

Fountain House Hotel
Church Street, Hayes
Hillingdon

Heritage Statement & Impact
Assessment

November 2021





Unit 1 Carnforth Station
Carnforth, Lancashire LA5 9TR
01524 730382 / 07583152804
info@townscape.org.uk / www.townscape.org.uk

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1. Introduction

- 1.1 Townscape has been commissioned by the owners of the Fountain House Hotel, Hayes, to produce this Heritage Statement of significance and Heritage Impact Assessment. It is to support a planning application for modernisation and development incorporating internal and external works.
- 1.2 Townscape are Chartered Town Planning and Heritage Consultants who serve public, private and community sector clients. We specialise in all aspects of our historic environment, heritage, planning and wider urban design.



Fig 1 Fountain House Hotel

2. Historic Description and Context

- 2.1 Fountain House Hotel is situated within the boundary of the Hayes Village Conservation Area. The property is not statutorily listed but is considered to be of local interest and is contained within a local list and identified as a contributor to the character of the conservation area and is afforded a degree of historic interest, primarily for its location and the buildings historical associations with George Orwell.
- 2.2 Fountain House Hotel is dated approximately 1912 and is presented as a two storey property appearing as two semi-detached properties and extended to the rear forming a broadly dog leg layout. The properties originally formed as the Hawthorns and The Briary, and were converted to school soon after construction.
- 2.3 Historically the building formed as semi-detached properties but soon converted to a school called the Hawthorns High School for boys to which George Orwell was a resident teacher for approximately 12 months. The building is of brick with render with twin projecting front facing gables.
- 2.4 The building is a mixture of red stock brick to principal front elevation, to the side (exposed) elevation consisting of an London stock brick, the remaining elevations are covered with render. The building has two different elements to its morphology, the front facing element has two central projecting pitch gables with pitch roof behind giving a wing like appearance. With later rear

extensions forming hotel accommodation and modern infill extension.

- 2.5 Historic map regression shows that the building as seen today was constructed between 1897-1912 and possibly replaced or amalgamated an earlier building on the site. However, the building displays a brick type, bond and style which is typically late Victorian. The change in brick face to the front elevation appearance which is typically early 20th century provides evidence that the building we see today is formed by either conversion or in part amalgamation of an previous on site building.
- 2.6 Historic map extracts indicate that the existing building was constructed between 1897 and 1912 and was built as a single entity giving the appearance of a semi-detached pair. However, map regression indicates that the plan form of the building remained the same up until approximately 1940, whereby the plan form of the building is split, showing a boundary between the properties. We can therefore conclude that the building was constructed as semi detached buildings sometime between 1897-1912, possibly converted soon after to a school between 1925-40. A later phase of development occurred in the forming the hotel we see today with its later rear additions.
- 2.7 The appearance of the property at two properties is not an uncommon design whereby two entrances one for the boys and separate one for the teachers, master and staff. It is therefore highly likely that whilst appearing as a pair of residential properties

as originally built, the property was never used for long term residential purposes.

- 2.8 The original building is part constructed in a red brick to the front elevation only, London yellow brick to the remainder. A plain clay tiled pitched roof with chimneys. The frontage is characterised by ground floor windows, with curved hood mouldings over. The main roof extends forward creating a partial cat-slide roof forms either side of the gable. Central projecting double gable with dentil detailing. Rectangular hood mouldings feature above the first floor.
- 2.9 To the rear the original projecting gable forms are extant however the original gap between them has been infilled with a single storey, flat roofed addition. The northern gable projection, whilst extant, has been substantially extended. The two-storey mid/late-20th century rear addition extends away from the original building, with the built form returning towards St. Mary's Road towards the rear of the site.
- 2.10 Internally the original plan form is evident and at ground floor the original proportions to some of the rooms can still be appreciated. For the most part the internal fabric is tired, with an accrument of later fixtures and fittings.
- 2.11 A number of detracting lean-to timber structures have been added to the building and site, particularly along the north-east boundary, in filling the gap between the neighbouring site. It is clearly evident





