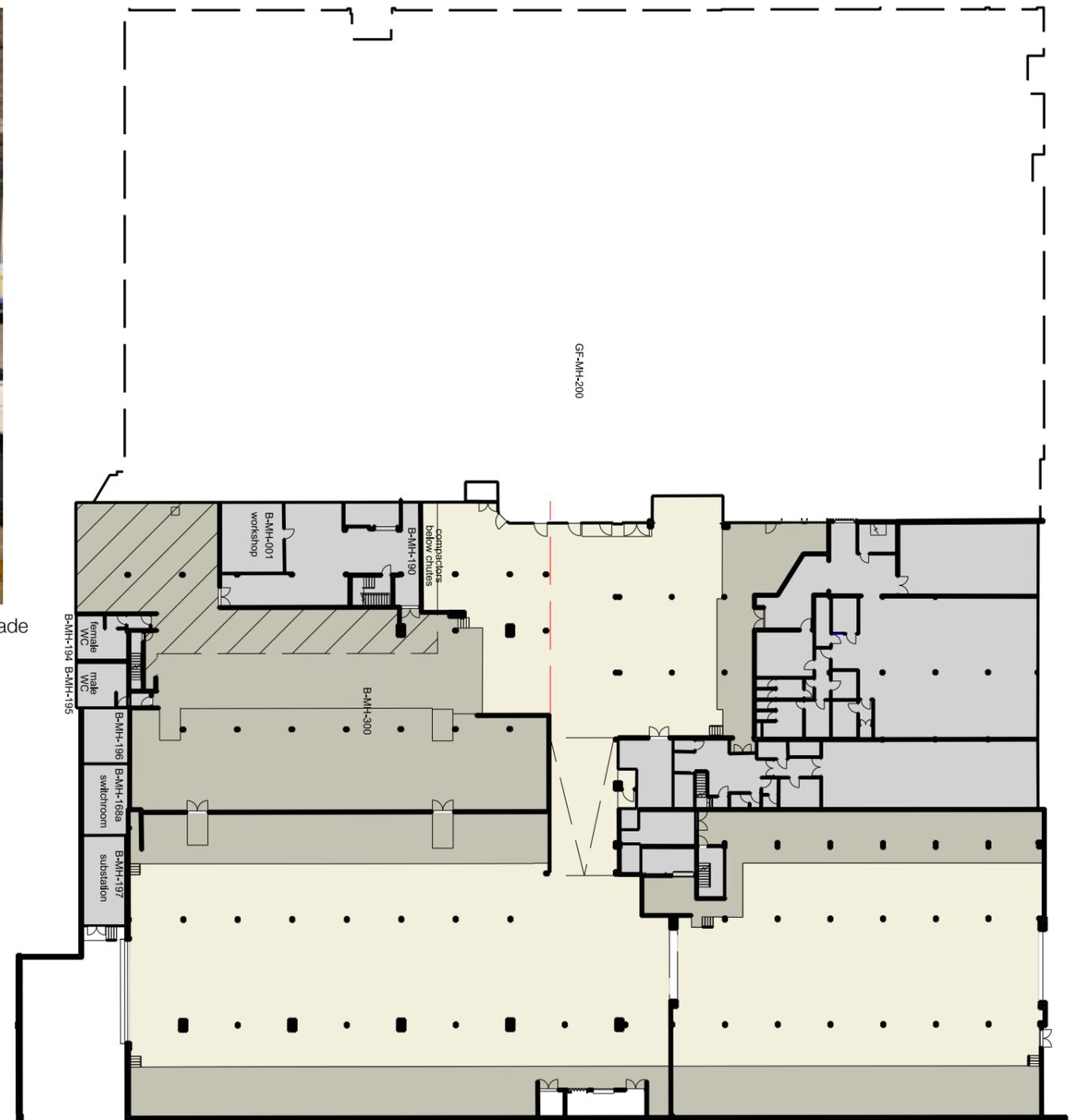
Cages in the rear part of the basement



Internal road running below the market shops and arcade



Doorway between front and rear parts of the basement



Basement Level
Plan

5.4.0 - MARKET HALL - BASEMENT ASSESSMENT

B-MH-001 - Workshop

Significance - Low

Within the rear circulation core is a room identified on the original plans as the Workshop. This continues in similar use today with a Kirklees team using it to repair electrical equipment which is used across the Kirklees market sites. The walls are of painted blockwork, the soffit a painted concrete slab and the floor lined with square cream tiles. Services are surface mounted. This space holds historic value for its use within the market typology.

B-MH-190 - Circulation Core

Significance - Low

This core rises to form the panopticon in the Market Hall.

B-MH-194 - Female WC & B-MH-195 - Male WC

Significance - Low

These WCs serve the staff and market traders. They retain some original features. The back-lit 'ladies' and 'gentlemen' signage over the doors to the WCs is original. The 'Tannoy' speaker in the female WC is original. The partitions to both may also be original. The male WC in the slab urinal is original. All elements are utilitarian in material and form with no design merit. These spaces hold historic value as they inform the market typology.

B-MH-168a - Electric Switch Room

Significance - Low

A large cage at the side of B-MH-300 – Basement Stores.

This contains original electrical equipment some of which remains in use.

B-MH-197 - Electrical Sub-Station

Significance - Low

This space retains the original dense ribbed rubber flooring largely lost from the Market Hall. There are electrical components from the past 50 years although none is of significance.

MEZ-MH-190 - Circulation Core and Market Trader Storage

Significance - Low

Located at the mid-level between basement and the Market Hall, the mezzanine provides storage for the market traders. The soffit is low at approx. 2400mm over the concrete floor. As with the basement, storage is in the form of painted steel cages set out to fit within the structural grid. Brickwork matches that of the Market Hall. Services are surface-mounted with a green painted sprinkler system at soffit level. The services date from various periods including a new power supply installed in the last 5 years. The spaces hold historic value as part of the market typology.



B-MH-001 - Workshop space



B-MH-168a - Switch Room



B-MH-197- Original rubber flooring present in the sub-station.



