



Goole Market Hall Heritage Assessment

Client: East Riding of Yorkshire Council

NGR: SE 74594 23656

Local Planning Authority: East Riding of Yorkshire Council

Planning Reference: TBA

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Contents

Contents.....	ii
Executive Summary.....	1
1.0 Introduction	2
2.0 Baseline Conditions	3
3.0 Proposed Development	8
4.0 Assessment	8
5.0 Discussion	9
6.0 Bibliography	10
7.0 Figures	11
8.0 Plates	18
Appendix 1: Legislation and Planning Policy Context.....	24
Appendix 2: Assessment Methodology.....	28

Figures

Figure 1: Site location with conservation area (blue) and listed buildings identified with their NHL reference within 500m © Crown Copyright. All rights reserved. 100049790.....	4
Figure 2: Undesignated heritage assets within 500m of the Site © Crown Copyright. All rights reserved. 100049790	6
Figure 3: Ordnance Survey 1892	12
Figure 4: Ordnance Survey 1907	13
Figure 5: Ordnance Survey 1965-66.....	14
Figure 6: Ordnance Survey 1976-83.....	15
Figure 7: Arrangement of internal and external stalls in 1960s/70s. Note the kitchen, toilets and storerooms to the top of the image in the single storey-section which has since been demolished.....	16
Figure 8: LiDAR imagery showing low-lying position and proximity to river	17

Plates

Plate 1: Goole Market Hall from the south with the clock tower in the middle of the roundabout.....	19
Plate 2: The Estcourt Terrace face of the market hall with the current side entrance and blocked side entrance in the pedimented bays	19
Plate 3: Modern glazing has been inserted across much of the north face	19
Plate 4: Interior looking south from the mezzanine.....	20
Plate 5: Interior looking north. Note the mezzanine to the rear on the right side	20
Plate 6: Office pods built into the mezzanine with stairs down	21
Plate 7: View along Estcourt Terrace showing relationship with the Grade II listed Police Station and former Magistrates' Court in the distance	21
Plate 8: Outdoor market stalls on Boothferry Road in c.1930. Note the Gas Showroom building where the florist is now located.	22
Plate 9: 1952 Aerial photograph showing apparently corrugated roof to Market Hall plus single-storey section to left (britainfromabove.org)	22

Every effort has been made to ensure the accuracy of reporting and appropriateness of recommendations. This report is based on information available at the time of writing, from the sources cited. It does not preclude the potential for future discoveries to be made, or for other unidentified sources of information to exist that alter the potential for archaeological impact. Any opinions expressed within this document reflect the honest opinion of Prospect Archaeology. However, the final decision on the need for further work rests with the relevant planning authority.

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Executive Summary

Prospect Archaeology Ltd has been appointed East Riding of Yorkshire Council (ERYC) to consider the historic built environment implications of a proposed regeneration for commercial use of the existing Goole Market Hall. The property is a non-listed Victorian market hall in red brick centred on SE 74594 23656, situated on the junction of Boothferry Road and Estcourt Terrace.

The property was constructed in 1896, replacing an earlier market hall which had burnt down in 1891. The building exhibits some architectural detailing, particularly on the Estcourt Terrace (eastern) façade. No negative impacts to the historic environment would occur as a result of the proposed refurbishment and potentially there may be some enhancement.

Should planning permission be granted, and depending on the extent of refurbishment, a photographic historic building record of the property is suggested as a condition on planning permission. This approach is in line with the requirements of the NPPF. All recording work should be undertaken in accordance with a written scheme of investigation approved by the Humber Archaeology Partnership on behalf of ERYC.

1.0 Introduction

- 1.1.1 Prospect Archaeology Ltd has been appointed by East Riding of Yorkshire Council (ERYC) to consider the heritage implications of a proposed refurbishment of the currently unused Goole Market Hall.
- 1.1.2 This report has been prepared in accordance with the NPPF 2021, Section 16 'Conserving and Enhancing the Historic Environment', the standards and guidance issued by the Chartered Institute for Archaeologists (CifA 2014), and guidance provided by Historic England's Conservation Principles Policies and Guidance (2008) and The Setting of Heritage Assets (2017). Relevant legislation and planning policy is included as Appendix 1, and the assessment methodology is included as Appendix 2.

1.2 Site Description

- 1.2.1 The site comprises the brick-built Goole Market Hall and its surrounding hard standing. The hall was constructed in 1896 and is a positive building within the Goole (Town) Conservation Area.

Exterior

- 1.2.2 The market hall is 3 bays wide by 7-8 bays long, the eastern bay being one bay longer than the central and western ones. The south façade is generally plain with a central arched door with stone surround. The name and decorative panels are late 20th century additions. A single-storey retail unit sits in front of the western bay. Wide hard-standing and metal railings separates the front of the hall from the roundabout containing the clock tower to the south. The three gables are in the form of clerestory roofs with stone kneelers and markers at angle changes.
- 1.2.3 The eastern façade is more decorative with eight stone detailed arches at ground floor, originally housing entrances at the second and seventh bays but the southern has been infilled. Rusticated stone columns separate the arches and, at the entrances, continue up to Ionic scrolled capitals on fluted pilasters to parapet level. Windows at first floor are multi-paned, stone mullioned and transomed in bays 1,2, 7 & 8 and ocular in bays 3-6. Bays 1, 3-6 and 8 have aprons below the windows. Above the two entrances, Dutch gables contain carved stonework providing the date of AD 1896 beneath triangular pediments and directly above the ground floor doors, both bays have carved stone signs for the 'Market Hall'.
- 1.2.4 The north façade is plain in the longer eastern bay, as with the southern face. The two northern bays have been reglazed in recent years with floor to roof apex glazing set between the brick walls, exposing the steel frame that supports the roof. Darker red paint and traces of white paint on the brickwork is probably a remnant of the former single-storey section that had occupied this area. The western façade is built up against other properties and is entirely obscured.

Interior

- 1.2.5 Internally the open span of the market hall is covered by a king-post steel truss roof supported on steel columns. A mixed concrete and tile floor marks out paths between which would have stood the market stalls. Pierced steel permanent market stalls with raised concrete floors have been placed along the outer edges. The additional bay in the north-eastern corner contains offices at both ground and first floor.

Setting

- 1.2.6 The market hall is located at the end of the main pedestrianised shopping street, Boothferry Road but is set back from that street, partly hidden by the single-storey retail unit (Books in Bloom). A roundabout to the south contains the 1920s clocktower (see below) and provides access to Estcourt Terrace. The grander eastern façade of the market hall, on Estcourt Terrace echoes the design direction of the listed Police Station and former Magistrates Court which is located to the north on Estcourt Terrace.
- 1.2.7 A number of positive buildings are located on the roundabout, contributing to the positive setting of the market hall: the 1920s clock tower in the centre of the roundabout; the St John's Buildings – a group of 19th century properties on the corner of Boothferry Road and Stanhope Street; the former 'Bank Chambers' (now council offices, MHU6992) – an early 20th century brick building on the corner of Church Street and Stanhope Street; the City and County Public House (former bank) is in stone with a French-style roof on the corner of North Street and Carlisle Street. The spire of St John's Church is visible over the roof of the modern ERYC offices on Church Street. Buildings that detract from the setting of the market hall include the library and museum, the modern council offices on Church Street, the retail unit opposite the Market Hall on Estcourt Terrace, and the retail units adjacent on Boothferry Road.

