



Historic England

SUMMARY OF

WRITTEN REPRESENTATIONS

ON BEHALF OF THE

HISTORIC BUILDINGS AND MONUMENTS COMMISSION FOR ENGLAND

(HISTORIC ENGLAND)

(“HBMCE”)

Application by

Highways England for an Order granting Development Consent for the

A63

Castle Street Improvement Scheme, Kingston Upon Hull

PINS Reference No: TR010016

HBMCE Reference No: 20016278

1. The Historic Buildings and Monuments Commission for England (HBMCE).

1.1 The Historic Buildings and Monuments Commission for England is generally known as Historic England. However due to the potential for confusion in relation to “HE” (Highways England and Historic England), we have used “HBMCE” in our formal submissions to the examination to avoid confusion. HBMCE was established with effect from 1 April 1984 under Section 32 of the National Heritage Act 1983.

2. Our role

2.1 The general duties of HBMCE under Section 33 are as follows:

“...so far as is practicable:

- (a) to secure the preservation of ancient monuments and historic buildings situated in England;
- (b) to promote the preservation and enhancement of the character and appearance of conservation areas situated in England; and
- (c) to promote the public’s enjoyment of, and advance their knowledge of, ancient monuments and historic buildings situated in England and their preservation”.

We also have a role in relation to maritime archaeology under the National Heritage Act 2002 and advise Government in relation to World Heritage Sites and compliance with the 1972 Convention Concerning the Protection of the World Cultural and National Heritage.

2.2. HBMCE’s sponsoring department is the Department for Digital, Culture, Media and Sport, although its remit in conservation matters intersects with the policy responsibilities of a number of other government departments, particularly the Ministry of Housing, Communities and Local Government, with its responsibilities for land-use planning matters.

- 2.3. HBMCE is a statutory consultee providing advice to local planning authorities on certain categories of applications for planning permission and listed building consent, and is also a statutory consultee on all Nationally Significant Infrastructure Projects (NSIP). Similarly HBMCE advises the Secretary of State on those applications, subsequent appeals and on other matters generally affecting the historic environment. It is the lead body for the heritage sector and is the Government's principal adviser on the historic environment as well as administering and advising the Secretary of State on applications for Scheduled Monument Consent (SMC), although in the case of an NSIP the DCO negates the need for a separate SMC.
- 2.4. In light of its role as a statutory consultee, HBMCE encourages pre-application discussions and early engagement on projects to ensure informed consideration of heritage assets and to ensure that the possible impacts of proposals on the historic environment are taken into account. In undertaking pre-application discussions for a scheme such as this, the key issue for HBMCE is ensuring that the significance and the impact on that significance of any heritage assets that may be affected is fully understood; that any proposals to avoid, or mitigate that impact have been considered and can be secured, and that the decision maker is fully informed and can be satisfied that there is clear and convincing justification for any harm with great weight given to the asset's conservation. Any harmful impact on the significance of a designated heritage asset should be weighed against the public benefit of development, recognising that the greater the harm to the significance of the heritage asset, the greater the justification that will be needed for any loss.

3.0 Our Written Representations.

- 3.1 With regard to these Written Representations our role is to set out HBMCE's position in relation to the significance of the designated and non-designated but nationally important heritage assets affected by the Scheme that it has engaged on, and the impact of the Scheme on the significance of those assets, including any contribution made by their settings to their significance.

3.2 HBMCE supports in principle the aspiration behind the A63 Improvement Scheme, but have concerns that it fails to minimise harm to three specific elements of the historic environment, being:

- Listed Buildings
 - The Earl de Grey public House (NHLE 1297037), Listed Grade II
 - Castle Buildings (NHLE 1208094), Listed Grade II
- Nationally important but non-designated archaeological deposits
 - The Trinity Burial Ground
 - Archaeology along the route of the A63
- The Old Town Conservation Area.

3.2.1 To take each of these elements in turn:

3.3. The Earl de Grey public house

3.3.1 The Grade II listed Earl de Grey Public House is one of two surviving structures representing the historic streetscape of Castle Street, one of the oldest routes into Hull, along with the Grade II Listed Castle Buildings.

3.3.2 The Grade II Listed Earl de Grey Public House (originally known as the Junction Dock Tavern) faces onto Castle Street and figures prominently in the history of Hull. It is believed to have been constructed in the early-mid C19 as part of a block comprising 6, 7 and 8 Castle Street. It is a rendered brick with faience (glazed and decorative tile) ground floor of circa 1913, slate roof, three-storeys. It is a good example of a C19 pub altered in the early C20 through the addition of an elaborate faience shopfront. It is one of only a few early buildings left remaining on the western half of Castle Street, one of the oldest routes into Hull, and is important as a physical reminder of dock life in this part of the town.