Fig 4 OS Map extract 6in 1938



Fig 5 OS Map extract 25in 1940





Side elevations





2.14 The Hayes Village Conservation Area - The Hayes Village Conservation Area is characterised by its rich and diverse townscape of historic buildings dating from the medieval period through to the 20th century, all set around open and green space. The sense of openness and verdant appearance contributes to the area's rural origins. Alongside the open space, a number of buildings and structures positively contribute to the conservation. The Hayes Village Conservation Area Appraisal (June 2015) provides a more detailed assessment of the conservation area and provides the following commentary:

2.15 The essential features and significance in terms of the special interest of The Hayes Village Conservation Area can be summarised as:

- It retains built evidence of the mediaeval village at Hayes, centred on the Church of St. Mary's and the hamlet at Wood End Green, which retain a strong sense of the former rural village character of the area.
- There are distinctive areas of interconnected open and wooded green spaces, including Barra Hall Park, which provide a setting for the village and a valuable community resource for the Borough.
- It has a richly varied townscape of historic buildings and building groups, dating from the medieval period and the 18th, 19th and 20th centuries.
- The area has an historic association with the noted author and journalist Eric Blair (George Orwell).
- The old village core, around the southern part of Church Road, is tightly developed. Elsewhere the building layout is less dense and provides a lower level of enclosure to the street scene. This highlights the contribution made by the trees and hedges to the local skyline. There are also gaps between buildings that allow views through to the rear gardens and beyond.
- There is a regular rhythm to the frontages of the later 19th century terraces (e.g. in Hemmen Lane and Church Walk), but the majority of the properties have more varied elevations, which contribute to the diversity of built form within the area.

- Most buildings are of two storeys and this is an important feature and characteristic in terms of the appearance of the Conservation Area. Although in some cases, houses have additional attic rooms with small dormers in the roof.
- In Hayes Village, the roof forms and chimneys of buildings are an important element in terms of animating the skyline. The variety of roof lines in Church Road is one of its positive features. In other areas, rooflines are more regular, with the exception of an old large roof extension to the northernmost property of Bell House.
- The majority of the old buildings and boundary walls are made of local brick. These are mainly of yellow/brown London stocks, while a range of brick types has been used for more recent buildings. A few older houses and some more recent ones are partly or completely rendered.

2.16 Church Road (southern part) Church Green, Lych Gate Walk and Hemmen Lane

- The appearance of Church Road between Hemmen Lane and St. Mary's Road has changed little over the last century, and its meandering route provides ever changing views. The varied roof forms and chimneys are prominent features. The greenery, which is generally such a dominant feature of the Conservation Area, is absent in this area because most of the buildings adjoin the footway and have no front gardens.
- Set back from the road, the Fountain House Hotel in Church Road is a local landmark in views looking east along Freeman's Lane. It also acts as a gateway feature at the entrance to the Conservation Area from the south. It has a plaque to George Orwell.

3. Significance assessment and criteria as a non-designated heritage asset

- 3.1 Due to the properties age, scale and architectural expression, it may be suggested that the property may be considered as a non-designated heritage asset (NDHA) and therefore holds a degree of significance. Understanding significance is a key principle for managing change to heritage assets and is embedded within current government policy in the NPPF (National Planning Policy Framework, 2021). A key objective in the NPPF is 'the desirability of sustaining and enhancing the significance of heritage assets.
- 3.2 The NPPF advises that the more significant the heritage asset, the greater weight should be given its conservation. English Heritage issued Conservation Principles in 2008 to explain the importance of understanding what is significant before making changes to a historic building. English Heritage set out four main aspects of significance: evidential (or archaeological), historical, aesthetic and communal.
- 3.3 Measuring significance is not an exact science; it relies on a combination of comparative analysis, an understanding of the building's development and architectural history and the setting. Assessments depend on using judgment in relation to the quality of the original design and fabric and the level of alteration. There are five main categories of significance that can be measured:

Exceptional – an asset important at the highest national or international levels, including scheduled ancient monuments, Grade I and II* Listed buildings and World Heritage Sites. The NPPF advises that substantial harm should be wholly exceptional.

High – a designated asset important at a national level, including Grade II listed buildings and locally designated conservation areas. The NPPF advises that substantial harm should be exceptional.