Geology and Topography

- 1.2.8 The bedrock is Sherwood Sandstone overlain by alluvium (geologyviewer.bgs.ac.uk).
- 1.2.9 The Site sits at c.3.3m above Ordnance Datum.

2.0 Baseline Conditions

- 2.1.1 The assessment of existing conditions has been based on a 'study area' extending 500m from the boundary of the proposed development for both designated and non-designated heritage assets. This enables the significance of existing and potential archaeological features to be considered in their local, regional and national contexts and an assessment of the impact on the settings of designated assets to be assessed.
- 2.1.2 The Humber Historic Environment Record (HER) and the National Heritage List for England (NHLE) are the primary sources of evidence for historic and archaeological activity. The latter have been prefixed NHL, Humber HER records prefixed with MHU. Records obtained from the East Yorkshire Record Office are identified by the prefix EYA. Where they fall within the Site, they are identified in **bold**. Additional information on the historic development of the Site and surrounding area has been collated from historic mapping, online resources, and the library of Prospect Archaeology. Known and suspected archaeological remains are summarised and discussed in the following sections. Note that where an HER record includes multiperiod assets, only the earliest date is represented in the figures.

2.2 Designated Heritage Assets

- 2.2.1 The Site is located within the Goole (Town) Conservation Area. There are two listed buildings within 250m of the application site and a further seven within the remainder of the Conservation Area, all Grade II and located in the docks area of the town.

2.2.2 To the north, the closest listed building to the Site is the Police Station and Former Magistrates Court further along Estcourt Terrace (Grade II, NHL1412939). This was built in 1887 in Queen Anne Revival style. To the south, the Church of St John (Grade II, NHL1083215) was completed in 1848 with considerable internal alterations in c.1980.

Table 1: Designated heritage assets within 250m of the Site

NHL No	Name	Type / Grade
1412939	Former Goole Magistrates Court, The Court House, Estcourt Terrace, Goole, DN14 5AE	LBII
1083215	Church of St John, Church Street	LBII
	Goole (Town) Conservation Area	CA

2.2.3 Although not listed, the Market Hall is recognised as a positive building within the Conservation Area, although only in average condition.



Figure 1: Site location with conservation area (blue) and listed buildings identified with their NHL reference within 500m © Crown Copyright. All rights reserved. 100049790

2.3 Undesignated Heritage Assets

2.3.1 There are 29 HER entries within 500m of the Site: these are listed in Table 2.

Table 2: HER entries recorded in the Study Area

Reference	Name / Description	Period/date
6397	Water Tower, Lower Bridge St (W Side off)	C19
6936	Swing Bridge	Mid C19
6937	Terrace, Adam Street	1830
6938	Boat Hoist, on E Side of Aldam Dock	1862
6992	Bank Chambers	1892
6993	Concrete Water Tower	1927
6994	25-41 Aire Street	1830
6995	Church of St John LBII	1843-48
7740	Windmill Tower	Late C18
9600	Goole Med/PM settlement	Medieval-C19
10523	2 Adam Street (N Side). C19 office and shop LBII	1826
10524	Adam St Garage & Property to left Adam St (N Side) LBII	C19
10525	11 (To right of Mackintosh Arms) Aire Street (E Side) LBII	1826
10526	Mackintosh Arms & property to left, Aire Street (E side) LBII	1826
10527	3 to 9 (Odd) (Royal Hotel) Aire Street (E Side) LBII	1826
10528	The Lowther Hotel, Aire St (E Side)	1824
10529	Victoria Lock & Ouse Lock, Aire Street (E Side off) LBII	1835
10530	Dry Dock LBII	1841
10535	Coal Wagon Hoist, adjoining ramp & control box, Bridge St LBII	1879
10542	Former Lock-up LBII	1826
10544	Hydraulic accumulator tower (demolished)	Mid-late C19
15923	Former Bothy, store and toilet	Late C19
15924	Transit shed, Aldam Dock, Aire St	Late C19
15926	Transit shed, Aldam Dock	Late C19
15927	Former Railway Offices	1892
15928	Transit shed, Stanhope Dock, Lower Bridge St (E Side)	Late C19
15929	Travelling crane, Railway Dock, Lower Bridge St (E Side)	C20
15930	Former stores and offices, Railway Dock, Bridge St (E Side)	Late C19
15935	Warehouse and transit shed, Railway Dock, Bridge St	Early C20?
23797	Market Hall, Goole	1896

2.4 Historical and Archaeological background

Prehistoric – Roman Periods (10,000BC – 410AD)

2.4.1 There are no records in the historic environment record relating to any activity in this area pre-dating the medieval period. A Neolithic flint axe found approximately 1km to the north is the only prehistoric find within 2km of the Site and there are no records dating to the Roman period.

Early Medieval and Post-Medieval Periods (410 AD – 19th century)

2.4.2 Historically, the Site lies in the Township of Hook in the Parish of Snaith in the West Riding of York. The Site lay on the boundary of Hook and Goole. The Site lay near the township boundary and was probably in agricultural use throughout the medieval and post-medieval

periods. Snaith appears in the Domesday Book of 1086 but with no recorded population. Neither Hook nor Goole is recorded (opendomesday.org). There is an entry for the medieval / post-medieval settlement of Goole in the HER (MHU9600) but contrary to the position of the HER entry, the main settlement activity prior to the construction of New Goole was to the south. The settlement was focused on the outflow of the Dutch River (now referred to as the River Don), a link created from the River Don to the River Ouse as part of the drainage activities undertaken in Hatfield Chase by the Dutch engineer, Cornelius Vermuyden, at the behest of King Charles I in the 1620s and '30s.



Figure 2: Undesignated heritage assets within 500m of the Site © Crown Copyright. All rights reserved. 100049790

19th century onwards

2.4.3 New Goole was a planned town established for the new port, designed by the Aire & Calder Canal Company from 1822 to service the demand of their newly constructed navigable waterway from the River Ouse at Goole to the River Aire at Knottingley. Prior to the construction of the New Town the area was occupied by “one old thatched house & ploughed fields” (<https://thegooleexperience.weebly.com/history.html>). The new town initially

comprised a triangle of streets with impressive outer buildings and small, cramped workers cottages in the interior. As originally conceived, the main outer streets were Aire Street, East Parade and North Street, with Ouse Street, Adam Street and George Street internally, all linked by Cross Street. The port and town officially opened in 1826 with the Ouse Dock and Lock opening in 1838 and the Church of St John (MHU6995) in 1848. Goole's 1811 population of only 348 rapidly expanded through the 19th century to reach 8,754 in 1871 and over 15,000 in 1891.