B-MH-197- Electrical sub-station

5.4.0 - MARKET HALL - BASEMENT ASSESSMENT



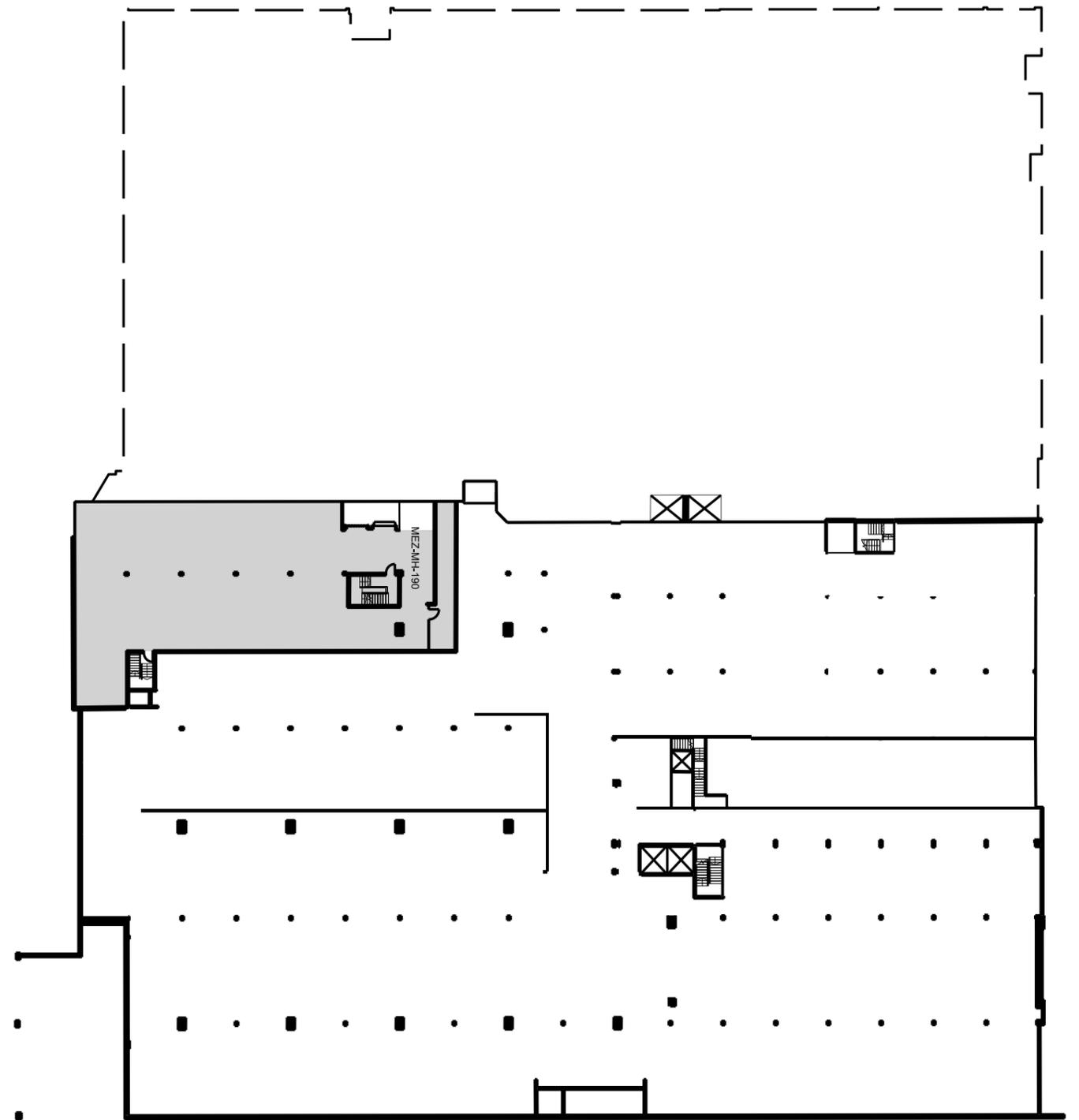
B-MH-194 and 195 - original signage

MEZ-MH-190 - Stallholders' storage cages and sprinkler system



B-MH-194 - original fitting to Female WC

B-MH-195 - original slab urinal and panel partition to WCs



Mezzanine Level
Plan

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

GROUND FLOOR

Ground Floor Generally - The special significance of the Market Hall is largely based on its form, volume, design and the detail of its structure. How this space is experienced is an important part of its value. These have high significance and hold artistic and aesthetic value. The detail of the market stalls, the adjacent shops, the ancillary spaces and the design of the entrances to the Hall are all of low significance and hold historic value only.

Ground Floor Arcade and Shops - The shops that line the arcade hold 'low' significance. The form and design of the shops holds historic value as part of the typology but no aesthetic merit. The presence of an arcade as an access route into the Market Hall is of interest as it allows for access from the east.

Ground Floor Market Hall - This is the key space which is contained and defined by the elements described in the list description. The critical elements include the structure, roof forms, glazing and artwork. These are the elements that must be the focus of a robust conservation strategy. In addition to these elements there are the market stalls, shops to the west edge, entrances into the Market Hall, panopticon and circulation cores. All hold historic significance as original elements of the Market. They are of medium and low significance and can be considered to have substantially greater tolerance to change than those of high significance.

GF-MH-200 - Access off Ramsden St Arcade

Significance - Low

This route enters the north edge of the Market Hall via a shopping arcade that was in the ownership of Murrayfield and more recently The Piazza. The doors are like those of the other entrances, modern glazed aluminium. The presence of access to the north edge is likely important however its form and design does not inform the overall significance.

GF-MH-201 - Access of Ramsden St at junction with the Piazza

Significance - Low

This doorway is at the northernmost extent of the listed curtilage. It forms a junction with the covered walkway that tracks the curved frontage of the Piazza and is a key axis of the original J Seymour Harris design. The entrance doors, signage and flooring is modern with no obvious original finishes present. The signage and finishes have 'negative' significance as they do not emulate the artistic or architectural values of the listed building. The presence of an entrance in this location has historic value as part of the original masterplan.

GF-MH-202 - Access from former Car Park

Significance - Low

Access from the south-east was once possible via a stepped footbridge from the car park. The car park and bridge were part of the Corporation's development and not designed by J Seymour Harris. The presence of access to this south edge is likely important, however its form and design do not inform the significance of the Market Hall.

GF-MH-203 - Access from Princess Street

Significance - Low

The entrance off Princess Street ensured the Market Hall was open on all three of the sides that addressed the street. Like the other entrances, the presence of access to the South edge is likely important however its form and design has no significance. The entrance doors, signage and flooring are modern with no obvious original finishes present. The signage and finishes have 'negative' significance as they do not emulate the artistic or architectural values of the listed building.



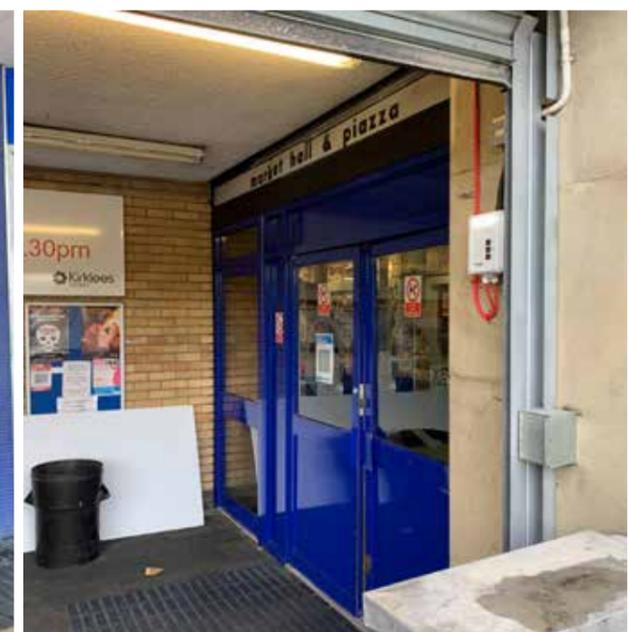
GF-MH-200 - Entrance from Arcade off Ramsden St.