3.3.3 The Earl de Grey has meaning for the people and diverse communities that frequented the building during its long history as a public house due to its connection to the shipping and deep sea fishing industry. The building has considerable communal heritage value and has 'high value' due to its considerable historic interest and the architectural interest of the faience

shopfront. HBMCE therefore disagrees with the 'medium value' ascribed to the Grade II Listed Earl de Grey Public House in para 8.9.17 (page 30) of the Cultural Heritage Assessment (Volume 6, Appendix 6.8 Cultural Heritage Assessment, A63 Castle Street Improvement, Hull).

3.3.4 The Scheme proposes the dismantling of the Grade II Listed Earl de Grey Public House. Work No.30 'Work to listed buildings – Castle Buildings and Earl de Grey; partial demolition of Earl de Grey and partially rebuilding approximately 3 metres to the north of existing position'. However, apart from archaeological recording (not specified) prior to and during the dismantling, no additional mitigation has been proposed (para 8.8.9 (page 27) of the Cultural Heritage Assessment (Volume 6, Appendix 6.8 Cultural Heritage Assessment, A63 Castle Street Improvement, Hull).

3.3.5 HBMCE considers the impact of dismantling of the Earl de Grey with no detailed scheme for its rebuilding would result in substantial harm to the significance of the Grade II Listed Building.

3.3.6 HMBCE considers that the minimum necessary requirement is that a detailed method statement should be provided for the taking down and rebuilding of this listed building. A detailed method statement should also be provided for the moving of the faience shopfront. A timetable for the rebuilding should also be agreed with Historic England and Hull City Council.

3.4 Castle Buildings.

3.4.1 The Grade II Listed Building Castle Buildings is located a few metres west of the Grade II Listed Earl de Grey Public House. We understand that the Scheme proposes the partial demolition of the Grade II Listed Castle Buildings.

3.4.2 Part of the Listed Building (the part identified in the most recent list description dated 26 July 2017 as being 'attached to the southern corner of the building is 13 and 14 Castle Street, which is heavily altered and damaged by fire, and is excluded from the listing) was demolished in December 2018. It should be

clarified whether any further demolition of this Grade II Listed Building is required for the purposes of the Scheme.

- 3.4.3 Castle Buildings was constructed in 1900 as the offices of steamship owners and brokers. It is designed in the Renaissance Revival Style by B S Jacobs of Kingston upon Hull and uses mellow brick with ashlar dressings and a slate roof, two storeys plus attic. It has a striking curved frontage that takes full advantage of its prominent corner location on one of the oldest routes into Hull. The building's original function as a shipping office remains legible through the numerous historic features retained in the interior. There is clear differentiation between more formal meeting spaces, offices and the general public. Being located close to the docks it is an important physical reminder of Hull's maritime history and trading links, and has been occupied by a succession of maritime-related tenants throughout its history until the 1970s.
- 3.4.4 The principal elevations of the building consist of five two-storey bays along Waterhouse Lane and six bays curving around the corner frontage, the last three of which rise to three storeys. The distinctive form of the building combined with the polychromatic treatment of the elevations and four chimneys make this a distinctive landmark building particularly in views from the west.
- 3.4.5 We consider the Castle Buildings 'high value' by virtue of its considerable special architectural and historic interest deriving from its architectural character, landmark qualities and the remarkable survival of its original interior. HBMCE disagrees with the 'medium value' ascribed to the Grade II Listed Castle Buildings in para 8.9.16 (page 30) of the Cultural Heritage Assessment (Volume 6, Appendix 6.8 Cultural Heritage Assessment, A63 Castle Street Improvement, Hull).
- 3.4.6 The Scheme proposes the partial demolition of the Castle Buildings. However, it is unclear how much of the Listed Building and which parts are proposed for demolition or the manner in which the retained portions are to be identified and secured during the demolition phase in order to protect the Listed Building.

3.4.7 The Environmental Statement supporting documentation identifies that during the construction of the Scheme there would be temporary significant adverse effect and a permanent significant adverse effect on the Castle Buildings (8.1.3) as a result of the construction of the Scheme. HBMCE agrees that there is the potential for a permanent significant adverse effect on the Listed Building, however the extent of the impact is heavily dependent on the quality of the new public realm and landscaping works within its setting.

3.5 The Nationally important but non-designated archaeological deposits.

3.5.1 This is comprised of:

- The Trinity Burial Ground, and
- The archaeological deposits along the route of the A63 improvement corridor

3.6 The Trinity Burial Ground

3.6.1 Located at the west end of the A63 corridor, the Trinity Burial Ground was in use at a critical period in the history of Hull; it was at this time (1783 to 1861) that Hull expanded dramatically from a walled medieval town to the primary industrial scale commercial, fishing and whaling centre on the north east coast. As a consequence of this expansion, the population of Hull changed dramatically in terms of population numbers (from 22,161 in 1801 to 65,670 in 1841), but also in terms of its make-up by class and origins (as a result of internal migration and migration from further afield as was common in maritime centres). Archaeological evaluation of the site conducted in 2015 estimates that the likely population size of that portion of the Trinity Burial Ground to be removed to accommodate the Scheme is in the region of 16,255 individuals. Also located at the eastern periphery of the Trinity Burial Ground are the buried remains of a Georgian period gaol which is also to be removed to accommodate the construction of the Scheme.

