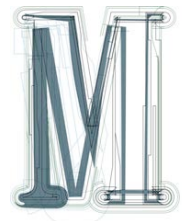


m b Heritage

Newall Church Hall
Newall Carr Road
Otley, LS21 2AU

Proposed Residential Development

Heritage Impact Assessment



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1.0 INTRODUCTION

1.01 This report sets out an assessment of the potential impacts upon the built historic environment arising from proposals for the change of use and adaptive conversion of Newall Church Hall, Newall Carr Road, Otley, LS21 2AU (the site) along with the erection of 4 no. new dwellings on land to the north-east. The proposals are to be the subject of a planning application to be submitted to Leeds City Council.

1.02 The site extent, centred on NGR: SE20013 46448, is shown at Figure 1:



Figure 1: Site Extent

1.03 The site is located to the east side of Newall Carr Road to the north of the town centre and north of the River Wharf. It comprises a standing building, known as Newall Church Hall, set to the site frontage and areas of made ground/scrubland, formerly part of a farm holding, to the north and north-east. The Hall was constructed 1927-28 (foundation stone dating) as a Sunday School for the Otley Parish Church and is now vacant.

- 1.04 No currently recorded designated, as recorded on the National Heritage List for England fall within the site or within the locality. As discussed below, the Hall is considered to hold architectural and historic interest in the local context to be a non-designated heritage asset. The site forms part of a wider area of land associated with a probable medieval house, Newall Old Hall, recorded on the West Yorkshire Historic Environment Record. Potential development impacts upon the retained former Sunday school building and upon the archaeological resource of site are assessed within this Assessment report.
- 1.05 The Assessment is informed by a Built Heritage Statement of Significance (m.b. Heritage. 2023) which was submitted as part of pre-application consultation with the local planning authority. The Statement sets out the historic background to the site, relevant historic environment records and provides an assessment of the retained heritage values of the Church Hall building and the archaeological potential of the site. A copy of the Statement is provided for reference purposes at Appendix 1 of this report.
- 1.06 The Statement is structured as follows:

Section 1 – Introduction

Section 2 - Policy Context and Guidance

Summarises the principal policy and best practice guidance relevant to the assessment.

Section 3 – Baseline Assessment of Significance

Sets out an overview of historic environment baseline information, including mapping information, relevant to the site. Identifies those heritage assets potentially affected by the development.

Section 4 - Assessment of Significance and Development Impact

Assesses the potential impact of the development proposal upon the significance of heritage assets falling within the vicinity of the site and where appropriate, makes recommendations on measures to remove or reduce any harmful impacts identified.

2.0 POLICY AND ASSESSMENT GUIDANCE

Legal Context

- 2.01 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Listed Buildings Act) sets out a general duty for local planning authorities in respect of works affecting a listed building, to *“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.”*
- 2.02 Section 69 of the Listed Buildings Act enables local planning authorities to designate conservation areas, these being areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance. Section 72 requires that, in the exercise of planning duties, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas.
- 2.03 Case law (see particularly *East Northants DC v Secretary of State for Communities and Local Government* [2014] EWCA Civ 137) reaffirms that the duty imposed in the Act means that when considering whether to grant permission for development that may cause harm (substantial or less than substantial) to a designated asset (listed building or conservation area) and its setting, this a matter to which considerable importance and weight should be given. The presumption embodied within this statutory duty can be outweighed by material considerations powerful enough to do so. See also *James Hall v City of Bradford* [2019] EWHC 2899 (Admin) and *Pagham Parish Council v Arun District Council and Other* [2019] EWHC 1721 (Admin).
- 2.04 This approach is reflected in National Planning Policy Framework guidance.

National Planning Policy and Historic England Guidance

- 2.05 The protection and enhancement of the built historic environment is an over-arching environmental objective within the National Planning Policy Framework (the Framework) (paragraph 8). It indicates that ‘great weight’ should be given to the conservation of designated heritage assets (paragraph 199) (and the more important the asset, the greater the weight should be), conservation being defined as *“the process of maintaining and*

managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance” (Annex 2: Glossary).

2.06 Significance, for heritage policy, is defined in the Framework (Annex 2: Glossary) as:

“The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”

2.07 In undertaking any heritage assessment, the aim should be to demonstrate understanding of the nature of significance and the particular interest which contributes to that significance, the extent of the building fabric that holds this interest and its comparative level of importance. Historic England Advice Note 12, Statements of Historic Significance, Analysing Significance in Heritage Assets, 2019 (HEAN12), indicates that heritage assessments of significance should provide an impartial analysis of significance and the contribution of setting:

“A Statement of Heritage Significance is not an advocacy document, seeking to justify a scheme which has already been designed; it is more an objective analysis of significance, an opportunity to describe what matters and why, in terms of heritage significance.”

2.08 Historic England Advice Note 12 (Statements of Heritage Significance) advocates a staged approach to decision-taking in applications affecting heritage assets:

1. Understand the form, materials and history of the affected heritage asset(s).
2. Understand the significance of the asset(s).
3. Understand the impact of the proposal on that significance.
4. Avoid, minimise and mitigate negative impacts in a way that meets the objectives of the National Planning Policy Framework.
5. Look for opportunities to better reveal or enhance significance.

2.09 Further guidance on the assessment process is provided in Historic England Good Practice Advice in Planning 2, Managing Significance in Decision-Taking in the Historic Environment,

2015 (GPAP2). This notes that if there is apparent conflict between the proposed development and the conservation of a heritage asset, consideration *may* need to be given alternative means of delivering the development which leads to a more sustainable result which reduces potential harm to significance. This process, reflected in HEAN12 advice, should be undertaken before weighing the public benefits of a proposal against any harm.

- 2.10 In considering the extent of harm, Paragraph 200 of the Framework states that any harm to, or loss of, the significance of a designated heritage (from its alteration or destruction, or from development within its setting), asset should require ‘clear and convincing justification’. Paragraph 201 indicates that, where it is concluded that an application will lead to substantial harm to, or total loss of, significance to a designated heritage asset (particularly those of higher significance), authorities should refuse consent unless it can be demonstrated that:

“The substantial harm or loss is necessary in order to achieve substantial public benefits that outweigh that harm or loss.”

- 2.11 The Framework does not provide a definition of “substantial harm’ but National Planning Practice Guidance considers the process of assessing harm, stating that:

“Whether a proposal causes substantial harm will be a judgement for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework [.....] It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from the works to the asset of from development within its setting.”