Medium – an undesignated asset important at local to regional level, including buildings on a Local List (non-statutory) or those that make a positive contribution to a conservation area. May also include less significant parts of listed buildings. Buildings and parts of structures in this category should be retained where possible, although there is usually scope for adaptation.

Low – structure or feature of very limited heritage value and not defined as a heritage asset. Includes buildings that do not contribute positively to a conservation area and also later additions to listed buildings of much less value.

Negative – structure or feature that harms the value of heritage asset. Wherever practicable, removal of negative features should be considered, taking account of setting and opportunities for enhancement.

In accordance with the NPPF, Fountain House Hotel is considered to be of Medium interest. The Hayes Village Conservation Area to be of high.

3.4 **Significance of Fountain House Hotel** - If a building is considered to be a building recognised as a non-designated heritage asset (NDHA), it ordinarily should be contained within a local list held by the Council which provides an assessment of the building in accordance with good practice.

3.5 For a building to be considered or determined suitable as a NDHA, it is good practice to evaluate the building against agreed criteria. A list of criteria has been produced by Historic England; Advice note 7 as updated Local Heritage Listing¹. The criteria include 10 categories which identify the special qualities of heritage assets. It is necessary for a building/structure to meet some of the criteria to be considered a non-designated heritage asset. I have provided commentary on the suitability of Fountain House Hotel in meeting the objectives of the criteria.

3.6 My response to the suitability of Fountain House Hotel being considered as a NDHA in accordance to in-force planning policy and is summarised in the following tables.

3.7 My assessment of Fountain House Hotel is that the building does merit its selection as a building to feature on a local list and therefore a non-designated heritage asset (NDHA). The building

¹ <https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/heag018-local-heritage-listing/>

whilst of limited architectural interest in comparison to other buildings in the CA, the building given its size, location and attributed association to George Orwell is considered to have medium interest.

Principal elevation – moderate

Side elevations – low due to degree of change

Rear infill – Low significance

Rear extensions – Low significance

Criterion		Description
1.	Age	The age of an asset may be an important criterion and the age range can be adjusted to take into account distinctive local characteristics.
2.	Rarity	Judged against local characteristics.
3.	Aesthetic Value	Intrinsic design value relating to local styles, materials or distinctiveness and local characteristics.
4.	Group Value	Groupings of assets with a clear visual, design or historic relationship.
5.	Evidential value	The significance of a local heritage asset of any kind may be enhanced by a significant contemporary or historic written record.
6.	Historic Association	The significance of a local heritage asset of any kind may be enhanced by a significant historical association of local or national note, including links to important local figures.
7.	Archaeological Interest	Archaeological interest if the evidence base is sufficiently compelling and if a distinct area can be identified.
8.	Designed Landscape	Relating to the interest attached to locally important designed landscape, parks and gardens.
9.	Landmark Status	An asset with strong communal or historical associations, or because it has especially striking aesthetic value. May be singled out as a landmark within the local scene.
10.	Social & Communal Value	Relating to places perceived as a source of local identity, distinctiveness, social interaction and coherence often residing in tangible aspects of heritage contributing to the collective memory of a place.

Criterion		Description
1.	Age	The building dates from the early part of the 20 th century with a range of both internal and external alterations and its age provides limited significance and historical merit.
2.	Rarity	The building type is not rare, in either its construction, material use or its general appearance. Two protecting gables are a common feature amongst semi detached properties. However, the building responds locally to its design and context.
3.	Aesthetic Value	The aesthetic value is principally as an example of its type. There is no distinguishing or distinct architectural language within the building and its decorative form is limited to early 20 th century design and is in general of poor quality. The building does provide architectural interest principally via its cross road location, its architectural expression is limited.
4.	Group Value	The building has limited group value with adjacent buildings in that the hotel was a later building whereas the CA consists of earlier 17/18 & 19 th Century buildings.
5.	Evidential value	There is no evidential value to the building. It was constructed for residential and latterly that of a small school and later hotel.