GF-MH-203 - Entrance from Princess Street



GF-MH-201 - Entrance from the Piazza



GF-MH-202 - Entrance from former car park

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

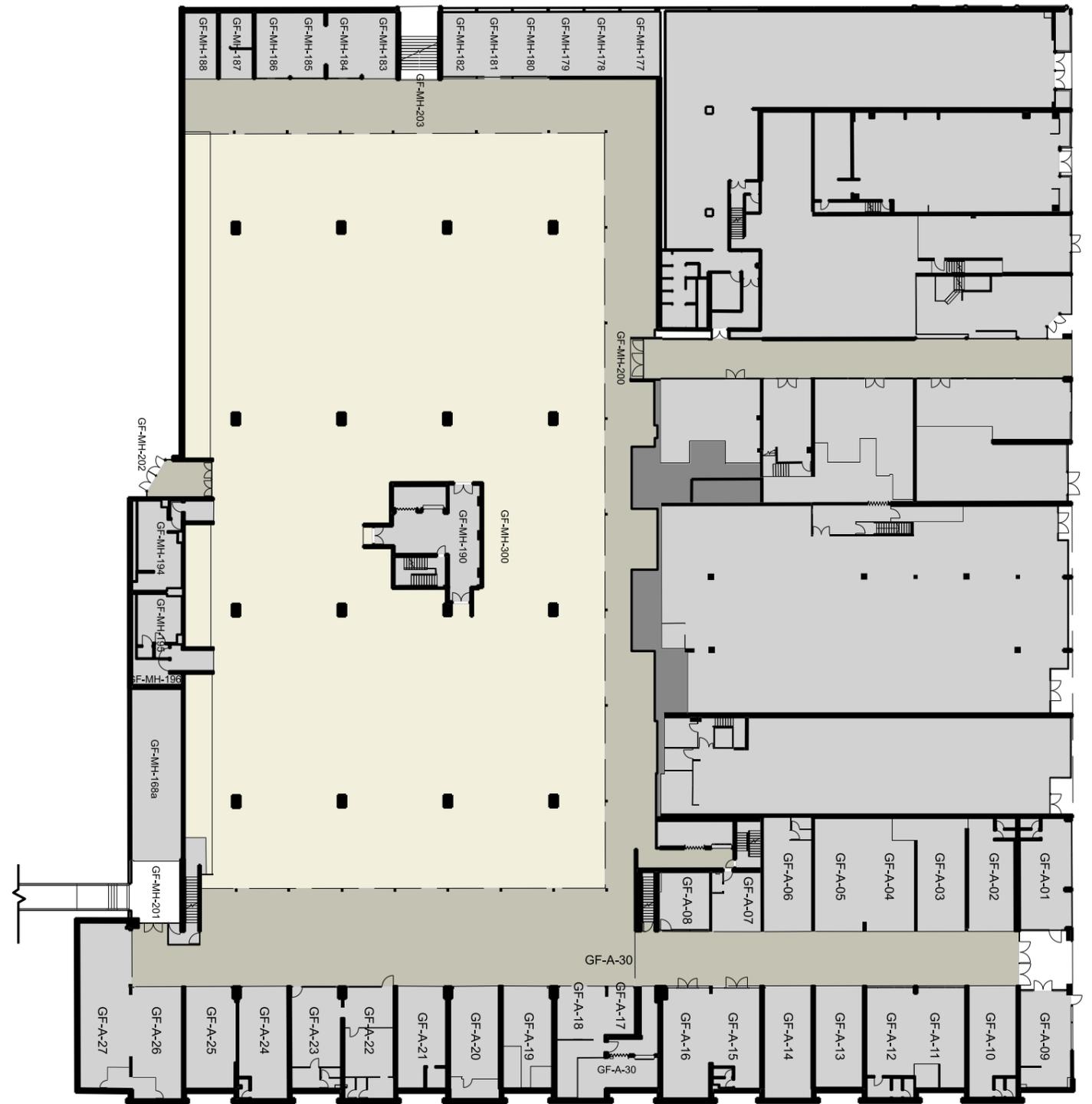
GF-MH-204 - Access from Peel Street

Significance - Low

This entrance is approximately one storey above the floor of the Market Hall. It opens onto a landing at the head of a wide flight of stairs. The entrance doors, signage and flooring are modern with no original finishes present. The signage and finishes have negative significance as they do not emulate the artistic or architectural values of the listed building.



GF-MH-204 - Access from Peel Street



Ground Level
Plan

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

GF-MH-300 – Market Hall - Significance – High

The Market Hall space is defined by its presence within the volume of the structure, which has aesthetic value. It is divided into a series of market stall pitches which are defined by raised terrazzo plinths. At the north, east and west edges the volume steps down to a domestic scale. This allows for the formation of a frieze panel to the north onto which the sculpture 'Commerce' is mounted; this holds artistic value. To the east the edge is defined by the first-floor mezzanine which overlooks the Market Hall; this holds aesthetic value. To the west the step-down forms a low roof that forms a margin between Peel Street and the parabolic roof shells of the Market Hall. The stepping down elements help reveal the dramatic roof form. This sight of the roofscape informs the aesthetic value of the building.

The significance of the Market Hall is defined as:

High

- 21no. Hyperbolic paraboloid asymmetric roof forms including supporting columns
- sculpted metalwork frieze of abstract human forms – Fritz Steller reflecting the agriculture, industry and commerce of the town.
- top-hung, single-glazed clerestory windows

Medium

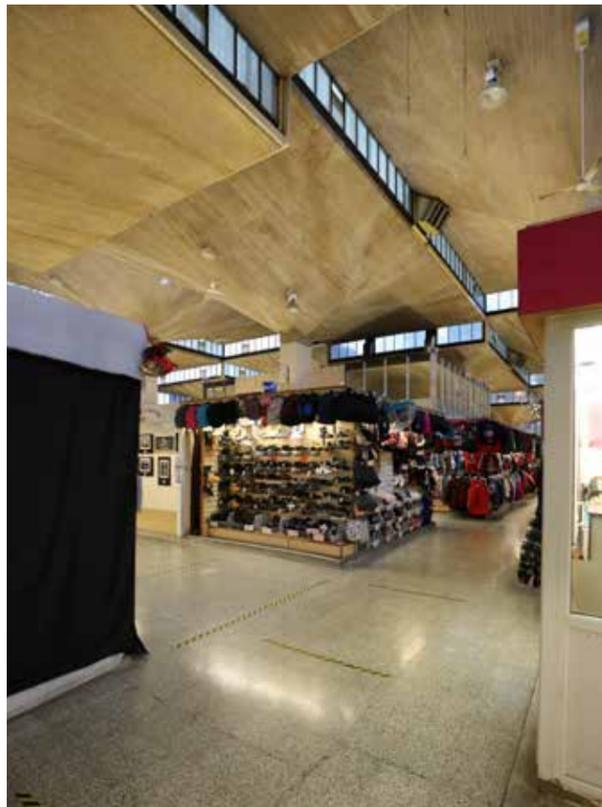
- curtain glazing to FF mezzanine / overlooking of the Market Hall
- Market stall plinths including terrazzo coved skirting to market plinths
- brickwork elements
- terrazzo floor coverings (original)
- memorial stone to the South Entrance

Low

- west façade glazed elements
- Market stall frames
- original panels and signage to market stalls (very few identified)
- terrazzo floor coverings (replacements)
- Huddersfield former police station armorial stone

Negative

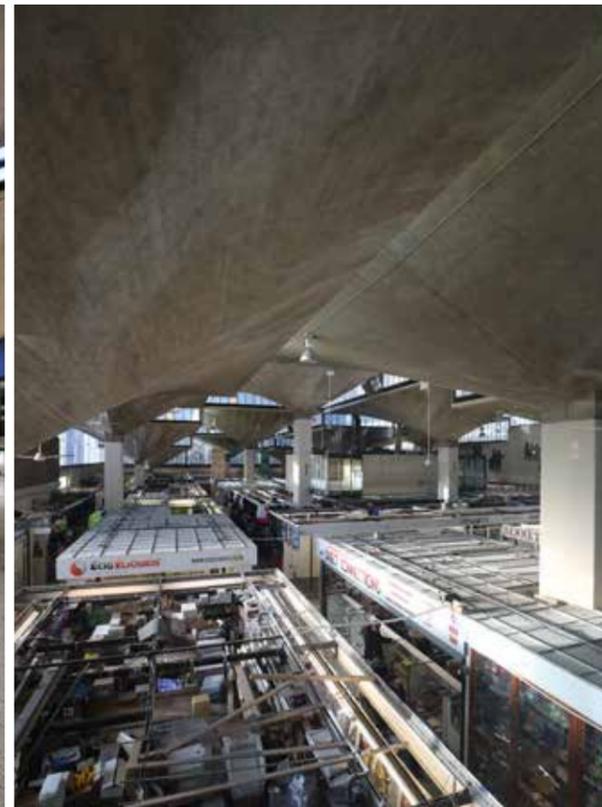
- soffit mounted services
- faux timber-frame infill to shop units to the MH-183 to MH-188 replacing earlier shop fronts
- paint applied to concrete and brick elements
- enclosed market stalls
- UV film to glazing



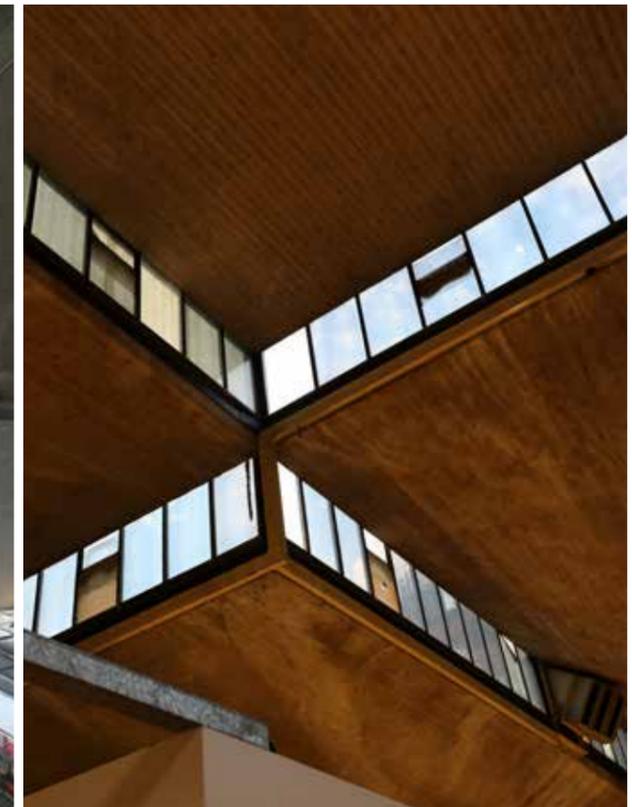
GF-MH-300 - Market Hall



GF-MH-300 - Market Hall looking east with Metal sculpture 'Commerce' visible on the north wall