- 2.4.4 The Site currently under consideration lay outside the planned new town and the earliest recorded use of the Site was for agriculture. The Hook Township Tithe map of 1843 shows the Site to have been within Swineherd Hill, an arable field owned by Thomas Henry Sutton Sotheron Esq (Conservative MP for Devizes) and occupied by George Clark. Immediately to the west was a group of three houses with yards and garden owned by David Singleton and occupied by Thomas Mitchell and others on the western side of the Site; Boothferry Road is recorded as Murham Lane on this map.
- 2.4.5 Although a market hall was present to serve the new port, it was held in an open-sided shed in Aire Street. This was in addition to the open-air market in Ouse Street. Construction of the Ouse Dock necessitated the market finding a new home and the original purpose-built market hall (**MHU23797**) was established on the current site in 1876. In the first week of its opening, many traders remained at Aire Street but by the second week, they had moved wholesale over to the new facility. In 1883 the market was extended to the south to provide shops on the ground floor, offices (including the Goole Urban Board's office) at first floor, and the Freemasons Hall above (Butler 1995). This layout can be seen on the 1891 and 1892 Ordnance Survey maps which shows small units along the Estcourt Terrace and Boothferry Road frontages. This early arrangement saw the buildings extend down to the Boothferry Road street front but set back from Estcourt Terrace. An 1885 plan of the west side of the market hall and adjoining properties shows the large open hall to the rear was accessed via a covered entrance on the west side with an 'existing old wall' forming much of the western boundary, beyond which were gardens with mature trees (which can be seen in an view of c.1900, from the Water Tower on display in Goole Museum). To the north, a yard separated the market hall from the Cooperative Societies Stables and Manure Pit (DDCL/3433).
- 2.4.6 A fire on the night of 28th January 1891 resulted in the total destruction of the market hall and the remaining rubble was sold for £294. 1s. 6d. Newspaper cuttings report that the Local Board had purchased a site for a new market hall in 1892 but had not made any move to construct it. The new Market Hall was completed on the same site as the original in 1896, built in brick to a loose Queen Anne Revival style. The new hall was smaller than the original, set back from Boothferry Road and shown on the 1907 Ordnance Survey maps to have a glass-roofed section in the north-west corner. Aerial photographs from 1925 show the hall's south and east facades much as they appear today, although the name and decorative panels had not yet been added. A gas showroom was added to the southern side of the western bay of the market hall in the 1930s.
- 2.4.7 The Cinema Palace was opened in 1914 on the west side of the market hall. It was upgraded on multiple occasions, including in the 1920s, 30s and 50s before being demolished in c. 1960 for the construction of a supermarket (<http://cinematreasures.org/theaters/37664>). The Goole Clock Tower, which sits in the roundabout south of the market hall, was erected in 1927 as part of the centenary celebrations marking the opening of the docks. Before the

roundabout was created, the clock tower sat in a triangle of land at the road junction which also contained public lavatories.

- 2.4.8 An aerial photograph dating to 1952 is taken from an angle that shows the central and western bays of the north end of the market hall to have been single storey. It also appears that the hall had a different roof, both to the previously shown roof and to the current structure, possibly being corrugated at that time. Plans dating to the 1960s and 1970s show the rear (northern) section of the hall to have contained toilets, store-rooms, and a kitchen. A proposal to build a two-storey extension across the whole of the southern front of the hall, extending east from the gas showroom, was never implemented. Plans held in the archive also show the layout of stalls both inside and outside the market hall. Permanent stalls were constructed along the eastern side from 1964 onwards. During the 1966 and 1970 general elections the market hall was used for the vote count.
- 2.4.9 An additional market hall was built to the north-west in 1981-82 on Paradise Place to supplement the existing facility. At some point after 1988 the rear section of the western and central bays of the main market hall was demolished and full height glazing was installed to overlook the yard created to the north as a result.

3.0 Proposed Development

- 3.1.1 Details of the proposed changes are not currently available; however, it is understood the refurbishment of the market hall will allow a greater flexibility in use, including as a performance space. In order to support lighting rigs a new roof will be required. No demolition will take place and external alterations will be limited.

4.0 Assessment

4.1 Designated Heritage Assets

- 4.1.1 There are no designated heritage assets that would be affected by the proposed development. The Site sits within the Conservation Area and is a positive building. However, no demolition or significant alterations to the exterior are proposed and as such there would be no impact on the Conservation Area.
- 4.1.2 The market hall contributes to the setting of the Grade II listed Police Station and former Magistrates Court. The limited alterations proposed to the exterior would have no appreciable impact on the setting of the listed building.

4.2 Undesignated Heritage Assets

- 4.2.1 There are no undesignated heritage assets within the Site and negligible potential for as yet unidentified heritage assets to be affected by the proposed refurbishment of the market hall.
- 4.2.2 The historic interest in the Site solely relates to the building itself. Although it is not a designated heritage asset, the method by which such buildings are assessed can be used in this instance to understand the historic value of the property. Heritage values can be assessed against four specific themes: evidential, historical, aesthetic, and communal (English Heritage 2008).

Evidential value

- 4.2.3 As a purpose-built market hall, the building provides evidence of commercial trading activities since its construction. The market stalls were mainly temporary, with permanent structures only being added in the mid-late 20th century. These are of limited historical interest. The roof appears to have been replaced in the 20th century and appears to be of 1920s or '30s date.

Historical value

- 4.2.4 The market hall is significant to the history of the town, reflecting the need for a permanent market to support the commercial activities resulting from the establishment of the docks. Although no specific historical figures are linked to the Market Hall, it was a well-used and vital part for much of the town's population throughout the late 19th and 20th centuries.

Aesthetic value

- 4.2.5 The eastern façade is interesting and has positive architectural details that are an echo of an aesthetic seen elsewhere in Goole. For instance, the use of Dutch / Flemish gables is seen in many buildings, including the listed Police Station further along Estcourt Terrace. The interior is largely utilitarian and functional although the steel columns and pierced steelwork above are attractive.

Communal value

- 4.2.6 As stated above, the market hall fits with an aesthetic seen elsewhere in Goole and its position on the roundabout makes it a notable structure in association with others on the roundabout, including Bank Chambers, the St John's Buildings and the City and County Public House.

5.0 Discussion

- 5.1.1 The proposed refurbishment of Goole Market Hall will have no negative impact on the historic environment and has the potential to provide enhancements by bringing it back into viable use and making it, once again, a focal point in the town.
- 5.1.2 Depending on the specific requirements of the development, particularly if the roof is to be changed, there may be some value in undertaking a photographic building survey.
- 5.1.3 This approach is in line with the requirements of the NPPF. All recording work should be undertaken in accordance with a written scheme of investigation approved by the Humber Archaeology Partnership on behalf of ERYC.