- 2.12 Whilst the Framework itself does not define ‘substantial harm’, guidance must be taken from relevant case law which includes the 2013 case of Bedford BC v SSCLG [2013] EWHC 2847 (Admin) in which the High Court held that in order for harm to designated assets to be considered substantial, *“the impact on significance was required to be serious such that very much, if not all, of the significance was drained away... One was looking for impact which would have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced.”* The Bedford case sets a necessarily high threshold for a proposal to result in substantial harm, suggesting that there is little difference

in practical terms between the *substantial harm to*, and *the total loss of significance*, of a heritage asset.

2.13 Where *less than substantial harm* is identified to the significance of a designated heritage asset the Framework advises, at paragraph 202, that authorities should weigh the public benefits of the proposal against any harm identified.

2.14 Paragraph 203 indicates that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. A balanced judgement should be taken having regard to the scale of any harm or loss and the significance of the heritage asset.

2.15 Public benefits include heritage benefits and the National Planning Practice Guidance provides the following examples:

- *“Sustaining or enhancing the significance of a heritage asset and the contribution of its setting.*
- *Reducing or removing risks to a heritage asset*
- *Securing the optimum viable use of a heritage asset in support of its long-term conservation.”*

2.16 In any assessment, it is also important to have regard to the contribution made to the significance of a heritage asset by its setting and the contribution it may make to the significance of other assets. As regards setting this is defined by the Framework as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”

2.17 Historic England has published guidance in respect of the setting of heritage assets (Historic Environment Good Practice Advice in Planning, Note 3 (Second Edition), The Setting of Heritage Assets, 2017). It indicates, at paragraph 9, that:

“Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.”

- 2.18 The advice note sets out a staged approach to proportionate decision-taking and recommends a broad approach to assessment, undertaken as a series of steps that may be applied proportionately to complex and more straightforward cases (paragraph 19).

3.0 BASELINE ASSESSMENT

- 3.01 The Built Heritage Statement of Significance (Appendix 1) sets out a summary of baseline historic environment data relevant to the site and provides map regression and an overview of its historic development. A short summary of this is set out below.
- 3.02 No designated heritage assets, including records held on the National Heritage List for England (NHLE) or area-based designations such as conservations areas fall within the site or within its visual setting. Designated assets in closest proximity include the Grade II Listed Buildings the Yew Tree Public House (list entry 1200479), the unrelated Newall Hall (1135279) and the Poor Law Union Workhouse, now part of the Wharfedale General Hospital complex (1268414, 1268415, 1268416).
- 3.03 Given distancing and intervening built and landscape form, the site does not form part of the visual setting to these NHLE assets and evidences no historic association. The proposed development will have no visual impact upon the settings of these assets and no impact upon significance will arise.
- 3.04 The West Yorkshire Historic Environment Record (WYHER) records the site as part of a wider area of land associated with Newall Old Hall (PRN1401), the probable site of a tower house with peel tower. The hall was substantially altered and reconstruction during the 17th century and was in use as a farmhouse by the 19th century. The building was located to the south of the site and was demolished during the 1920s. The eastern section of the site, as evidenced by archaeological evaluation, may have, in part, been used as garden land associated with the Old Hall.
- 3.05 Historic mapping, comprising the 1845 tithe map and 1851 Ordnance Survey map, show a range of outbuildings, likely barns, to the site frontage and along the northern boundary, with garden and orchard land shown within the eastern section. The frontage buildings have been removed by the time of the publication of the 1890-91 OS map. The 1934 OS map confirms the demolition and clearance of the Newall Old Hall buildings and the construction of the Newall Church Hall, marked as 'Sunday School'. It also highlights the extensive residential sub-urban development which took place during the inter-war period, including estate

development around The Crescent to the north. The land to the east of the Church Hall is shown as a separate parcel of land and broadly establishes the current site boundaries. The land to the south is shown as a recreation ground with the site of the Old Hall marked.

- 3.06 Previous archaeological evaluation of the Newall Old Hall site noted the presence of earthwork remains in the location of the Hall and possible terraces and platforms associated with the house and its ground. Lane within the site to the east of the Church Hall was the subject of geo-physical survey in 2018 (Archaeological Services WYAS Report. 3127). Whilst this identified some trends of interest, likely relating to the remains of part of a structure and field boundary, much of the site is dominated by magnetic disturbance suggesting areas of made ground. The results, as assessed by WYAS, indicate that the archaeological potential of the site is low.

Newall Church Hall

- 3.07 The Built Heritage Statement of Significance (Appendix 1) sets out description of the retained Church Hall building and assesses the significance, or retained heritage values, of the building. This is summarised below:

Age: The Sunday School building was constructed in 1927-28 (foundation stone dating) as part of the inter-war sub-urban expansion of Otley which included residential estate development to the north. The comparatively late dating of the building, considered in isolation, does not contribute significantly to heritage value.

Rarity: The relationship of the Sunday School to the Parish Church does hold some rarity in the local context.

Architectural and Artistic Interest: The building adopts a simplified neo-gothic and Arts and Crafts design, using materials in part salvaged from the previous buildings within the site and potentially from the Old Hall buildings. The Church Hall holds architectural interest in the local context.

Archaeological Interest: The archaeological interest of the building is assessed as low.

Historic Interest: The past use of the wider site as the medieval manorial seat of the Fawkes family holds interest although above ground evidence of this past use has been largely lost. The standing Hall building is representative of a significant 20th century sub-urban expansion of Otley and the intangible historic association with the All Saints Parish Church is notable. The building also holds communal interest given its historic religious and educational use. The building holds historic interest in the local context.

Landmark Status: The building holds a degree of prominence in short distance views from Newall Carr Road where it contrasts with residential development to the north. It also holds local significance as part of the collective experience of the community as a historic destination and meeting place.

- 3.08 The Statement of Significance (Appendix 1) concludes that the Newall Church Hall building holds architectural and historic interest in the local context meriting assessment as a non-designated heritage asset. No changes subsequent to the production of the Statement have occurred which would alter this conclusion and as such, future development proposals should be assessed having regard to any potential harm to the heritage values of the building.