GF-MH-300 - Market Hall looking west from the FF Mezzanine



GF-MH-300 - Market Hall top-hung glazing between roof forms



Photo, plans and section (Concrete Quarterly - No.88 - Spring 1971)

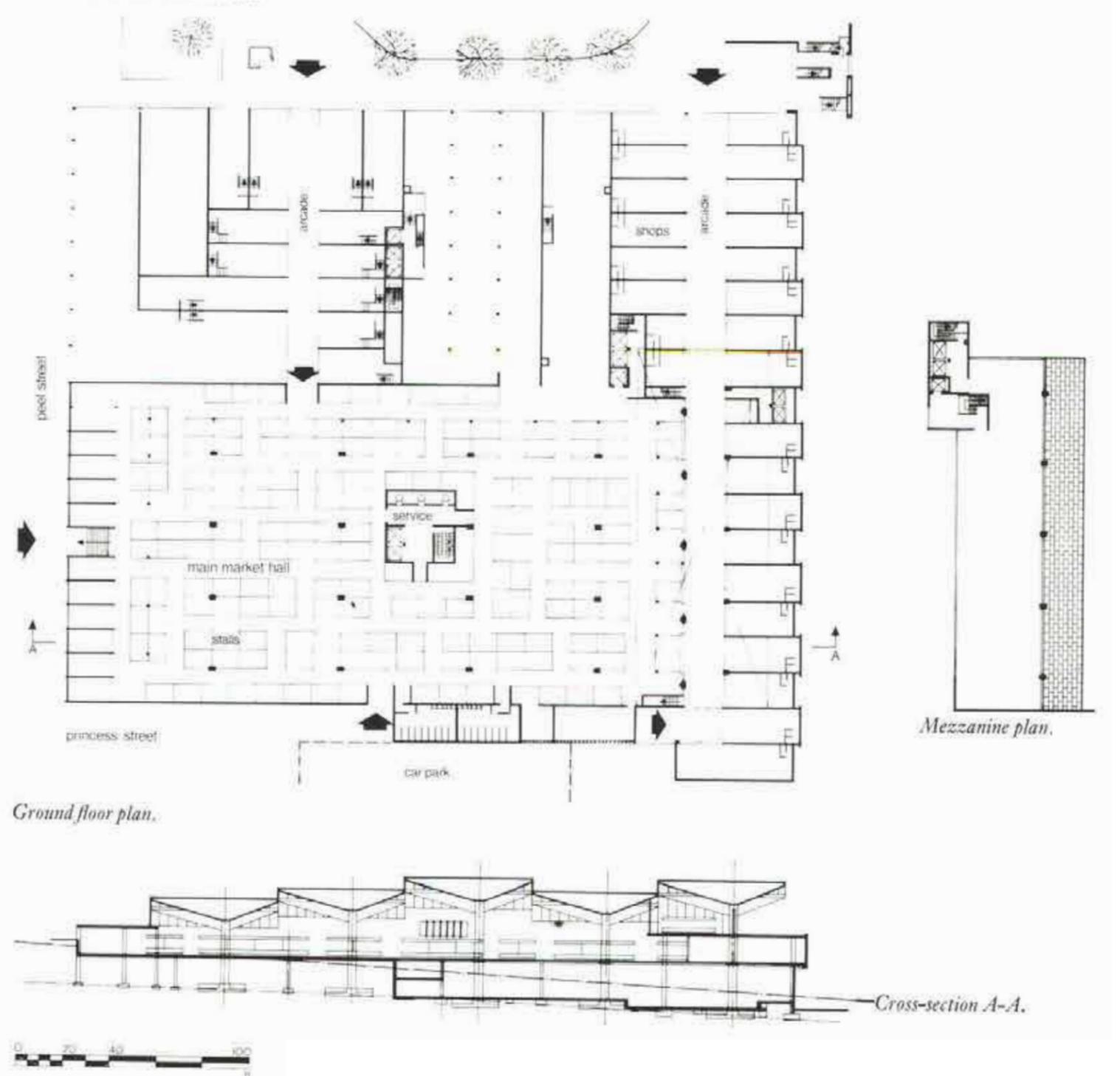
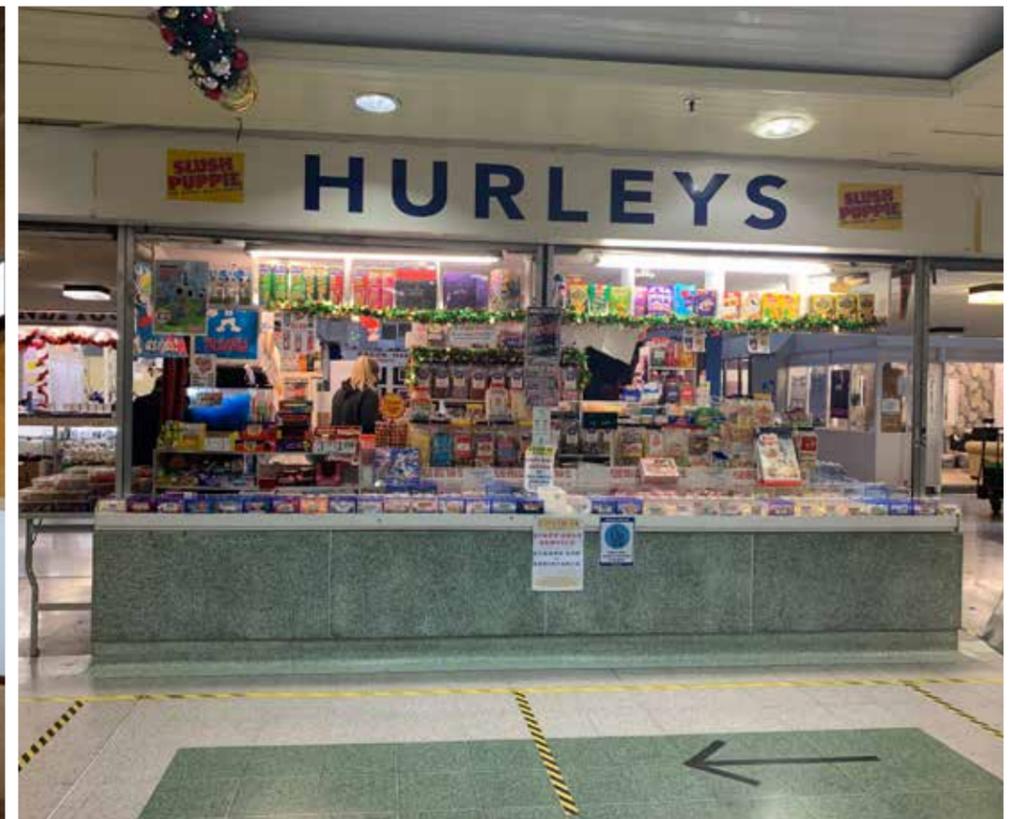


Photo (left): Concrete parabolic shells include a white concrete content to improve their reflectance and sculptural properties. The shells are designed to be seen free of services, with their soffit rising high above the market stalls.

Section (above): Illustrates the stepped form of the roof as well as the open-plan first floor mezzanine, which was originally intended to serve as a restaurant but never realised.

Plan (top): North of the plan shows the separate Murrayfield and Ravenscroft Properties Ltd schemes.

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT



All: GF-MH-300 - Market stalls within the Market Hall

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

GF-MH-190 and FF-MH-190 - Panopticon

Significance - Medium

This must be noted as distinct from the “panopticon like” term applied to the first floor mezzanine level which is described by Historic England as “*a former restaurant at first-floor level, heavily glazed, reached via steps and used as market offices*”. See the section on the First Floor for more detail.