6.0 Bibliography

6.1 Documentary Sources

Butler, S 1995, 1996 & 1997 *Goole a Pictorial History Vols 1-3*

Chapman, B & M 1997 *The Archive Photographs Series: Around Goole*

Ekwall, E, 1960 *The Concise Oxford Dictionary of English Place-names*, Fourth Edition, Oxford

6.2 Cartographic / Archival Sources

Jeffrey's Map of Yorkshire 1775

Ordnance Survey 1854, 1893, 1913, 1928, 1938, 1979-87

DDGA/2/2 Newscuttings compiled by H Garside Vol 2

DDGA/2/2 Newscuttings compiled by H Garside Vol 3

DDCL/3433 Plan of Goole Market Hall and Surrounding Areas 1885

Goole Museums Publications

6.3 Digital Sources

britainfromabove.org.uk

<http://ads.ahds.ac.uk/>

<http://mapapps2.bgs.ac.uk/coalauthority/home.html/>

<http://www.heritagegateway.org.uk/gateway/>

<http://www.pastscape.org.uk>

<http://www.promap.co.uk>

<https://geologyviewer.bgs.ac.uk>

<https://mapapps2.bgs.ac.uk/ukso/home.html>

<https://thegooleexperience.weebly.com/history.html>

<https://www.ancestry.co.uk/>

<https://www.thegenealogist.co.uk/>

www.a2a.org.uk

7.0 Figures