4.0 ASSESSMENT OF DEVELOPMENT IMPACT

Development Proposals

4.01 The development proposals comprise the following:

- The change of use and adaptive conversion of the Newall Church Hall to form 2 no. new dwellings each providing 2-bedroom accommodation. The units will be accessed via existing doors to the principal, west facing elevation and from a side-door set within the north elevation.
- No significance external works or alterations are proposed. New conservation style rooflights are proposed to the north and south facing pitches and new 'spandrel' glazing will be inserted to the upper sections of windows to each side elevation in the position of a new internal floor.
- Internally the space will be sub-divided to provide living accommodation with a new floor inserted. Existing division walls will be retained to allow the original lobby space to the west and ancillary spaces to the east to remain legible. No significant original decorative treatment will be affected.
- Amenity space and parking will be laid out to the east of the Hall with access taken via a new drive access to be formed to the north.
- The erection of 4 no. new dwellings on land to the east/north-east of the retained Hall building. These will comprise two detached dwellings and one pair of semi-detached houses.
- The houses will be constructed in a split faced stone with stone detailing and grey slate roof covering. Entrance porches will incorporate oak posts and window framing and rainwater goods will be in a white and block uPVC.
- The new dwellings will be served via the new drive access with two new oak framed covered parking bays provided between Units 1 and 2 and along the north boundary.
- Existing trees and shrubs to the site boundaries will be retained.

4.02 Further details of the proposals will set out within the application documents, and Design and Access Statement, produced by Enjoy Design.

- 4.03 The development proposals have been the subject of pre-application consultation with Leeds City Council Officers and the written feedback received (letter dated 11th September 2023). In respect to design and heritage matters the feedback welcomed the retention of the Church Hall as a non-designated heritage asset and considered that, in principle, two apartments would likely provide a very good level of amenity and living conditions for future occupants. Some concerns were expressed regarding the initially proposed layout which showed two pairs of semi-detached houses orientated on a broadly east-west axis. Whilst the siting of the semi-detached houses (Units 3 and 4) at the head of the site was supported, the feedback recommended rotating Units 1 and 2 to face north or south along with the provision of wider plots to provide separation and more space around the retained Church Hall.
- 4.04 The submission proposals address these comments through the revision of the Unit 1 and 2 to form two detached dwellings with main elevations orientated to the north and south and providing greater separation and extent of amenity land.

Development Impact

- 4.05 Having regard to the baseline assessment set out in section 3 (and detailed within the Built Heritage Statement of Significance, Appendix 1), it is considered that the principal development impacts, in heritage terms, will be those upon the retained significance of Newall Church Hall and its setting. An assessment of these impacts is set out below and is undertaken having regard to Framework and Historic England best practice guidance.
- 4.06 The proposed retention and adaptive conversion of Newall Church Hall is considered to be a positive intervention, bringing heritage benefits, in order to secure the future use and maintenance of the building. The works to the building will have minimal impact upon the external fabric of the building and are limited to those required to accommodate the two apartments. The installation of new rooflights to the north and south roof pitches will affect original fabric although the use of a 'conservation' style rooflight, set flush to the plain of the roof tiles, will minimise visual impact. The two pitches are also screened by existing trees in views from the south which will further limit the visual impact although the new drive access will open out the north elevation and allow the new rooflights to this pitch to be visible. This will however be from a relatively short section of Newall Carr Road and the installations will not affect views directly onto the principal west facing façade of the building.

- 4.07 The installation of new spandrel glazing to the upper sections of windows to the north and south elevations will mask the installation of the new flooring although will allow the existing framing of the windows to be retained. The new glazing will remain recessed within the existing openings in order to maintain legibility. The intervention is considered justified in order to visually mask the new floor and the impact upon the external fabric of the building will be minimal.
- 4.08 The internal works will alter the spatial characteristics of the building, primarily through the horizontal and vertical sub-division of the original hall space although new partition walling had been minimised in order to retain some sense of the original space at ground floor. Original division walling to the entrance lobby and kitchen/meeting room spaces to the rear of the building will be retained with minimal loss of walling.
- 4.09 Whilst the proposed works of conversion will give rise to a degree of harm to the significance of the Church Hall it is considered that this harm will be very minor in extent and has been minimised as far as is practical. The principal elements contributing to the significance of the building, relating to external fabric and historic interest, will be sustained. Having regard to the heritage/planning benefits derived from the retention and new use of the building it is considered that this limited level of harm is outweighed having regard to the test set out in paragraph 203 of the Framework.
- 4.10 The land to the east of the Church Hall building is predominantly made ground and laid to scrub, distinct from the recreation ground space to the south. Whilst providing openness to the setting of the Hall its contribution to setting is relatively neutral although boundary trees and shrubs do provide a verdant character, particularly in views from the south and south-west. The land does not evidence past association with either the Church Hall or the earlier Old Hall and 17th-19th century farmstead. As such the proposed development of the land will not give rise to harm on an in-principle basis.
- 4.11 The arrangement of dwellings, following positive engagement with Council Officers, provides a relatively low-density scheme which will provide visual separation between the new buildings and maintain openness to the immediate east of the Hall. In the context of existing

built form on The Crescent to the north the new dwellings will not have a significant impact upon the composition of views towards the site from Newall Carr Road approaching from the south or from with the recreation ground. Whilst building will be brought forward within the view the retention and provision of boundary landscaping will filter visual impact. In the approach from the north the dwellings will be screened by existing built form. Significant views onto the main west and south facing elevations of the Hall will be retained.

- 4.12 The proposed scale of the new dwellings will reflect that of residential development to the north of the site and the setting back of the new buildings into the site will ensure that they will not challenge the comparative prominence of in the Hall in views from Newall Carr Road. The material treatment will also be in keeping with that of the Hall and boundary walling. Whilst some loss of walling is proposed in order to accommodate the new drive access, the majority of boundary walling will be retained to the site frontage. Removed stonework can potentially be re-used in boundary treatment to the curtilage of the Hall.
- 4.13 Overall, it is considered that the proposed new dwellings can be development without significant harm to the setting of the Church Hall.
- 4.14 As regards the archaeological potential of the site, previous evaluation, including geo-physical survey, has indicated that much of the site to the east of the Hall is made ground and has low potential. It is however recommended that further archaeological evaluation is secured prior to the development of the new dwellings. This can reasonable be conditioned and subject to the agreement of a Written Scheme of Investigation in consultation with the West Yorkshire Archaeological Advisory Service.

Summary

- 4.15 In overview, it is considered that the proposed development will secure positive heritage benefits through the retention and adaptive re-use of the Newall Church Hall building. The proposed works minimised the extent of impact upon the fabric of the building and the principal elements contributing to its architectural and historical interest will be sustained. Whilst a minor degree of harm to the Hall, as a non-designated heritage asset is identified it is considered that this is outweighed by the benefits of the new use.