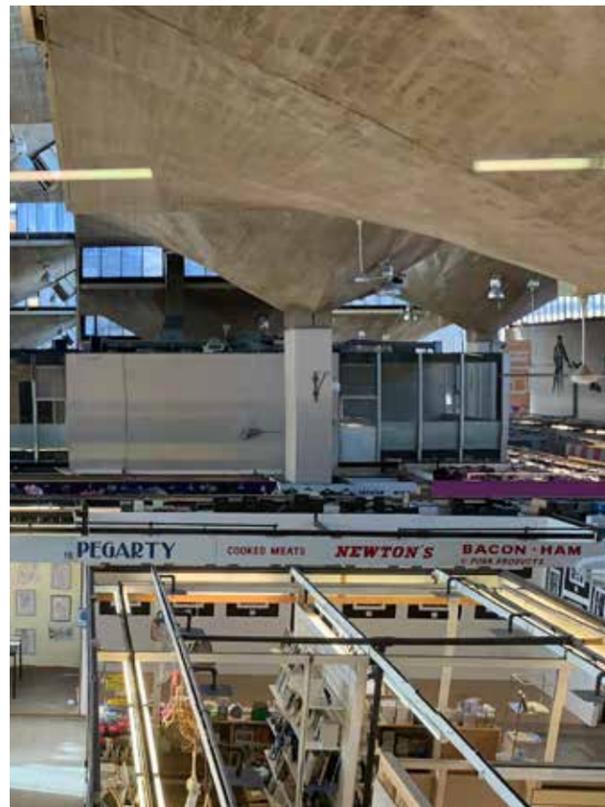
As an architectural feature, this element is rooted in the provision of a service core at the middle of the Market Hall and as a ‘watch tower’ from which the activity of the market could be monitored. Its form and presence is firmly based in its function. This feature is intentionally disguised at ‘street level’ with market stalls to all sides. It is of interest to the buildings

typology with C Marsden forwarding the observation that no other market had a “panoptical market office”. As a volume in the space, it is an anomaly to the success of the Market Hall’s volumetric design, which offers tall, open spaces with far-reaching views. Whilst the detailing is clearly in keeping with that of the Market Hall, its presence is jarring and competes with the open, cathedral-like volume of the Hall.

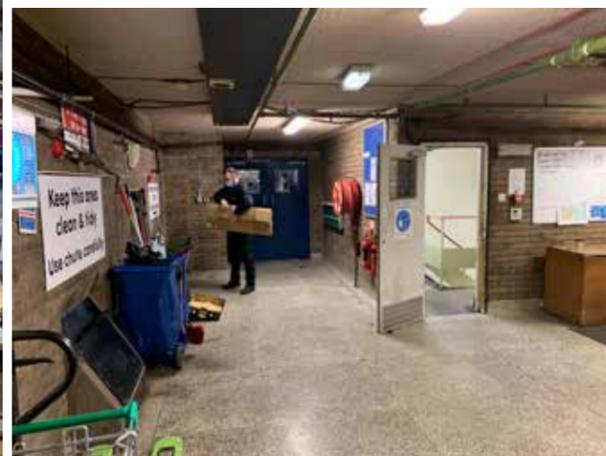
The market manager advised that the panopticon has not been used in its intended capacity for decades and has had both WC’s decommissioned to prevent their continued use. One of the first-floor rooms is still provided as a point within the market where stallholders can have lunch, although it appears to be little used. For its use it has equivalent value to that of

the other utilitarian aspects of the Market Hall, as opposed to the first floor mezzanine which is on a grander scale and affords dramatic interpretation of the building’s architecture and artworks.

The panopticon has historic significance as a component of the design that was specific to the operation of the Market of the time. By current standards, as exercised by the Market over the past 10 and more years, the first floor of the panopticon is obsolete. In addition to the lift and stairs on the ground floor of the panopticon there remain two other cores. It is of interest that these cores have varying degrees of use. The lifts to the cores of the north and east have been renewed in the recent past, indicating continued use. It is for these reasons that it has been considered to have medium significance primarily found in its historic value as part of the building’s typology.



View across from the Mezzanine at first floor



Above: FF-MH-190 view from the stall holder's rest room
Below: the waste chutes, escape stair and lifts from GF



Plant room with pump set for hydraulic lift

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

GF-MH-194 Female WCs, GF-MH-195 Male WC and GF-MH-196 Accessible WC

Significance - Low

All spaces remain in their original use. None of the finishes or fittings are original.

GF-MH-168a – Market Hall Shop

Significance - Medium and Low

This space is currently in use as a storeroom hidden from view behind a stud partition. The original space within includes evidence of the way the shop operators adapted the space to make units along the south edge suit their needs. The south aspect is a continuous glazed strip currently hidden from the exterior by sheet protection. Internally, this glazing has been studded over. This is likely to mitigate the impact of heat gain in the summer and heat loss in the winter. As a space, it holds some historic interest for its use as a small shop opening directly into the market. However, its finishes hold no significance.



GF-MH-194 - Female WC (no original finishes)



GF-MH-195 - Male WC (no original finishes)



GF-MH-168a - Original south-facing glazing overboarded



GF-MH-168a - space used as a store room

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT

GF-A-30 - Arcade and Shops GF-A-01 to GF-A-27

Significance - Low

Formed as a link from the Piazza to the Market Hall, the Arcade is defined by a series of small shop units which flank each side, east and west. Several of these shops have been knocked through.

There appears to be little remaining of the original fabric save for the structure hidden below. The finishes of the Arcade are like those of the low elements to the north and west of the Market Hall. Floors are of terrazzo tile, replaced in the 1980s. The soffit

is of painted metal ceiling planks with coffered sections within which ventilation elements are mounted.

The shop fronts are formed as unit wide shutters that when open provide total access into the unit beyond. Each shop unit has a service provision to the rear, with many containing a WC and some with a kitchenette and sink. Very few are original. To the east, the rear of the shops is staggered, matching the profile of the external wall onto which the ceramic sculpture 'Articulation in Movement' is fixed.