6.	Historic Association	The building has a moderate amount of historic association in that George Orwell was a teacher when the Hawthorns High School. Whilst Orwell resided at the school for just over 12 months. It is thought that during his teaching career, Eric Blair associated himself the George Orwell pseudonym.
7.	Archaeological Interest	There is no known, published records or evidence to support any archaeological interest.
8.	Designed Landscape	Not applicable. The building is not located within any formal or otherwise recognised landscape or formal designed garden.
9.	Landmark Status	The building by virtue of its setting and corner location, the building features as a landmark building, this is due primarily to its location than any distinct architectural themes.
10.	Social & Communal Value	The building is architecturally, historically and aesthetically limited. The building is not designed in any local style unique to Hayes. However, the building is visually strong within its local identity and is locally associated with an historical figure.

Heritage Impact Assessment

1. Scope and method of assessment.
 - 1.1 This impact assessment relies on the understanding of the building identified that is Fountain House Hotel. A brief understanding of the non-designated heritage asset and its significance has been discussed in the heritage statement.
 - 1.2 This impact assessment makes a judgment on the proposal for alterations both internal and external to the building, which result in an improved hotel building and environment capable of offering modern hotel accommodation.
 - 1.3 In assessing the impact of a proposal which entails impact upon a heritage asset, this assessment draws on a number of key guiding documents where applicable, such as English Heritage Conservation Principles, 2008 and Historic England Guidance, Historic Environment good practice advice in planning Note 3, The Setting of Heritage Assets, March 2017, where required.
 - 1.4 I have also considered the impact of the proposal upon the heritage asset by relating directly to the National Planning Policy Framework (NPPF) and Hillingdon Council Planning Policies.
 - 1.5 This report provides an appropriate level of significance assessment for this case, when 'considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal' The NPPF

advises that when considering the impact of a proposal 'great weight should be given to the asset's conservation. The more important the asset the greater the weight should be'. More weight is therefore given to assets of national importance such as listed buildings, than to local heritage, and more weight should be given to features and elements of high significance than those of lower importance.

- 1.6 Proposals may enhance, have a neutral impact or cause harm to a heritage asset. The level of harm may be slight, 'less than substantial harm' or substantial. The NPPF states that substantial harm to listed buildings (such as demolition or loss) should be exceptional, and it has to be very robustly justified. Where 'less than substantial' harm is likely to be caused, the harm has to be balanced against the public benefits. This level of harm can include removal or covering over of features

2. Description of Proposed Development, assessment of Impact on the heritage assets

- 2.1 The main thrust of the proposal is for the modernisation of the hotel, to upgrade all the accommodation to meet with 21st century accommodation standards for a small boutique hotel and to cater for full disabled access and accommodation. In addition, the intention is to provide an indoor coffee house for local public use and a small dedicated George Orwell exhibition which will reinforce the Orwell connection to Hayes Village.

2.2 Scope of works;

- The Church Road elevational treatment, will preserve the impressive original double gable design, together with the single-storey feature entrances, along with their tiled roofs. At present, the inappropriate arrangement whereby the flank South wall is rendered and painted, is vastly improved by the use of facing brickwork to match the Church Road West elevation. A low-key open porch roof will have tiling to match the West elevation. The existing windows on this South elevation are rearranged to provide a more balanced appearance and their actual design can be conditioned.
- SOUTH-WEST ELEVATIONS - The St. Mary's Road treatment for the (original) main front building maintains the simple gable and tiled roofs to the (original) rear extensions. The inappropriate fenestration and pipework have been removed.
- By forming a new two-storey addition set from along the street boundary, the hotel private terrace is "contained" in a gentle way, whilst still maintaining the fully-planted site boundary treatment. This new building is modest in scale – matching the existing rear built form and will provide an elegant boundary, being built in brickwork to match the main Church Road elevation and having a tiled mansard roof, which continues the feature tiled pitched roof of the adjoining rear buildings. Importantly, this new building allows the hotel gardens to be more private.
- In the rear part of the site on this South-West boundary, the existing hipped roof to the South-East block, which currently provides a very blank unattractive render to the street view, is being improved with the introduction of modern bay windows on the South-West, South-East and North-West elevations. The render colour will be changed (as indicated in the rendered views) to make this existing building more integrated with the surrounding established built form. This will greatly benefit the street scene, providing interest and improved fabric.
- COURTYARD/GARDEN AREA - The courtyard bedrooms will be provided with a covered walkway and balustrading with single column supports overlooking the garden and providing safe and weather-protected access to all rooms accessed from the garden. The lounge bar elevation will be full-height glazed sliding doors with part-glazed pitched roof – so as to provide good connection and aspect to this private terrace area.
- The form of the main Church Road building is maintained with its pitched tiled roofs to the rear extensions over the existing painted brick walls. The pitched roofs to the North-East and South-East blocks will be overhauled and maintained as existing.
- The garden will have simple planting to maximise the open space for residents enjoyment.