- 4.16 The proposed new dwellings can be accommodated without significant harm to the historic and contemporary setting to the Church Hall. The scale, design and material treatment is sympathetic to the character of the Hall and will be in keeping with residential development to the north of the site. The new buildings will not unduly impact upon significant views onto the principal elevations of the Hall.
- 4.17 Subject to detailing and approval of materials, it is considered that the proposed development can be brought forward without causing any harm to the built historic environment or the significance of the Church Hall as a non-designated heritage asset. This is in line with Framework guidance and consistent with the 1990 Act.

REFERENCE SOURCES AND BIBLIOGRAPHY

Ministry of Housing Communities and Local Government. 2023. National Planning Policy Framework
National Planning Practice Guidance

Historic England. 2017. Historic Environment Good Practice Advice in Planning, Note 3 (Second
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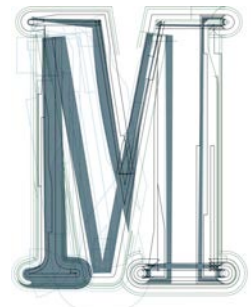
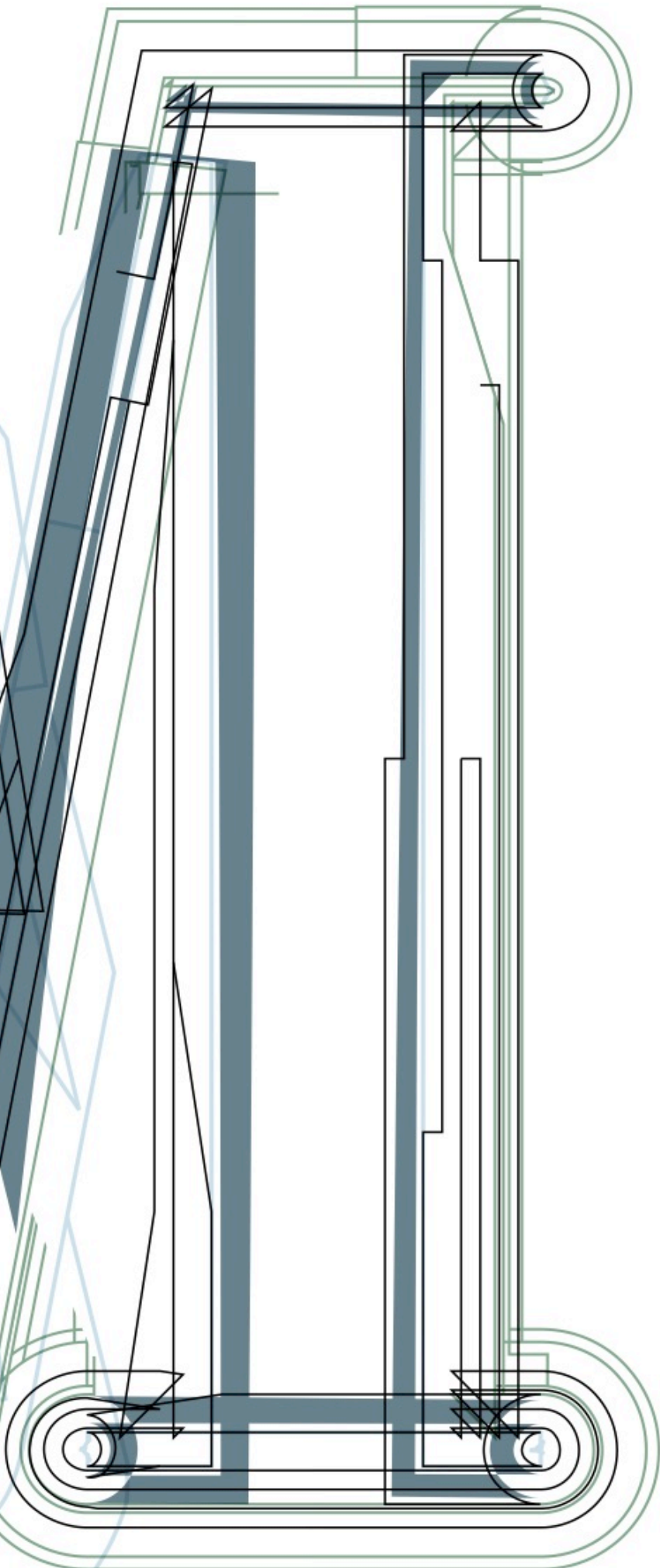
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Appendix 1:

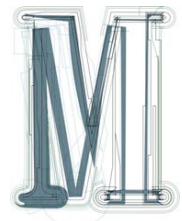
Built Heritage Statement of Significance (2023)



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Newall Church Hall
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Built Heritage
Statement of Significance



m b Heritage

Newall Church Hall
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Built Heritage Statement of Significance

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1.0 INTRODUCTION

1.01 This Statement, prepared on behalf of Basil Houldsworth & Sons Ltd, sets out a summary of the retained heritage values of the Newall Church Hall situated to the east side of Newall Carr Road, Otley, LS21 2AU. The extent of the buildings (the Site) is shown at Figure 1.



Figure 1: Site extent.

1.02 The Statement sets out an assessment of the retained heritage values of the standing building. In doing so it references and expands upon previous assessment work presented in the following document:

- Johnson Mowat. 2018. Heritage Statement of Significance, Newall Hall, Newall Carr Road, Otley.

1.03 To inform the Statement a non-intrusive visual inspection of the building was undertaken in November 2022. No internal access was available although the interior of the Hall is described

within the 2018 Johnson Mowat Statement of Significance. A series of plates showing the exterior of the building are included within the assessment set out below.

1.04 This Statement is structured to set out the relevant policies and guidance which inform assessment and decision-taking in respect of the historic environment. It then describes the significance and heritage values of the site having regard to guidance contained within Historic Advice Note 12, Statement of Heritage Significance, Analysing Significance in Heritage Assets (HEAN12).

1.05 The document, Conservation Principles, (*Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment, English Heritage (now Historic England), 2008*), relates to the assessment of heritage significance and the relative importance and value of those elements which contribute to this significance. It indicates that such an assessment should be proportionate in scope and depth to the decision to be made. This reflects guidance contained within the National Planning Policy Framework, 2019 (the Framework) which defines significance as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from an asset’s physical presence, but also from its setting.”