Shop Unit 08



Shop Unit 07



Shop Unit 06



Shop Unit 05



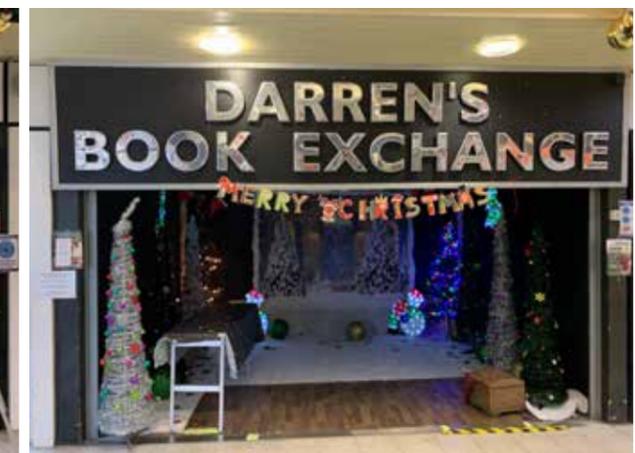
Shop Unit 16



Shop Unit 15

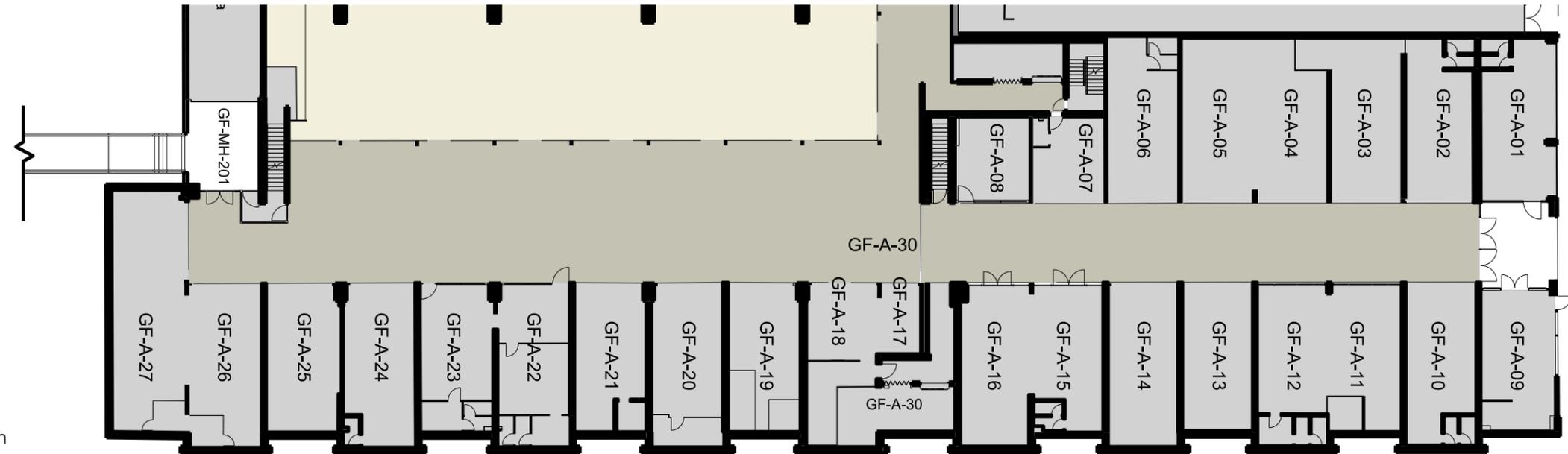


Shop Unit 14



Shop Unit 13

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT



Extract of Ground Floor Plan



Shop Unit 04



Shop Unit 03



Shop Unit 02



Shop Unit 01



Shop Unit 12



Shop Unit 11



Shop Unit 10



Shop Unit 09

5.5.0 - MARKET HALL - GROUND FLOOR ASSESSMENT



Shop Unit 17

Shop Unit 18



Shop Unit 19



Shop Unit 20



Shop Unit 21



Shop Unit 22



Shop Unit 23



Shop Unit 24



Shop Unit 25



Shop Unit 26



Shop Unit 27/1



Shop Unit 27/2

5.6.0 - MARKET HALL - FIRST FLOOR MEZZANINE ASSESSMENT

A mezzanine exists on the Queensgate side of the Market Hall. It is accessed via three separate routes. Stairs are located at each end with three lift shafts rising at the north edge in room FF-06.

From the mezzanine, there are views across the interior of the Market Hall to the west, and to the east are panoramic views of the city and adjacent hills via the roof terrace. The terrace is defined by the upper edge of the external ceramic sculptures which form a low edge. Set back from this is a steel guarding and handrail, which prevent people walking too close to the low edge formed by the panels. The terrace is lined with a concrete pavements intended to provide usable outside space.

Above the terrace, five of the parabolic shells extend to form a canopy. These are lit by lamps concealed in precast circular elements that have a chamfered form.

Stairs rise from the Market Hall at each end of the mezzanine with a small reception area at the head of each. Both receptions were designed to open out into the open plan space which overlooks the Market Hall. The space was intended for use as a 260 seat restaurant however this use was never realised (Marsden). The space has been used as a variety of offices since the building opened.

The mezzanine space retains much of the original detailing with

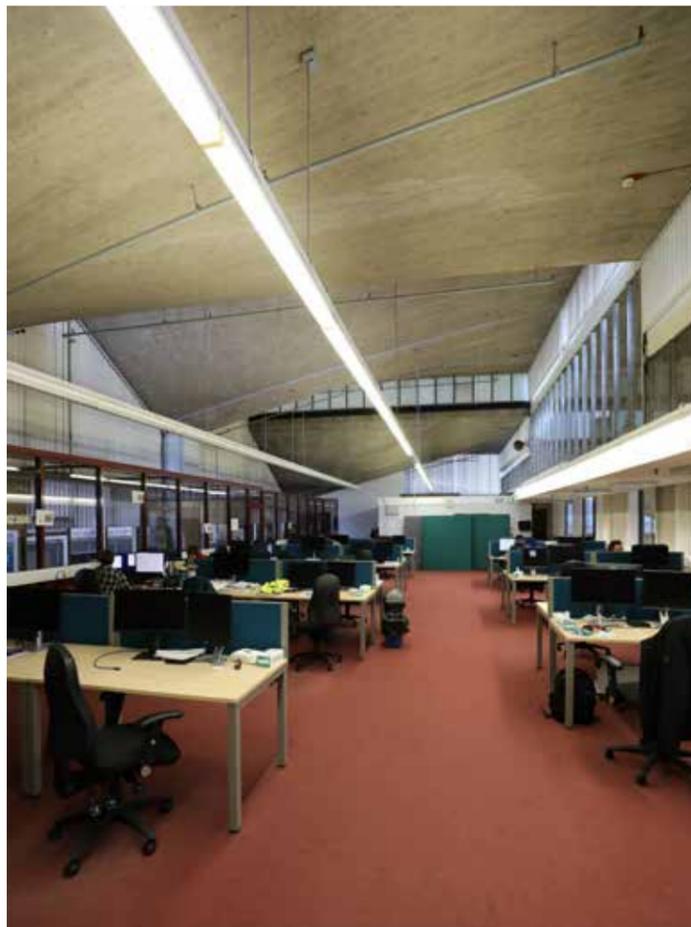
the original form still evident despite some additions and minor reordering. It holds aesthetic and historic value and has high significance.

MAIN SPACES

FF-30 – Main Room

Significance - High and Medium

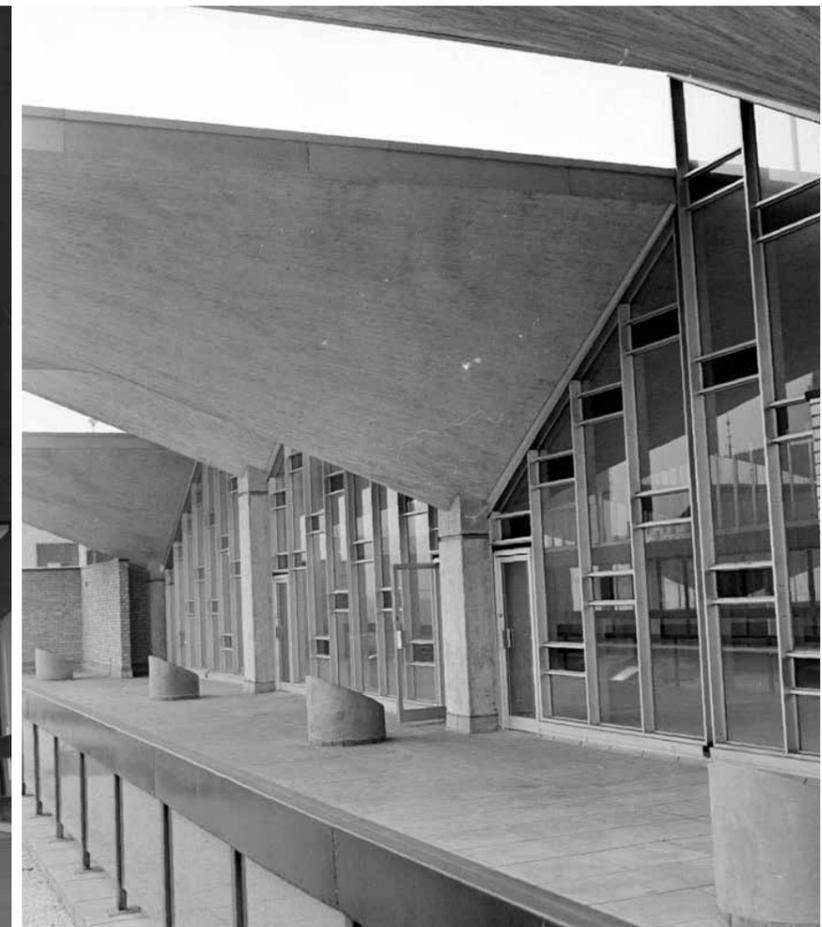
The open plan space retains high significance for its relationship to the Market Hall and dramatic dual aspect. The large volume open space responds directly to the dramatic roof forms. The original glazing systems remain in place. These hold



FF-30 - Main Mezzanine floor space looking South



Mezzanine, 1970 (Kirklees Image Archive)



Terrace, 1970 (Kirklees Image Archive)

5.6.0 - MARKET HALL - FIRST FLOOR MEZZANINE ASSESSMENT

aesthetic value for their form and the pattern of fenestration, although the arrangement of the access door onto the terrace is unremarkable. Toward the Market Hall, the upper glazing is like that to the perimeter of the roof shells. This has technical value for the design of the glazing system, which is top-hung with a large cill detail designed to accommodate structural movement.

The soffit-mounted services are a combination of original sprinklers and suspended lighting. Neither hold value but are recognised as a necessity of the use of the space. Original underfloor heating remains in use. The finishes are all relatively modern and unremarkable. They hold no heritage value.