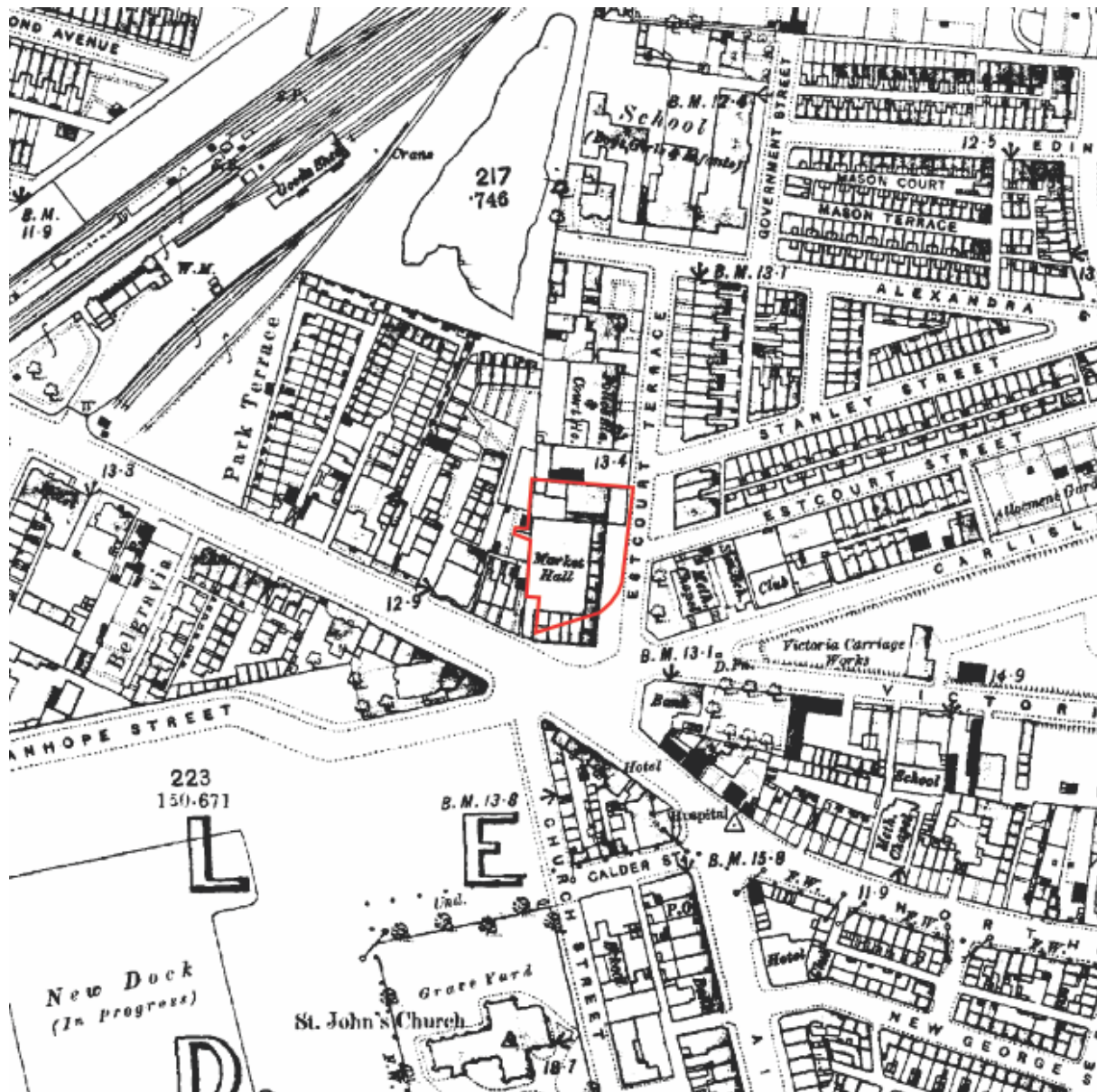


Figure 3: Ordnance Survey 1892

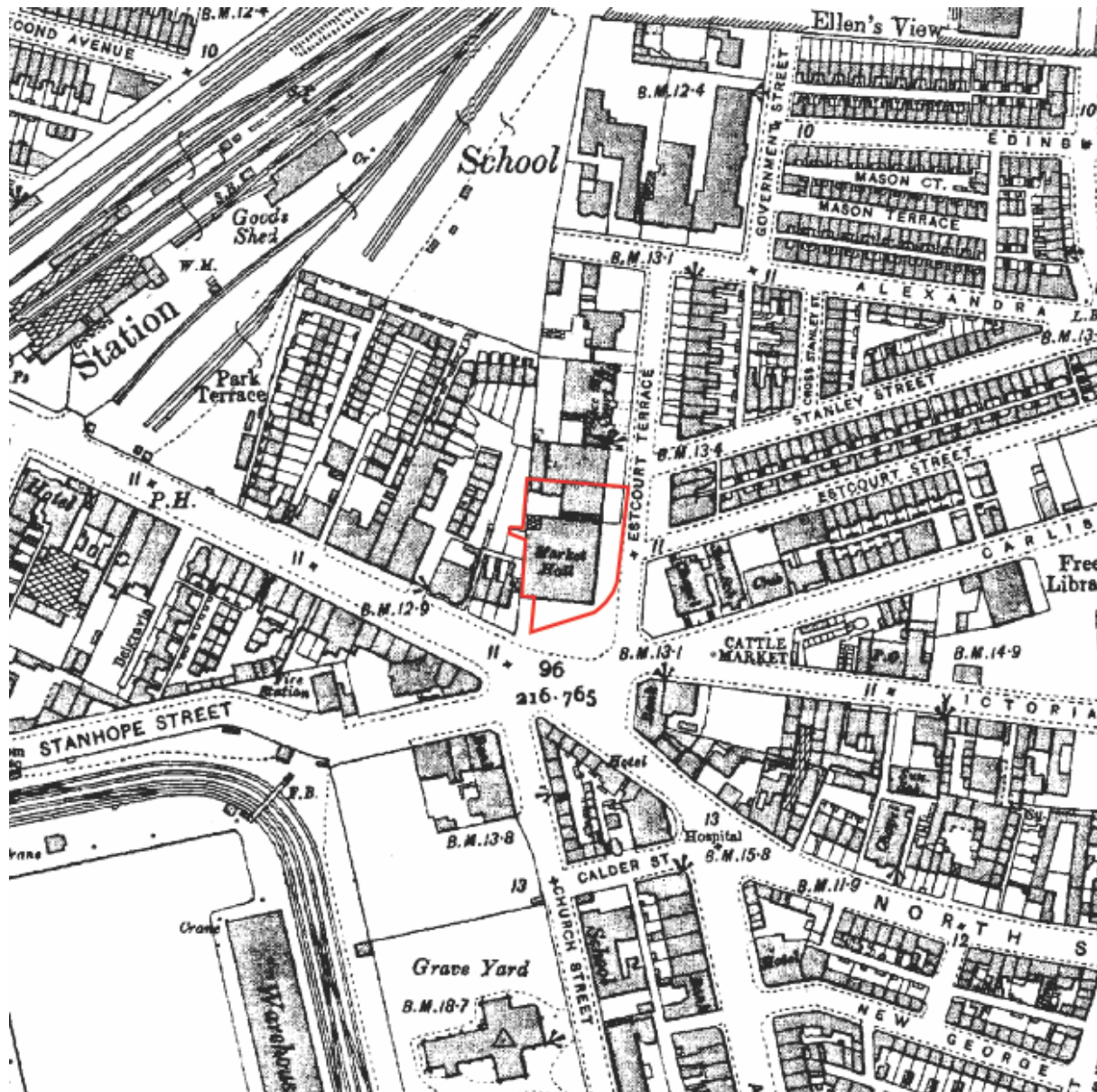


Figure 4: Ordnance Survey 1907

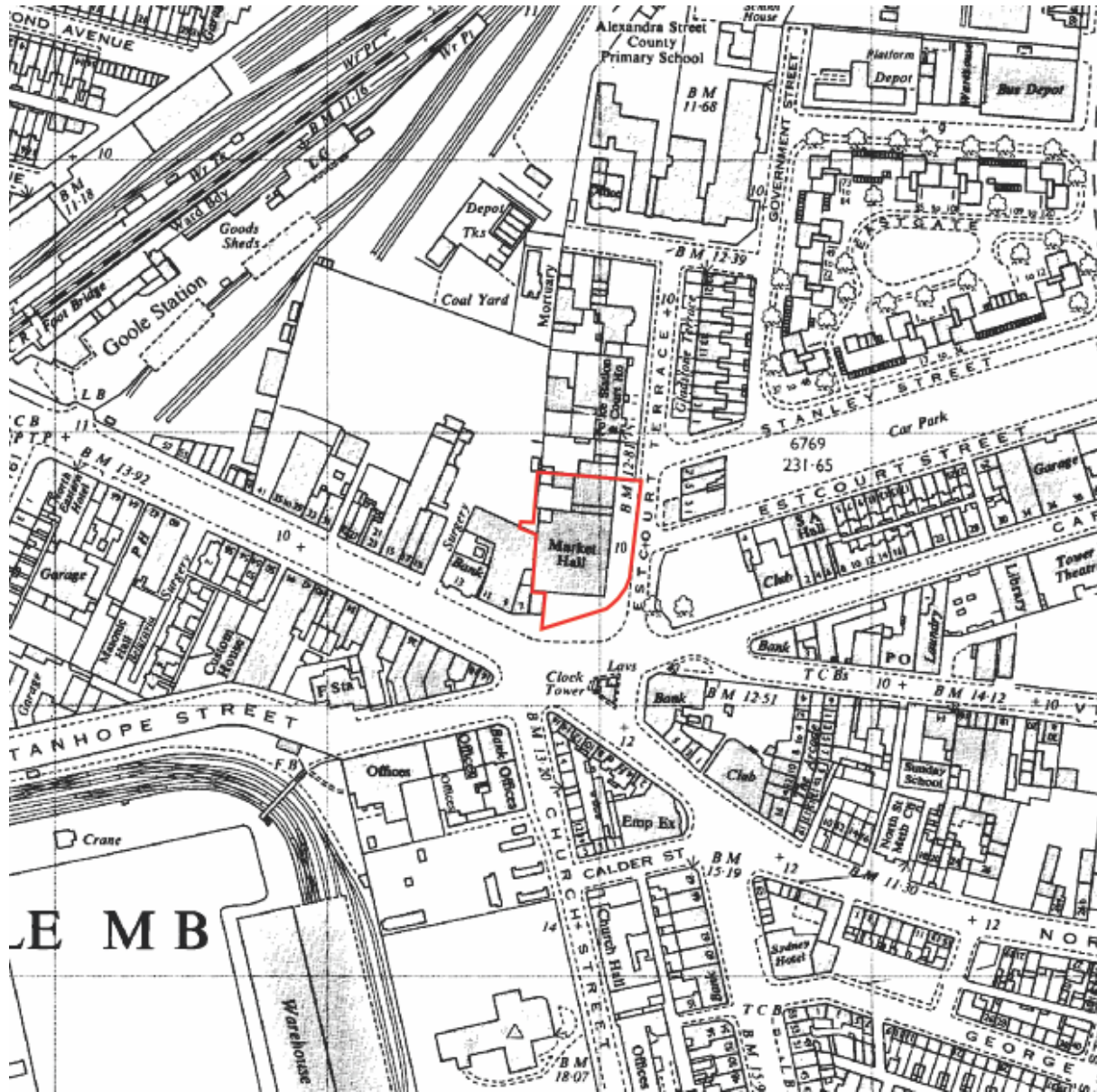


Figure 5: Ordnance Survey 1965-66

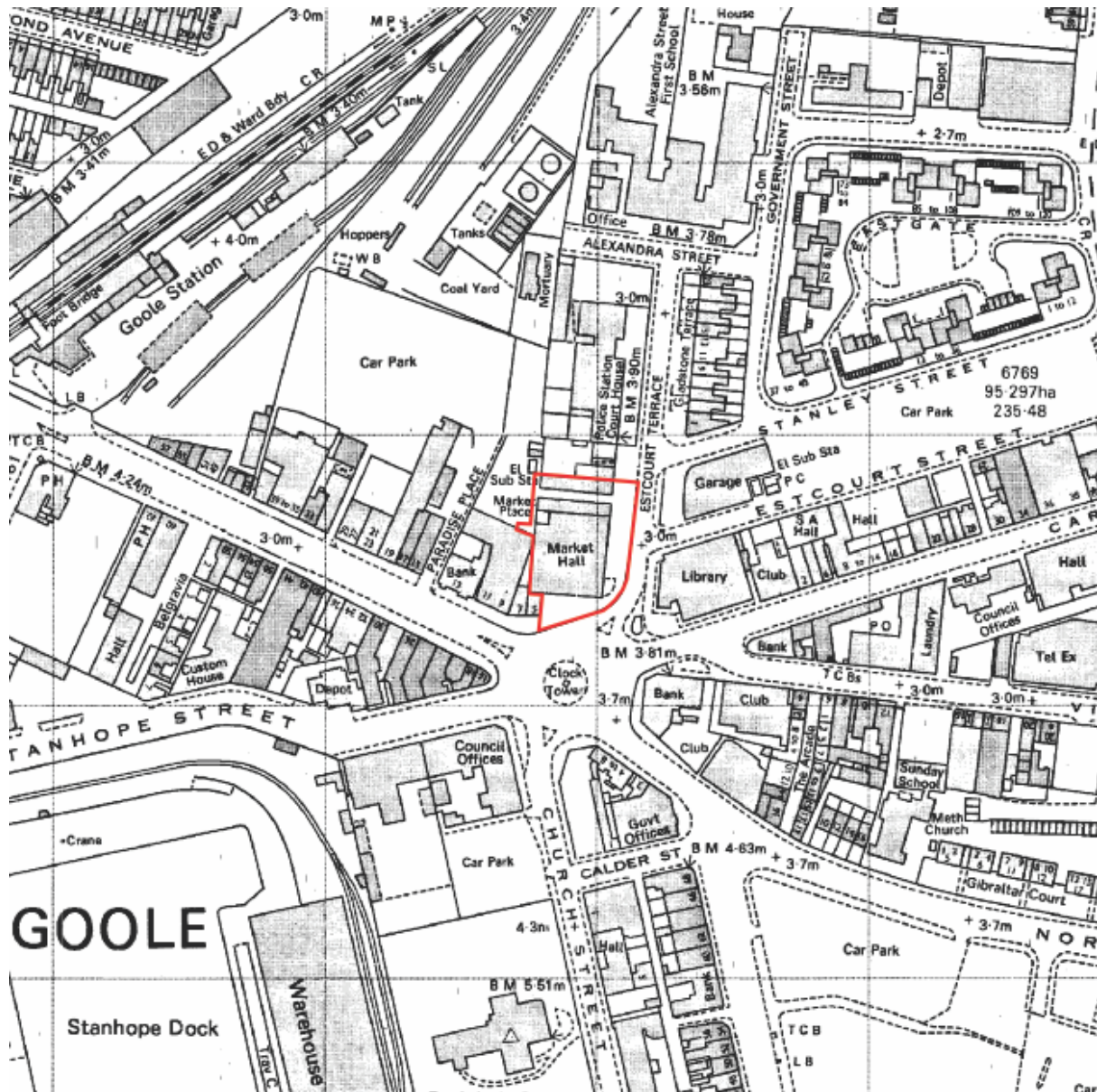


Figure 6: Ordnance Survey 1976-83

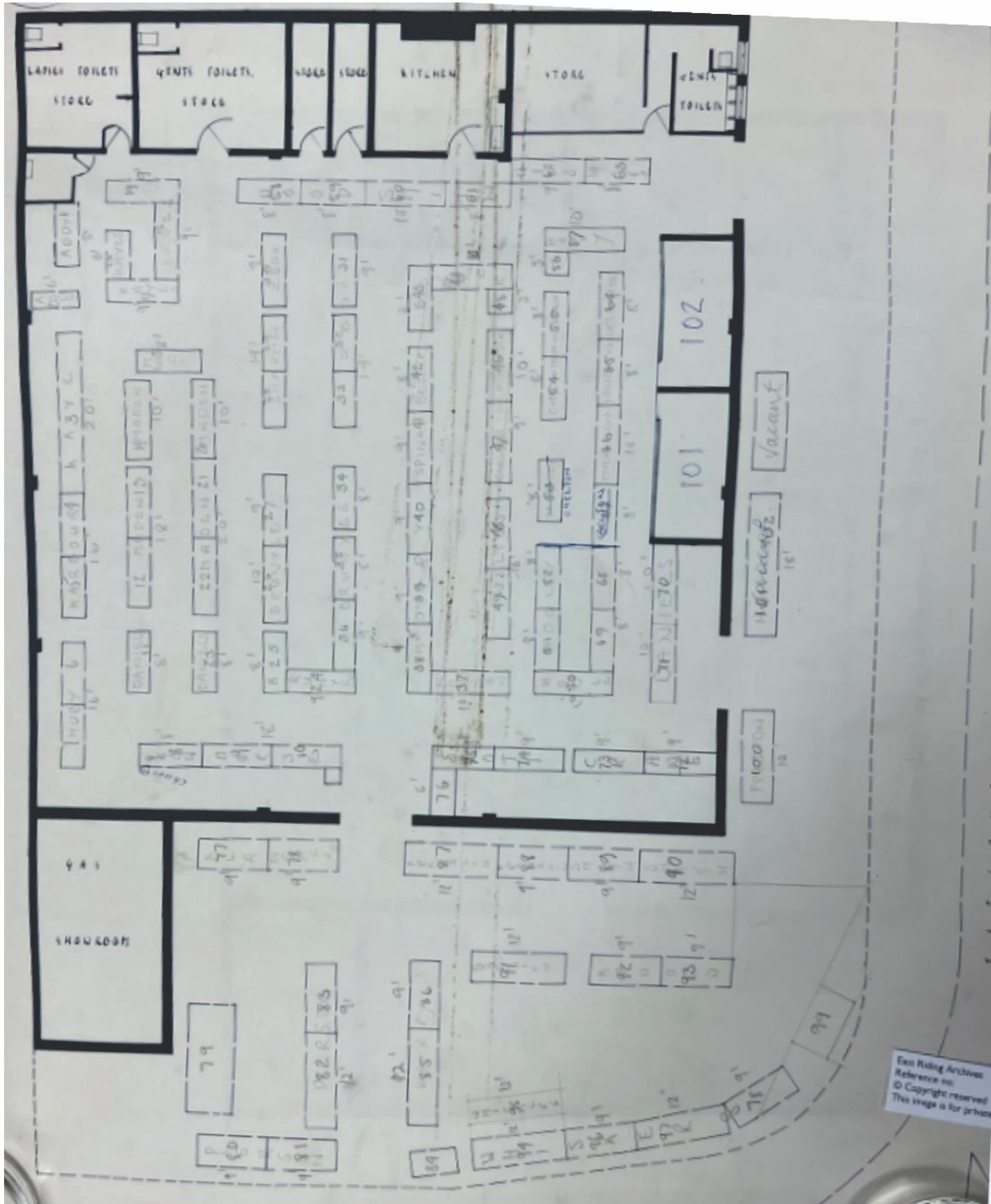


Figure 7: Arrangement of internal and external stalls in 1960s/70s. Note the kitchen, toilets and storerooms to the top of the image in the single storey-section which has since been demolished.