3.6.2 The Trinity Burial Ground has high 'evidential' value as it has considerable archaeological potential and the capacity to tell us a great deal about what we do not currently know about the population of Hull at a critical period in its history. There is considerable historical value as the cemetery has the potential to illustrate the manner in which known burial and social practice

changed over time and it may be possible to link the site to named individuals. The site has some communal value as a public open space, but this value can be enhanced through the proposed community heritage project identified in the archaeological mitigation strategy.

- 3.6.3 We consider that the position adopted by the Diocese and Highways England with regard to the assessment and research of an appropriate sample size of the buried human remains is contrary to agreed and published best practice for the treatment of human remains excavated from Christian burial grounds and fails to meet the requirements of para 5.140 of the NNNPS.

3.7 The archaeological deposits along the route of the A63

- 3.7.1 The archaeological deposits along the route of the A63 corridor are complex, potentially deep, but may also include impact on a designated heritage asset, being the scheduled monument of the Beverley Gate (NHLE 1430250).

- 3.7.2 The archaeological deposits along the A63 development corridor are more than just archaeological remains from a number of periods. The low-lying estuarine location of Hull means that its potential for the successful application of geoarchaeology, and palaeoenvironmental approaches to recover data relating to its pre and early prehistoric environmental and landscape context is considerable. The value of this information is that it would provide information on the earlier and prehistoric environment of the immediate locality and region, but would also provide environmental context for a range of projects currently underway, such as the developing understanding of glacial and post glacial impacts in the north of England and the significance of 'Doggerland', the area of land that connected the British Isles with continental Europe. HBMCE considers these deposits to be nationally important, but non-designated.

- 3.7.3 In considering the impact of the proposal on the significance of the Beverley Gate scheduled monument and the nationally important but non-designated archaeological remains, HBMCE considers there is insufficient information in the DCO supporting documentation to understand how the works will be undertaken and therefore it is not possible to assess or understand the extent

of the impact of the proposed works on the significance of the heritage assets. This lack of detail is further complicated by considerable confusion and contradiction in the supporting documentation, such that there is no clear assessment of the value, significance and potential of the archaeological deposits, and as a consequence no clear archaeological mitigation strategy.

3.8 The Old Town Conservation Area.

3.8.1 The route of the A63 Castle Street passes through the Old Town Conservation Area at the eastern end of the route, between Market Place and Queen Street. Approximately 900m of the route will have a direct physical impact on the conservation area. c. 370m of the route runs along the northern boundary of the Old Conservation Area (Southern Part) and c.520m of the route runs fully within the Old Town Conservation Area.

3.8.2 No permanent effects of the Scheme are identified in the ES, however HBMCE considers that this depends heavily on the public realm and landscaping scheme for the interface of the A63 corridor and the junctions with the conservation area and the setting of the Grade I Listed Buildings within it. In its current form HBMCE considers that there is insufficient information in the ES to understand the impact of the Scheme on the significance of all of the Grade I Listed Buildings and the Conservation Area.

4. Summary and Conclusion.

4.1 HMBCE considers that there remain to be addressed important issues requiring action and clarification by the Applicant and we have concerns that the suggested approach to development fails to minimise harm to the historic environment. Specifically there is a lack of information concerning:

- The Earl de Grey public house, and the proposals for its demolition, relocation and reconstruction
- The Castle Street Chambers, and the proposals for its partial demolition
- The Old Town Conservation Area, and the impact of the Scheme on Listed Buildings and the landscape treatment between the interface of the A63 and the conservation area.

- The scheduled Beverley Gate. There is no clarity on what works are required or why and whether they will be within the scheduled area.
- The Trinity Burial Ground. We do not consider that the proposed archaeological and post-excavation strategy is consistent with nationally agreed good practice on the treatment of human remains from Christian burial grounds.
- Non-designated but nationally important archaeological deposits. The supporting documentation outlining the proposed archaeological mitigation strategy is confused, lacking in detail and contradictory.
- The criteria for assessment. Whilst we understand that the approach is the standard approach used by Highways England, we consider that it is inappropriate for the assessment of heritage assets.

4.2 HBMCE considers the following to be the impact of the scheme on heritage assets:

- (a) The Scheme will result in substantial harm to the Grade II Listed Earl de Grey Public House.
- (b) The Scheme has the potential to cause less than substantial harm to the Grade II Listed Castle Street Chambers, the Old Town Conservation Area and the Grade I Listed King William III Statue.
- (c) The scheme will result in an unknown level of harm to the Scheduled Beverley Gate.
- (d) The scheme will result in harm to the non-designated but nationally important human archaeological remains at the Trinity Burial Ground.
- (e) The scheme will result in substantial harm to non-designated but nationally important archaeological deposits and remains through the lack of clarity around the archaeological mitigation strategy.