- NORTH-EAST BOUNDARY - This boundary adjoins an existing coach/bus yard (means of access is from Church Road). Flat roof extensions are proposed to the rear buildings adjoining this boundary so as to achieve satisfactory room sizes. In all cases, the existing tiled roofs are being maintained and overhauled. A fire escape path runs for the full length of the boundary, allowing access to either end of the site.
- Currently, windows overlook this boundary and windows will be included in the new brick walls. Full-height glazing will be provided to the fire escape staircases and escape doors.
- The boundary fencing will be repaired or renewed as required. The offices, staff room, luggage and laundry facilities will be provided in the new basement to the new two-storey extension, which has small, light walk to South and North.

2.3 Works are considered to be the minimum required to facilitate the change to the building. The retention of the intrinsic heritage aesthetic to the front elevation is to be commended and redevelopment to the other parts of the building is both logical in its layout. Overall, I find that the works proposed will not result in any harm deemed negative or substantial on the heritage asset.

3.0 Assessment of proposed development against Heritage Planning Policy Criteria; Nationally and Locally

3.1 This includes the provisions of the National Planning Policy Framework and the development plan for Hillingdon which comprises the Hillingdon Local Plan Part 2 Development Management Policies (adopted 202) and the London Plan 2021. We also consider the Hayes Village Conservation Area Appraisal, 2015. Please also refer to the accompanying Planning Statement.

POLICY DMHB 3 - The existing buildings and pitched roofs are being retained, some minor improvements are included in the proposals, which will retain the significance, appearance and character of the locally listed building.

POLICY DMHB 4 - The new development, including alterations and extensions to the existing buildings, are designed to enhance the character of the area and make a positive contribution to the local environment as follows:

- (a) The South flank wall – the main Church Road front building to have render removed and original brickwork restored.
- (b) Also on the South flank, to provide a traditional open porch with tiled roof to match existing roofs.
- (c) To make adjustments to windows and renew with brick arches and traditional boxed sashes to match existing West elevation treatment.

(d) To introduce a new two-storey building set well back from the street boundary with matching brickwork and tiled roofing.

(e) To introduce first floor extensions to the rearmost (at East end) building and to introduce colour to external rendering so as to better integrate the building with the local environment.

- 3.2 The scheme avoids any loss of buildings or historic street patterns. The existing, unkept rear garden area is to be enclosed, paved and planted, so as to make it more usable and private for the hotel occupants. The front garden areas are to be paved and landscaped to provide a more elegant and attractive feature in support of the locally-listed building.

POLICY DMHB 11 - The Local Plan requirements stated have been respected, as can be seen from the detailed drawings and the fact that the existing built form is being retained and enhanced in scale and harmony. The impact of the two-storey extension along the North boundary will be greatly minimised due to the retention of the existing trees along this boundary. There will be no overlooking since the new windows will only service bathrooms.

- 3.3 The heritage impact assessment as set out above has identified that overall, the proposal seeks consent for a refurbishment together with replacement extensions which would result in a slight positive impact to the overall aesthetic to the building.

- 3.4 Nationally, and in accordance with the principles of the NPPF, this might be classified as either 'substantial' or 'less than substantial' harm. Although no definition is provided as to what constitutes

'substantial' in such circumstances, the Planning Practice Guidance: 'Conserving and Enhancing the Historic Environment' states that "in general terms substantial harm is a high test so it may not arise in many cases".

- 3.5 The NPPF states that "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 securing its optimum use". The property is a non-designated heritage asset, therefore any identified harm is to be moderated taking account of the buildings status as a NDHA.