1.06 Conservation Principles, HEAN12 and the Framework provide definitions and guidance in respect of the assessment of archaeological, architectural, artistic and historic interest within the national and local context. Further guidance on the assessment process is also provided within Historic England listing selection guidance and, in the context of local significance, Advice Note 7, Local Heritage Listing: Identifying and Conserving Local Heritage (HEAN7). These guidance documents has informed the assessment set out below.

2.0 POLICY AND ASSESSMENT GUIDANCE

National Policy and Guidance

2.01 The protection and enhancement of the built and historic environment is an over-arching environmental object within the National Planning Policy Framework.

2.02 A heritage asset is defined as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)”

2.03 Significance is defined in the Framework as:

“The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”

2.04 HEAN12 indicates that heritage assessments of significance should provide an impartial analysis of significance and the contribution of setting:

“A Statement of Heritage Significance is not an advocacy document, seeking to justify a scheme which has already been designed; it is more an objective analysis of significance, an opportunity to describe what matters and why, in terms of heritage significance.”

2.05 The values which come together to define the significance of a heritage assets are described within National Planning Practice Guidance (PPG):

Archaeological Interest. *There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.*

Architectural and Artistic Interest. *These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset*

has evolved. More specifically architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.

Historic Interest. *An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.*

2.06 Conservation Principles: Policy and Guidance for the Sustainable Management of the Historic Environment (Historic England 2008) provides a series of values which inform assessments:

- Evidential Value:** *The potential of a place to yield evidence about past human activity*
- Historical Value:** *The ways in which past people, events and aspects of life can be connected through a place to the present*
- Aesthetic Value:** *The ways in which people draw sensory and intellectual stimulation from a place*
- Communal Value:** *The meaning of a place for the people who relate to it or for whom it figures in their collective experience or memory*

2.07 Conservation Principles indicates that assessment of these values should consider:

- *Understand the fabric and evolution of the place*
- *Identify who values the place, and why they do so*
- *Relate identified heritage values to the fabric of the place*
- *Consider the relative importance of those identified values*
- *Consider the contribution of associated objects and collections*
- *Consider the contribution made by setting and context*
- *Compare the place with other places sharing similar values*
- *Articulate the significance of the place*

- 2.08 In any assessment it is also important to have regard to the contribution made to the significance of a heritage asset by its setting and, conversely, the contribution it may make to the significance of other assets. As regards setting this is defined by the Framework as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”

- 2.09 Historic England has published guidance in respect of the setting of heritage assets (Historic Environment Good Practice Advice in Planning, Note 3 (Second Edition), The Setting of Heritage Assets, 2017). It indicates, at paragraph 9, that:

“Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.”

- 2.10 The advice note sets out a staged approach to proportionate decision-taking and recommends a broad approach to assessment, undertaken as a series of steps that may be applied proportionately to complex and more straightforward cases (paragraph 19).

- 2.11 The setting guidance provides a narrative framework for the consideration of potential development impacts upon the significance, within views and setting, of individual heritage assets. This is adopted within the assessment set out below.

Building Assessment and Type

- 2.12 Historic England has published a series of thematically arranged listing selection guides providing guidance on the assessment of eligibility for statutory listing in the national context. Whilst the building is not considered to meet the relevant criteria to qualify for statutory listing the guides provide useful contextual framework to the assessment of heritage value. In broad terms the general principles of selection for listed buildings relate to age and rarity, intrinsic architectural merit or group value, the interest derived from a particular historical type of building, any national or regional interest and state of repair.

- 2.13 The Historic England selection guide in respect of Places of Worship (2017) provides little commentary on the Sunday school or church hall typography of building although notes that such ancillary uses became more common from the 18th century often reusing existing buildings or as purpose-built structures. In broader terms the guidance indicates that consideration should be given to intrinsic architectural value, group value with other church buildings, historical association and extent of alteration.
- 2.14 HEAN7, Local Heritage Listing (Historic England. 2021) notes that local heritage plays an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment. The guidance sets out commonly application selection criteria for assessing the suitability of assets for inclusion in a local heritage list and provides a framework for determining the significance of a non-designated heritage asset. These criteria are summarised below:

Age

The age of an asset may be an important criterion and should take account of distinctive local characteristics or building traditions.

Rarity

As judged against local characteristics.

Architectural and Artistic Interest

The intrinsic design and aesthetic value of an asset relating to local and/or national styles, materials, construction and craft techniques.

Archaeological Interest

The ability of the asset to provided evidence about past human activity in the locality.

Historic Interest

Significant historical associations of local or national note including links to important local figures. Social and communal interest may also add to significance.

Landmark Status

An asset with strong communal or historical associations or one with striking aesthetic value may be singled out as a landmark within the local scene.

- 2.15 The assessment guidance summarised above can be drawn together to provide an assessment framework based upon a number of recognised heritage values. The consideration of these values allows for the relative heritage significance of a particular place to be assessed within the national, regional and local context. Whilst a narrative approach to this assessment is preferred, where appropriate different elements within a place can be ascribed significance ratings. For example, a principal façade may hold a high level of significance within the context of a wider site whereas modern additions, or heavily altered buildings, may hold no or low levels of significance.
- 2.16 The above framework is adopted in considering the heritage significance of the Newall Church Hall below.

3.0 BASELINE ASSESSMENT

Heritage Assets

- 3.1 No designated heritage assets as recorded on the National Heritage List for England (NHLE) fall within the site or within its immediate setting. The closest designated asset is the Grade II Listed Building, the Yew Tree Public House (list entry number 1200479) a group of former cottages date to the 17th and 18th centuries and now heavily altered. The building is located on the west side of Newall Carr Road around 40m to the south of the site. The Grade II Listed Newhall Hall (1135279) is a detached 18th century house to the south of the site, the historic grounds of which have been overbuilt by modern housing development. Other listed buildings in the locality include a number of buildings, listed at Grade II, associated with the Wharfedale Poor Law Union Workhouse (1871 to 1873) and now within the Wharfedale General Hospital campus. These include the main block, infirmary and entrance buildings (list entry numbers 1268414, 1268415, 1268416).
- 3.2 No associative links between these designated assets and the site or standing building is identified.
- 3.3 The site forms part of a wider land area identified on the West Yorkshire Historic Environment Record (WYHER) as the site of Newall Old Hall (MWY1223/PRN1401) a probable medieval tower house with peel tower. The house was substantially altered and reconstructed from the 17th century onwards and by the 19th century was in use a farmhouse. The house was subsequently demolished during the 1920s. Fieldwork undertaken in 1987 identified earthworks of the house to the south of the site. A field survey by West Yorkshire Archaeological Advisory Services in 2014, noted that these earthworks were no longer visible and been over covered by play equipment although a level platform and terracing were present, suggesting the location of the house and gardens. The latter were located to the rear of the Church Hall and, as noted below, have been the subject of geo-physical evaluation.
- 3.4 The WYHER also identifies the site of buildings identified on the Newall with Clifton Tithe Award map and now falling within or adjacent to an area of modern housing. The date and nature of the buildings is unknown. The site of a limekiln, identified from historic mapping and likely associated with the Old Hall site, is also recorded to the west of Carr Road (MNY24577).