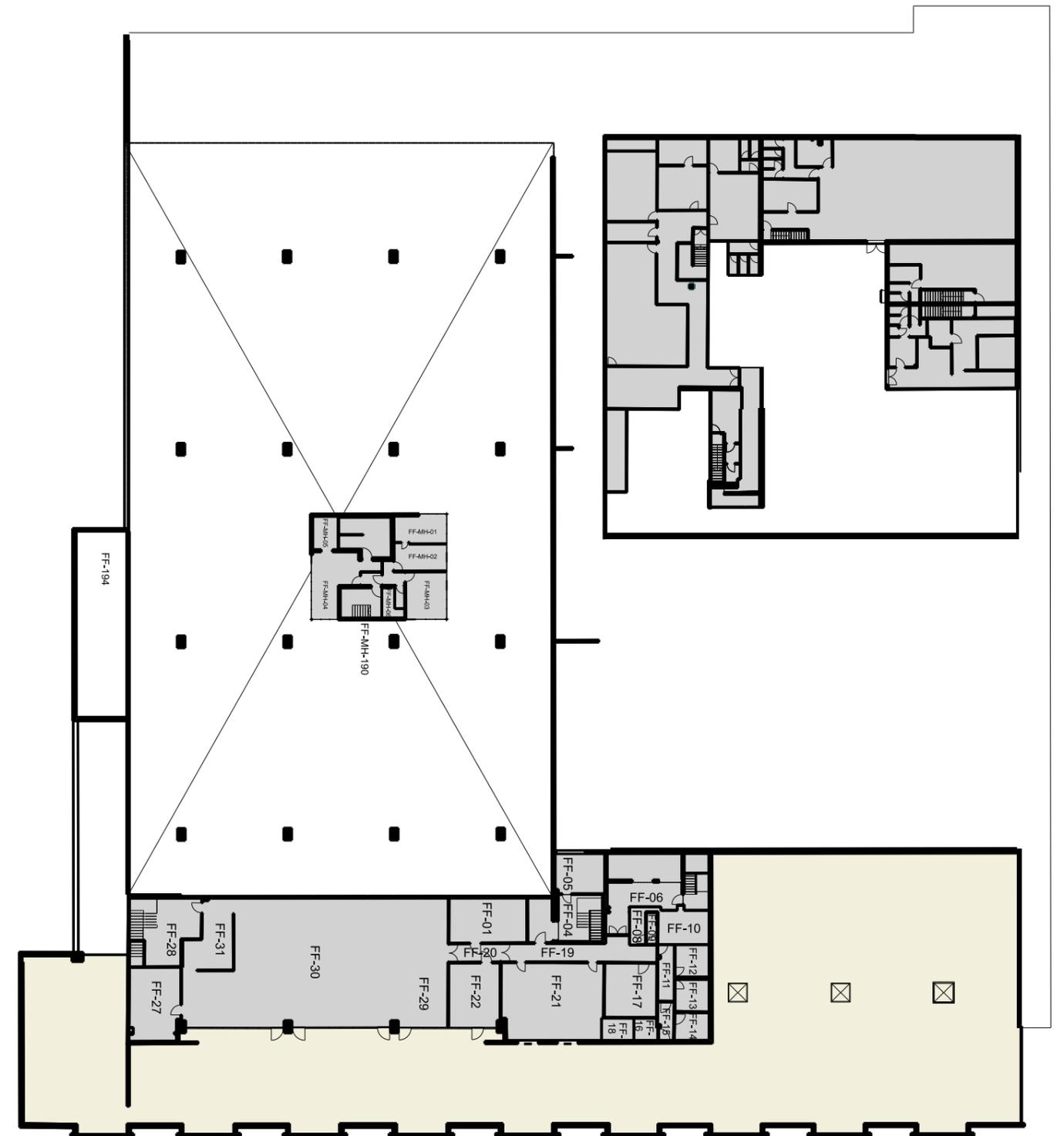
Within the space of FF-30 are two later rooms. FF-29 (Print Room) and FF-31 (Pigeon Holes) are modern additions which hold 'negative' significance.

FF-28 – Reception

Significance - Medium

At the south end of the mezzanine is a stair that rises from the level below. This retains the form and some of finishes of the original design. The partition to the north edge appears to be later. The ceiling may also be a later addition. Both appear to be necessary elements required to create fire separation between the stair and the mezzanine open-plan floor.

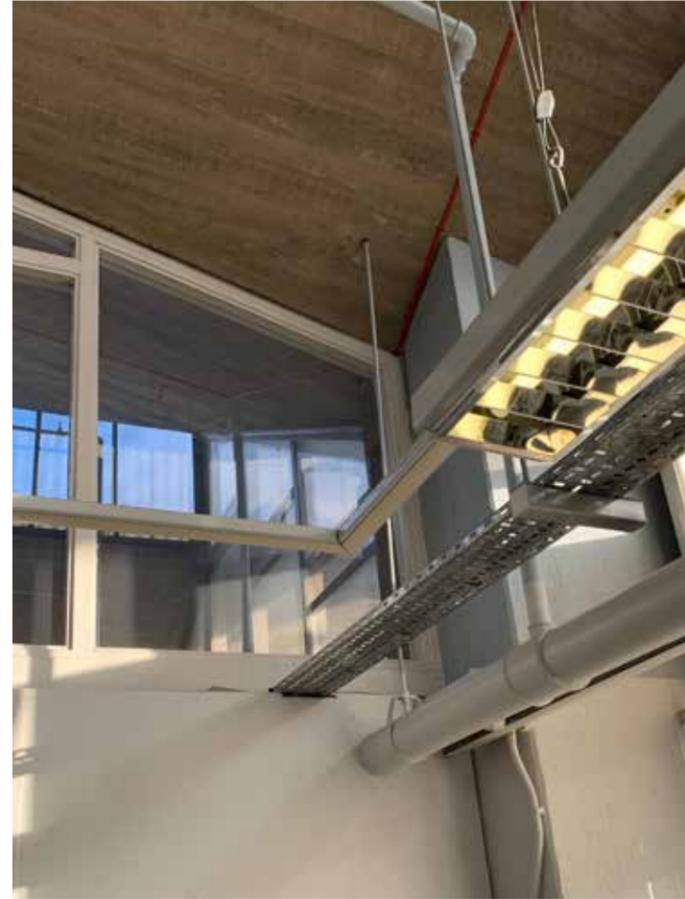
The large flat steel guarding and handrail, polished concrete / dark terrazzo stair, brown creased brick and dense rubber floor tiles at the base of the stair are original and hold historic and aesthetic value. The aluminium lobby at the base of the stair also appears to be original and also holds historic value. The white painted handrail, carpet tiles and stair nosings are later and have negative significance.



First Floor Level
Plan



FF-22 - Partition formed abutting the curtain glazing and rising as a solid element to the concrete soffit



FF-22 - Early / original glazed partition to FF-21 that aligns with the solid element of the first floor envelope



FF-28 - South Mezzanine Reception



FF-06 - Terrazzo floor with coved skirting and pocket fire door set behind a metal panelled wall



FF-28 - Black terrazzo stair string



FF-28 - Ground floor rubber flooring and original glazed lobby

5.6.0 - MARKET HALL - FIRST FLOOR MEZZANINE ASSESSMENT

SECONDARY SPACES

FF-04 - Service Reception and Circulation Core

Significance - Medium

The space retains the form and finishes of the original design. This is understood to have been the main reception to the mezzanine. Guests would have been received in a space that offered aspect over the double-height volume across the Market Hall.

The walls are of the same creased bricks used across much of the development and are set over covered terrazzo skirting. The floor is of large panels of white terrazzo with black flecks. The substantial painted steel guarding and stair handrail matches that used elsewhere. The spaces and the original finishes reflect the design and aesthetic of the original scheme. They hold historic and aesthetic value.

FF-06 - Service and Access Core

Significance - Low

Intended as a back-of-house service core, this space housed the service lifts and one passenger lift. The finishes match those of FF-04 with the bricks left bare. A large sliding fire door is concealed behind a metal clad screen. This space is substantially intact and retains aesthetic value.

FF-01 - Meeting Room and FF-22 - Office

Significance - Negative

These two spaces have been formed as enclosures at some time in the past 20 years. The spaces are carved from the open-height volume of the main mezzanine volume. FF-01 is largely modern with plastic dado trunking. FF-22 is the market manager's office with aspect onto the terrace. Both hold no historic or aesthetic value. Their addition obscures the intended open-plan form of the mezzanine.