- 3.6 Whilst I have determined the level of intervention to result in a slight positive impact to both the building and wider conservation area, the building is not considered a designated asset, therefore no public benefits are required to be demonstrated. However, for completeness and to avoid doubt, the public benefits are as follows;

- 3.7 Whilst works are modest and involve updating, refurbishing and slight extension to the an existing building which is only determined to be of local interest only, the public benefits are also modest but do include the following;

- Enhanced hotel offering in Hayes to provide for economic stimulus/activity via overnight stays.
- Improved appearance of the building, strengthening and enhancing its visual landmark position and in doing so enhancing the conservation area.

- Provision of a coffee shop which will be publicly open and fully accessible, thus providing a public and social benefit in Hayes Village.
- A small George Orwell museum, supported by the Orwell Society, which reinforces the link between Hayes village, the building itself and George Orwell and actually provides for a direct link to the author and his history.
- Design which is correct, contextually responsive, enhances the appearance of the conservation area and reinforces the importance of local heritage buildings in Hayes Village.
- The proposed works can result in a greater appreciation to heritage buildings by way of increased numbers of people staying within the building.
- The proposal will provide for a fully accessible and inclusive hotel.
- The building will be thermally upgraded and alterations constructed to high environmental standards. The incorporation of energy reducing services will help reduce energy needs and carbon emissions

4. Local Planning Policy

- 4.1 Hillingdon Council Planning Policy Local Plan Part 2 DM Policies; DMHB3 Locally Listed Buildings and DMHB4 Conservations Areas , in particular, sets out that development should relate to its setting to strengthen, enhance, protect or enhance local character as set out above. The proposal would refurbish an existing hotel providing for modern up to date accommodation, inclusion of a coffee shop and small George Orwell museum supported by the Orwell Society. The actual works to the building will see reordering of existing space

with new extensions and alterations, the principal front part of the hotel will remain for the post unaffected.

- 4.2 Internal works - Works internally involve the opening up and re-ordering of existing space. The removal to some of the original plan form of the building is unavoidable, and results in an improved layout, circulation and accessibility all of which is required to meet the needs for both in force accessible legislation but also to provide for an enhanced hotel offer.
- 4.3 To the rear elements, which are less significant, works will be more extensive and involve basement, replacement of accommodation wing
- 4.4 This heritage appraisal is written to fully understand the heritage asset that are in question and to provide an independent opinion on the proposal. At the heart of this consideration is the need to demonstrate whether the proposal would cause harm to the building, its setting and its significance.
- 4.5 The building has been assessed in both its significance and setting and to its contribution to the character of the conservation area. The principal works involve re-ordering of existing space both internally and externally there is no works that would undermine the buildings contribution to preserving the character of the conservation and thereby is in compliance with s72 of the TCPA (Conservation areas and Listed Buildings Act) 1990.

5. Conclusions

- 5.1 This report has considered the heritage implications of works proposed. The works proposed are informed, with a thorough understanding and regard for the NDHA, its context and significance. The significance of the building has been assessed and the resulting impact commented upon.
- 5.2 Government policy, as set out in the National Planning Policy Framework, requires that proposed changes to the historic environment are based on a clear understanding of the significance of any heritage asset and its setting, providing information so that the likely impact of proposals can be assessed.
- 5.3 The heritage assessment provided in this report is carried out in accordance with the historic environment policies in the NPPF and local planning policy and is intended to aid the assessment of any resulting planning application.
- 5.4 The crucial test and balancing act contained within the NPPF is whether the harm to the building is outweighed by the public interest and benefits of a proposal. There are now positive social, economic and environmental reasons to support such a proposal.
- 5.5 My conclusions have found that the proposed works will result in a positive impact to the NDHA and that the works will complement the building. I have listed the public benefits resulting from the proposals and these should be afforded great weight which outweigh any limited harm to the NDHA or the Conservation Area.

- 5.6 I believe the proposals strike a balance between the architectural and historic interest of the building and that the proposals as set out will not present any detrimental impact upon the non-designated heritage asset nor that of the conservation area in accordance with local and national planning policy.

Jason Alexander Kennedy, BSc, Dip TP, MA (UD), MRTPI, IHBC
Director

Townscape: Chartered Town Planning & Heritage Consultant Ltd.

www.townscape.org.uk

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