- 3.5 The Historic England Research Record records the site of Newall Old Hall (Monument Number 51510) noting that the Hall, dating to the 16th century, likely incorporated a medieval four-storey peel tower. It notes that there are now no extant remains of the Old Hall, the site of which is now covered by the recreation ground to the south of the site. The Old Hall site was assessed for scheduling but was considered to be most appropriately managed as an area of public open space.

Historic Background and Mapping Record

- 3.6 Reference is made to Newall Hall as a mansion house in 1275. The house was in the ownership of Fawkes family of Farnley Hall and later was owned by the Keighley and Proctor families up to the mid-17 century. The building were then owned by the Wilkinson family before returning to the ownership of the Fawkes family in around 1730. Documentary references describe a two-bay and four storey Peel tower likely constructed during the 15th century on the site of earlier buildings. Shaw (1830) noted that the mansion by 1780 was out of repair and had been robbed of its ornaments. The substantial east and west wings of the house were demolished in 1827 and reconstructed on a smaller footprint using reclaimed stone. Following demolition the building was occupied as a farmhouse and a series of outbuilding constructed or repurposed to the north.
- 3.7 The Thomas Jeffrey's Map of Yorkshire, 1771, marks Newall Old Hall (Fawkes Esq) and the later Newhall Hall (Ward Esq) and shows very little development within Newall. The 1845 Newall and Clifton Tithe Map (Figure 2) and 1851 Ordnance Survey (OS) map (Figure 3) marks Newall Old Hall to the south-east of the site along with a series of outbuilding falling within the site and fronting onto Carr Road. The Tithe apportionment shows the Hall and site as in the ownership of Francis Hawksworth Fawkes and occupied by Abel Holmes. Areas of orchard, garden/grass land and croft are shown to the east and south. As noted on the WYHER the house by this point was occupied by a farming tenant.

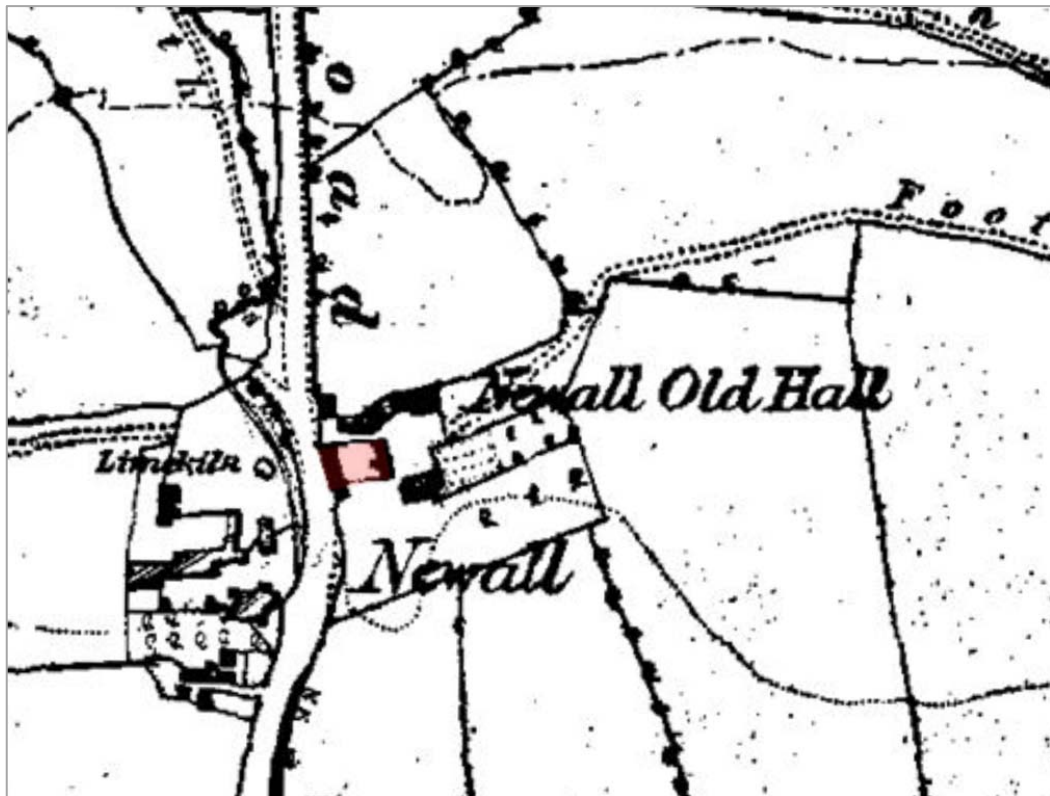


Figure 2: 1845 Tithe Map. Approximate position of the site highlighted.