FF-04 - Stair landing



FF-04 - Reception with aspect over the Market Hall



FF-06 - Service Circulation Core



FF-29 - Modern print room carved out of the Mezzanine floor area

5.6.0 - MARKET HALL - FIRST FLOOR MEZZANINE ASSESSMENT

FF-05 - Office

Significance - Low / Negative

This office sits north of the main Market Hall and just west of the 21st roof shell. It was once the landing service the pedestrian / guest lift that rises from the Market Hall. This lift has not been in use for decades.

The room has been refitted to serve as an office.

FF-21 - Office

Significance - Low / Negative

This appears to have been formed at or soon after the opening of the Market Hall. High level glazed elements exist above the partition that separates FF-21 and FF-22. This room was likely formed as an office or kitchen space that would have served the mezzanine restaurant. It opens up to the underside of the roof shell above, which may indicate that it was intended to be within the original mezzanine floor plate. Its early enclosure may have occurred as part of the post-completion fit-out works to realise usable space. The room holds value for its presence as part of the mezzanine.

FF-27 - Canteen

Significance - Low

Located to the south edge of the floor plan, this room is used as a staff canteen. It has a small staff kitchen. The walls are the same creased brick used elsewhere although they have been painted white. The floor coverings are modern carpet tiles and vinyl.

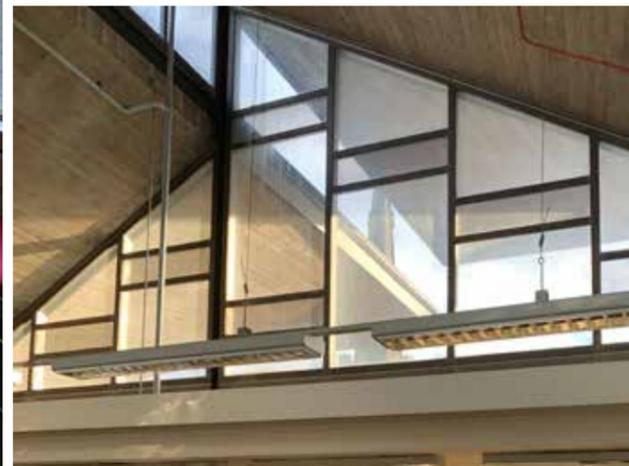
Of interest is the ceiling form. A grid of painted softwood timber joists form the soffit. This is deliberately open in form to maintain sight of the concrete roof shells above. Electric lights are supported in sections of the grid where panels are fitted. Electrical cables are clipped to the top face of the timbers ensuring they remain unseen.



Above: FF-05 - Original lift button
Below: FF-05 - Concrete / terrazzo plinth to the wall



FF-05 - North wall of the Market Hall visible through the window



Above: FF-27 - Grid ceiling of the canteen
Below: FF-21 - Curtain glazing visible over the solid wall rising to the concrete soffit



FF-21 - 27 - Above the grid, light stretching across the concrete soffit retained on show through the open ceiling grid

5.6.0 - MARKET HALL - FIRST FLOOR MEZZANINE ASSESSMENT

ANCILLARY SPACES

Significance - Low

FF-08 – Server Room

FF-09 – Corridor

FF-10 – Stationery Store

FF-11 WC Corridor, FF-15 – WC Corridor

FF-12 – Male WCs, FF-13 – Female WCs

FF-14 – Kitchen, FF-16 – Shower

FF-18 – Electrical Store

These rooms are largely in their original layout. They have been redecorated a number of times. Like the Canteen in FF-27 several of these rooms retain the open ceiling grids. Corridors and WCs have ceiling lights that open through the flat roof to provide day light. These rooms hold historic value for their use in relation to the mezzanine but are unremarkable otherwise.



FF-12 - Male WC



FF-14 - Kitchen sprinkler



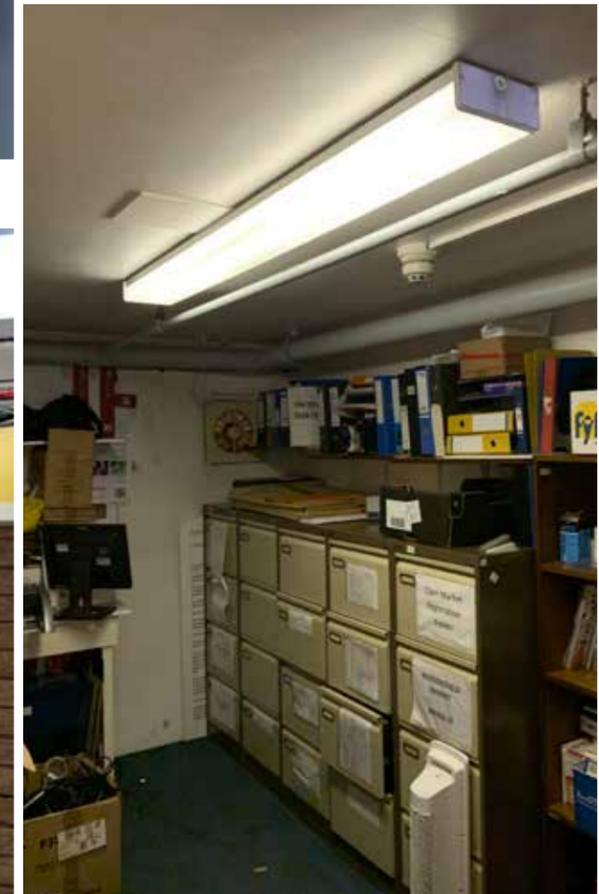
Above: FF-17 - Office with open ceiling grid
Below: FF-18 - Switch room - original floor tiles



FF-11 - WC Corridor with roof lights



FF-08 - Server room - Grid ceiling in place



FF-10 - Stationery Store

5.7.0 - MARKET HALL - SUMMARY of OPPORTUNITIES

5.7.0.1 - SUMMARY OF OPPORTUNITIES

The following observations are made in consideration of the special qualities of the heritage asset and with reference to those elements that either harm its special significance or need careful consideration.

The redevelopment of Queensgate Market presents an opportunity to ensure its sustainable re-use as part of the wider town setting which is also the subject of development. The Market Hall is largely a hidden gem within a wider expanse of unremarkable mid-century urban development. It will require careful and focused work to ensure it can be successfully retained as an element of built heritage. By focusing on the retention, preservation, repair and positive re-use of the elements that hold higher degrees of heritage significance and ensuring that change is focused on those with least significance, it will be possible to identify solutions that sensitively re-use the building and revitalise it as a key piece of public amenity.

The assessment of significance has informed the identification of the following opportunities:

- Consider the reinterpretation of the ‘indoor market’ to reflect the contemporary role of the high street and the importance of activated street frontages as an essential part of a healthy urban environment and economy
- Create stronger visual connections to the Market Hall from the surrounding public realm by removing the perimeter shopping arcades
- Reinstate the mezzanine office as a public-facing space
- Remove later, insensitive additions such as modern partitions and linings
- Remove later, unsympathetic entrance lobbies as additions to the building facades
- Remove modern external signage that obstructs the visibility of the building’s architectural forms and public artworks
- Consider the removal of the panopticon as a means of revealing the interior volume of the Market Hall
- Carry out necessary repair works to the building fabric
- Consider the potential for environmental upgrade in fabric performance

5.8.0 - IMAGES, FIGURES AND REFERENCES

5.8.0.1 - IMAGES and FIGURES

Credited in the body of the document.

List to be developed subject to the future addition of information to this Assessment.

5.8.0.2 - REFERENCE LIST

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University of Huddersfield - <https://www.hud.ac.uk/our-buildings/>

Discover Huddersfield Heritage Trails - <https://discoverhuddersfield.uk/trails/>

Feilden Clegg Bradley Studios

Feilden Clegg Bradley Studios LLP

BATH

Bath Brewery
Toll Bridge Road
Bath BA1 7DE
T +44 (0)1225 852545

LONDON

Twenty
Tottenham Street
London W1T 4RG
T +44 (0)20 7323 5737

BELFAST

5 Commercial Court
Belfast
BT1 2NB
T +44 (0)28 9099 2760

MANCHESTER

Carver's Warehouse
Lower Ground Floor
77 Dale Street
Manchester M1 2HG
T +44 (0)161 883 2544

EDINBURGH

Studio 2
15a Calton Road
Edinburgh
EH8 8DL
T +44 131 285 7370

Planning (Listed Buildings and Conservation Areas) Act 1990
Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

Manchester

Queens House, Queen Street
T 0161 393 3399
Manchester@pegasusgroup.co.uk
Offices throughout the UK.

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