Figure 8: LiDAR imagery showing low-lying position and proximity to river

8.0 Plates



Plate 1: Goole Market Hall from the south with the clock tower in the middle of the roundabout



Plate 2: The Estcourt Terrace face of the market hall with the current side entrance and blocked side entrance in the pedimented bays



Plate 3: Modern glazing has been inserted across much of the north face



Plate 4: Interior looking south from the mezzanine

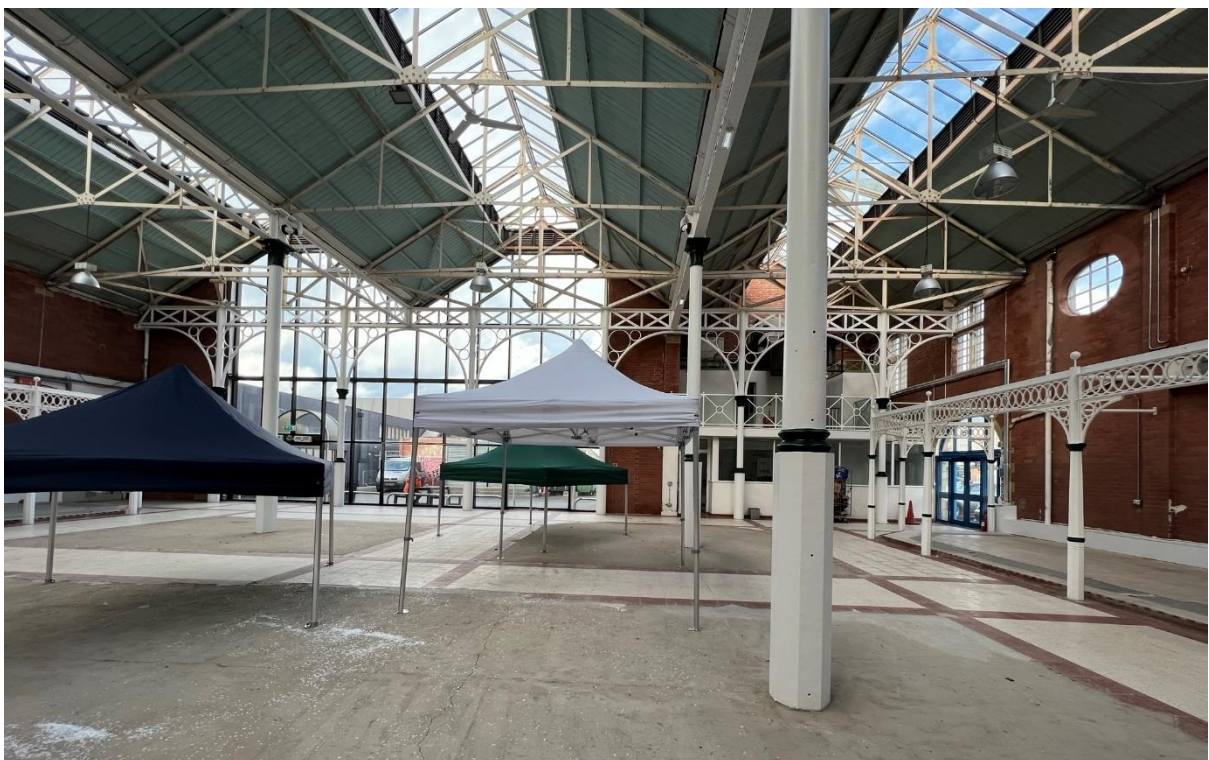


Plate 5: Interior looking north. Note the mezzanine to the rear on the right side



Plate 6: Office pods built into the mezzanine with stairs down



Plate 7: View along Estcourt Terrace showing relationship with the Grade II listed Police Station and former Magistrates' Court in the distance



Plate 8: Outdoor market stalls on Boothferry Road in c.1930. Note the Gas Showroom building where the florist is now located.



Plate 9: 1952 Aerial photograph showing apparently corrugated roof to Market Hall plus single-storey section to left (britainfromabove.org)

Appendix 1: Legislation and Planning Policy Context

Ancient Monuments and Archaeological Areas Act 1979 (AMAAA)

The Act is the primary legislation protecting archaeological remains within the United Kingdom. It identifies as a duty of the Secretary of State the need to compile and maintain a schedule of ancient monuments of national importance, to allow for their preservation, so far as possible, in their current (at the time of scheduling) state.

A statement setting out current Government policy on the identification, protection, conservation and investigation of nationally important (both scheduled and nationally important non-scheduled) ancient monuments was published in October 2013 (DCMS 2013).

Where works to scheduled monuments are proposed for development-related purposes, the Secretary of State has particular regard to the following principles:

- Only in wholly exceptional cases will consent be granted for works could result in substantial harm to, or loss of, the significance of a Scheduled Monument; and
- In cases that would lead to less than substantial harm to the significance of a Scheduled Monument the harm will be weighed against the public benefits of the proposal (DCMS 2013, para 20).

This legislative position is directly reflected in the National Planning Policy Framework (NPPF) which states that substantial harm to or loss of designated heritage assets of the highest significance “should be wholly exceptional” (CLG 2018, para 194b). Further, the NPPF states that in all cases the harm or loss must be weighed against the public benefit (paras 193 & 194).

Where consent is granted for works that could result in harm to, or loss of, the significance of a Scheduled Monument, conditions are expected to be imposed that provide for recording of information that adds to our understanding of the significance of that monument. Those conditions are likely to be designed to ensure that:

- the project design seeks to further the objectives of relevant international or national research frameworks;
- use is made of appropriately skilled teams with the resources to fully implement the project design to relevant professional standards (such as those published by the Institute for Archaeologists);
- the project design provides for the full analysis, publication and dissemination of the results, including the deposition of reports in the relevant Historic Environment Record (HER), to a set timetable; and
- provision is made in the project design for the conservation and deposition of the site archive with a local museum or other public depository willing to receive it (DCMS 2013, para 21).

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act (1990) highlights the importance of built heritage and Listed Buildings within the planning system. With regard to the Local Planning Authority’s (LPA) duty regarding listed buildings in the planning process, it states that:

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

In addition, Section 72 of the Act emphasises the value of Conservation Areas in built heritage planning. In relation to the duties and powers of the LPA, it provides that:

“With respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.

The National Planning Policy Framework (NPPF) 2021

This replaces all previous Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs) and revises the NPPF 2019.

Section 16 provides policy on ‘Conserving and enhancing the historic environment’. Planning decisions have to be made from a position of knowledge and understanding with respect to the historic environment. Paragraph 194 states:

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impacts of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation”.

In paragraph 190, it is made clear that a balance must be sought, on the one hand sustaining and enhancing the significance of heritage assets and the positive contribution that they can make to communities, and on the other in considering the positive contribution that a new development could make to local character and distinctiveness.