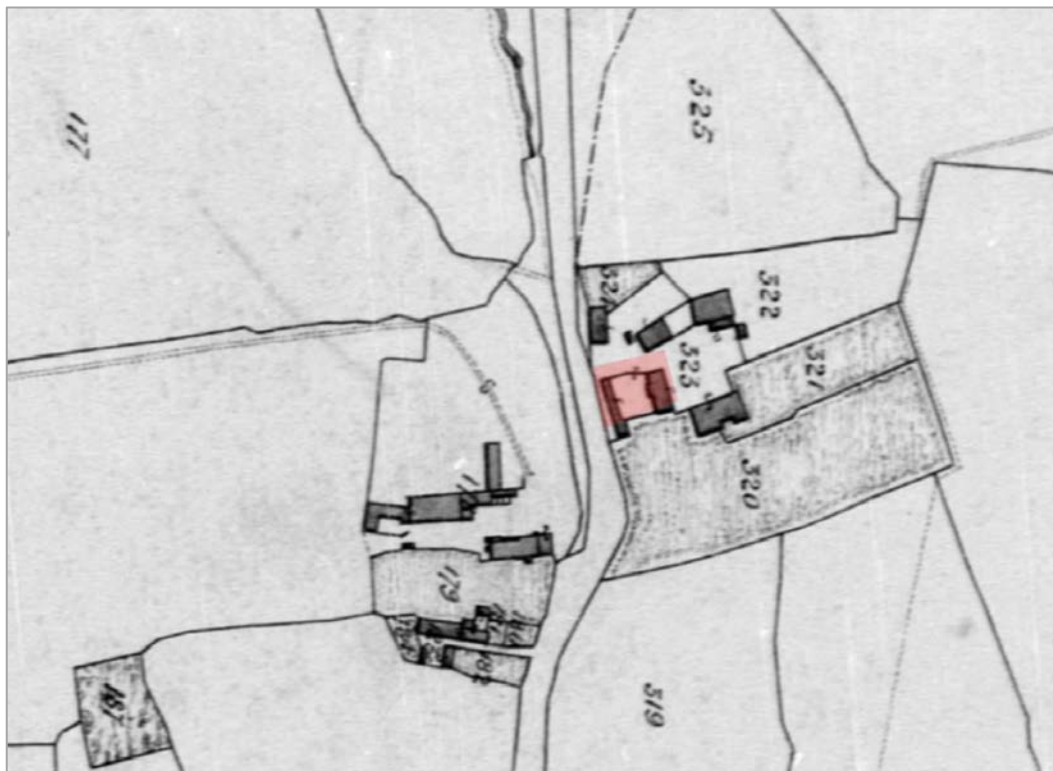


Figure 3: 1851 OS Map Extract

- 3.8 The 1890-91 OS map (Figure 4) continues to show the main house although the range of outbuildings previously shown to the road frontage and north of the house have been removed. Orchard land and garden is shown to the east with parkland retained to the south and west of the house. The Otley Union Workhouse has been constructed and is shown to the north-west of the site. Early 20th century mapping shows no significant changes.

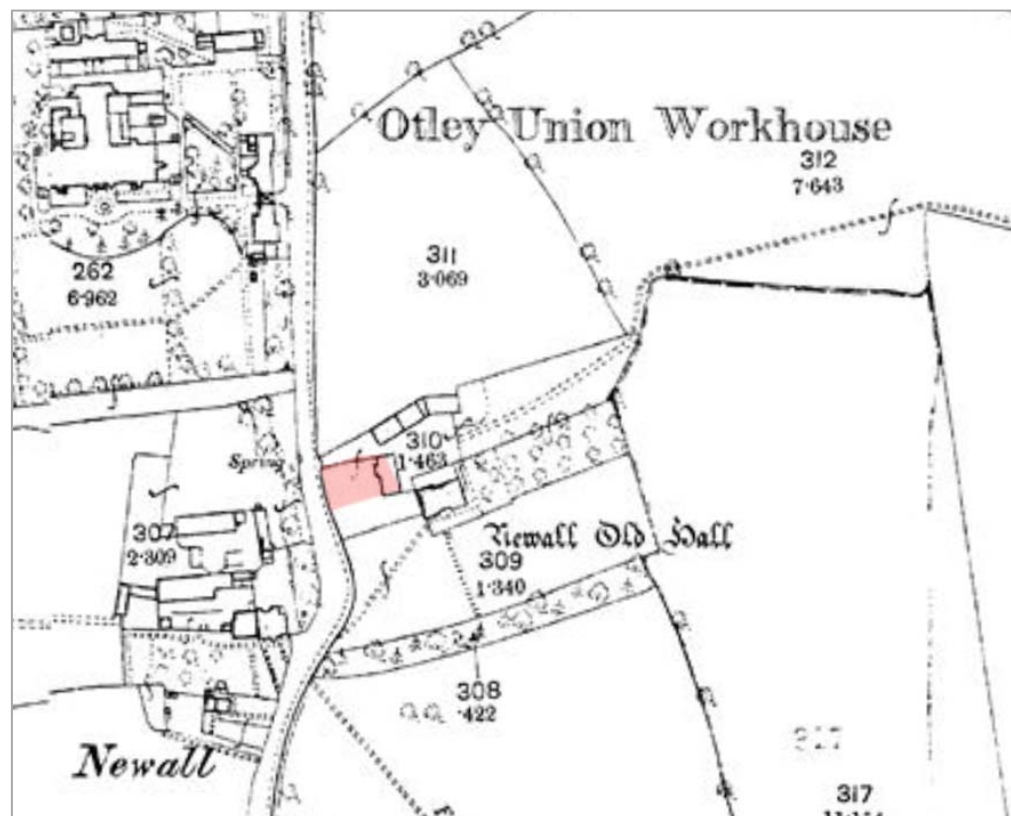


Figure 4: 1890-91 OS Map Extract

- 3.9 An undated photographic (likely early 20th century) shows the former hall and Peel tower core following demolition and reconstruction of smaller side wings. The image shows the main elevation of the house orientated to the south with agricultural buildings, in part falling within the site, to the west (Plate 1).



*Plate 1: Newall Old Hall following partial demolition and reconstruction. Circa 1900.
(http://www.leodis.net/display.aspx?resourceid=20041025_80202884&DISPLAY)*

- 3.10 The 1934 OS map shows the site following the demolition of the Newall Old Hall buildings, the site still marked, and construction of the Church Hall in around 1927-28. The standing building is marked as a Sunday School and land to the south as a recreation ground. Residential estate development around The Crescent is shown to the north of the site and the southern and eastern site boundaries have been established.
- 3.11 Aerial photography from 1926 shows the demolition of the Hall and the retention of a single agricultural to the east section of the site. It also shows the construction of the Crescent estate to the north of the site.