The impact on a heritage asset should be assessed in terms of the significance of that asset; the greater the significance, the greater weight should be given in that assessment. Any harm to, or loss of, the significance of a designated asset should require clear and convincing justification. Where substantial harm or loss is predicted, approval should be given only in exceptional circumstances for Grade II listed buildings, parks or gardens. For heritage assets of higher importance (Grade II* & I listed buildings and parks & gardens, scheduled monuments, protected wreck sites, battlefields and World Heritage Sites) approval for proposed developments that cause substantial harm should be ‘wholly exceptional’ (para 200). In all cases the harm must be weighed against the public benefit (para 201/202).

As a footnote to para 200 the NPPF 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.”

As is reflected in the DCMS 2013 statement on Government policy, it is made clear that undesignated heritage assets of national importance should be afforded the same consideration as designated assets of equivalent significance:

“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 affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset” (para 203);”

In addition, para 192 states that:

“Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:

- a) assess the significance of heritage assets and the contribution they make to their environment; and*
- b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future.*

Among the core planning principles, provision is made to “conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations” (CLG 2012, para 17).

National Planning Practice Guidance (2014, updated 2019)

The National Planning Practice Guidance (NPPG) was published by the Department for Communities and Local Government in March 2014, updated in 2019 and provides guidance for planners and communities which will help deliver high quality development and sustainable growth in England. In terms of heritage, guidance entitled ‘Conserving and enhancing the historic environment’ sets out information with respect to the following:

- the recognition of the appropriate conservation of heritage assets forming one of the ‘Core Planning Principles’ that underpin the planning system;
- what the main legislative framework for planning and the historic environment is (Planning (Listed Buildings and Conservation Areas) Act 1990; Ancient Monuments and Archaeological Areas Act 1979; and Protection of Wrecks Act 1973);
- a definition of ‘significance’;
- why significance is important in decision-taking;
- the considerations of designated and non-designated assets;

- the identification of non-designated heritage assets; and
- the considerations for when applications for planning permission are required to consult or notify English Heritage.

Non-Statutory Guidance

Historic England's Conservation Principles Policies and Guidance (EH 2008) defines the setting of historic assets as:-

"... the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape."

HE draws a distinction between 'setting' and 'context' (paragraphs 76 and 77) and the document makes it clear that whereas 'setting' involves a localised area, 'context' is a wider concept involving "any relationship between a place and other places, relevant to the values of that place".

Heritage values are considered under four main headings:

- Evidential Value derives from the potential for a place to yield evidence about past human activity
- Historical Value derives from the ways in which past, people and events can be connected through a place to the present
- Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place.
- Communal value derives from the meanings of a place for the people who relate to it.

Local Policy Guidance

At county level, the East Riding Local Plan sets out a long-term plan for development, including enhancing and conserving the area's heritage. The East Riding Local Plan is due to be adopted in 2016. Specific policies that include Bridlington Quay conservation area are contained in the Bridlington Town Centre Area Action Plan 2012-2021 (AAP) and the Bridlington Town Centre and Marina Supplementary Planning Document.

Specific to the conservation area, the Bridlington Quay Conservation Area Character Assessment Publication Document (CACA) examines its special qualities and character, opportunities for improvement and threats to the area.

Other relevant council policies and strategies include the Community Plan, Business Plan, as well as ones that cover trees, flood risk and coastal management, renewable energy, climate change, the local economy, tourism and culture.

Appendix 2: Assessment Methodology

Built Heritage

Built heritage includes listed buildings, conservation areas, registered parks and gardens, and scheduled monuments. It also includes non-listed buildings of local architectural or historic interest which are included in the Historic Environment Record. All statutorily protected built heritage assets are of national importance.

The historic built environment is assessed in accordance with the procedures set out in Historic England Advice Notes. Of particular significance in this report is Conservation Principles, Policies and Guidance (Historic England, 2008). This document provides a methodology for considering the significance of an historic asset in terms of four core values. These values are:

- Evidential Value derives from the potential for a place to yield evidence about past human activity
- Historical Value derives from the ways in which past, people and events can be connected through a place to the present
- Architectural and Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place
- Communal value derives from the meanings of a place for the people who relate to

Also considered of relevance to its significance is an asset's setting. Conservation Principles Policies Guidance defines the setting of historic assets as: -

the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape

HE draws a distinction between 'setting' and 'context' (paragraphs 76 and 77) and the document makes it clear that whereas 'setting' involves a localised area, 'context' is a wider concept involving "any relationship between a place and other places, relevant to the values of that place".

Guidance on assessing the significance of setting is given in The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning: 3 (2nd Edition) (Historic England 2015). Within this document a staged approach is proposed:

Step 1: identify which heritage assets and their settings are affected

Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset

Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance

Step 4: explore the way to maximise enhancement and avoid or minimise harm

Step 5: make and document the decision and monitor outcomes.

The most recent guidance provided on assessing cultural heritage impacts, Principles of Cultural Heritage Impact Assessment in the UK (IEMA, IHBC and CIFA, 2021), emphasises the importance of and

difference between describing a cultural heritage asset and understanding its significance in order to attribute importance and make informed judgements on potential harm.

Buried Heritage

The buried heritage (archaeology) has been considered through desk-based assessment. A full list of referenced sources is provided and references are given. Staff at the North Yorkshire Historic Environment Record (HER) gave advice and information about known archaeological sites of interest in the vicinity of the study area, and where relevant, these were further investigated. Relevant primary and secondary sources were consulted where available. Additional sources consulted included:

- information available on a variety of internet sites including, The National Archives (<http://discovery.nationalarchives.gov.uk/>) and the Archaeology Data Service (<http://ads.ahds.ac.uk/>); the Heritage Gateway (www.heritagegateway.org.uk); and data from PastScape (www.pastscape.org.uk). A full list of sites accessed is presented in the Bibliography section;
- cartographic sources held by the Ordnance Survey and Promap (www.promap.co.uk);

The historical development of the site has been established through reference to these sources and is described in the Baseline Conditions section of this report. This has been used to identify areas of potential archaeological interest. Each area of archaeological potential has been assessed for its archaeological significance in geographical terms, although it should be noted that despite the national policy guidance's reliance on geographical significance, there is no statutory definition for these classifications:

International – cultural properties in the World Heritage List, as defined in the operational guidelines for the implementation of the World Heritage Convention;

National – sites or monuments of sufficient archaeological/historical merit to be designated as Scheduled Ancient Monuments. Other sites or monuments may also be considered of national importance but not appropriate for scheduling due to current use(s) or because they have not yet been fully assessed;

Regional – sites and monuments of archaeological or historical merit that are well preserved or good examples of regional types or that have an increased value due to their group associations, regional rarity or historical associations.

Local – sites and monuments of archaeological or historical interest but that are truncated or isolated from their original context and are of limited use in furthering archaeological or historical knowledge.

Negligible – areas of extremely limited or no archaeological or historic interest. These commonly include areas of major modern disturbance such as quarries, deep basements etc.

The concluding chapter of this document summarises the findings and provides an opinion on the potential for archaeological remains to be identified, the likely importance of such remains should they exist and the likely impact of the proposed development. Recommendations for further work are provided.