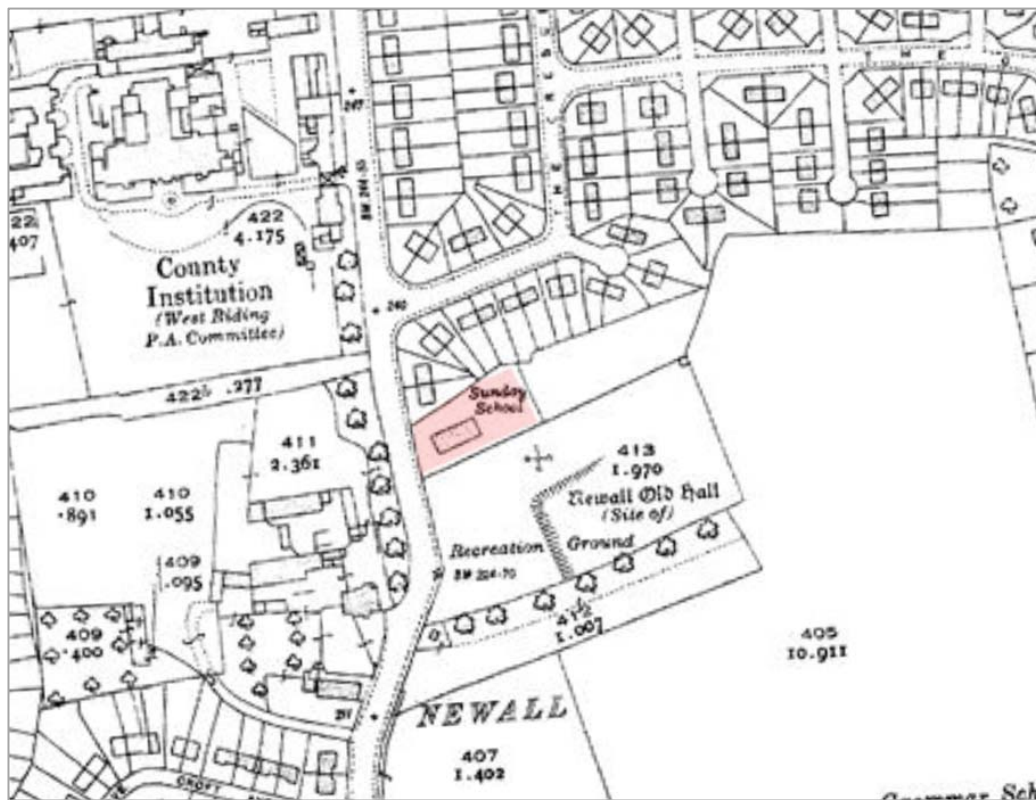


Figure 5: 1934 OS Map Extract



Plate 2: Circa 1926 aerial photograph showing the remains of the building platform of the Hall and retained agricultural building fronting onto Carr Road (Historic England: EPW016216).

- 3.12 The site was offered by the Fawkes family to Otley Parish Church for the construction of the new building for residents of the new housing being constructed in the area during the 1920s. Land to the south was leased to the Town Council as a recreation ground. Stonework from the demolished buildings was re-used in the construction of the new hall. Foundation stones embedded in the west facing gable of the building commemorate the Fawkes family name and a Mrs Wilkinson, the then Sunday school teacher.
- 3.13 Later 20th century mapping shows no significant changes to the site or its immediate surroundings.

Reference Sources.

Shaw, T, 1830: The History of Wharfedale; Otley
Pevsner, N 1959: Yorkshire: The West Riding
Speight, H, 1900: Upper Wharfedale
Bigland, J, 1813: The Beauties of England and Wales, Yorkshire Volume 16 WYHER written file notes. Primary reference number 1401
National Monuments Record entry (51510)

Building and Site Description

- 3.14 A summary of the architectural interest of the building is set out below.
- 3.15 The foundation stones for the Church Hall/Sunday school were laid on the 1st October 1927 and are retained as two carved monolithic stone blocks flanking the main entrance off Newall Carr Road. An access ramp and rail is a later addition to the left of the entrance. The building is in one-storey with long ranges to the north and south and traditional gables to the east and west. The building is constructed in a coursed sandstone laid to irregular blocks and with differentiation in dressing reflecting the re-use of fabric from earlier buildings within the wider Old Hall site. Roof covering is in a terracotta/Rosemary tile with a stone ridge stack to the eastern end of the building. A subservient advanced gable breaks through the eaves line to the south elevation and is mirrored as a swept roof over a slightly advance bay to the north elevation. Box gutters are retained and supported on corbel blocks at eaves line. Three engaged buttresses, acting as full height bay divisions are set to the north and south elevations. These are in a reconstituted stone and tend to contrast sharply with the material and design treatment of the building suggesting a later structural intervention.



Plate 4: Principal west facing entrance elevation.



Plate 5: South elevation from recreation ground.

- 3.16 Door and window surrounds vary in architectural detailing with the recessed entrance have staged chamfered stone surrounds with five-light window over with simpler slab heads, sills and mullions. The south elevation advanced gable incorporates a three-light window, with later stonework, set below a simplified stone drip mould. Other window openings are in two and three-lights with simple slab or monolithic heads and sills with mullion divisions. Window insert include multi-paned and diamond leaded casements in metal and timber framing. Doors are in a painted timber and later additions.



Plate 6: North elevation and east facing end gable.

- 3.17 Internal inspection was not undertaken although earlier assessment work (Johnson Mowat. 2018) indicates limited decorative, architectural or artistic interest. The main hall space is retained with side rooms providing sanitary and kitchen/lounge spaces. The hall space retained exposed timber trusses with braced arches springing from corbel stones. A small basement area is situated to the east of the building.
- 3.18 The retained stone boundary walling onto Newall Carr Road and to the south of the site defines the historic curtilage of the building dating to its construction in the 1920s. To the east

the site is open onto scrubland formerly part of the agricultural steading and earlier part of garden and orchard land associated with the Old Hall.

4.0 ASSESSMENT OF SIGNIFICANCE

4.1 Drawing upon the assessment framework set out in Section 2, the following summary of retained heritage values can be provided. This is structured to reflect the assessment guidance with HEAN7 given the local context of the building.

Age

4.2 Whilst the site forms part of the wider demise of Newall Old Hall, a manorial house originally established in the 13th century and possibly earlier, this is not evidenced in the retained fabric of the Church Hall or groundwork/landscape elements within it. Similarly, the site does not retain tangible evidence of the 19th century farmstead with associated farm buildings.

4.3 The Church Hall/Sunday School was constructed in 1927-28 and formed part of the inter-war sub-urban expansion of Otley which included the laying out of The Crescent to the north. The architectural styling of the building, which incorporates relatively simple neo-gothic and Arts and Crafts elements, is distinctive from the estate development built during the period and reflects the original religious/education use.

4.4 Given the comparatively late dating of the building, which formed part of the interwar sub-urban expansion of Otley, the age of the building in isolation does not contribute significantly to heritage value.

Rarity

4.5 The building type, originally a Church Hall and Sunday school, as an ancillary building to the principal Church does hold rarity in the local context. The siting of the building, constructed specifically to serve the parishioners on the new estates built during the interwar period to the north side of the river is notable although this tends to remove associative context with the building standing in relative isolation.

Architectural and Artistic Interest

4.6 The architectural styling of the building is somewhat derivative, adopting simple neo-gothic and Arts and Crafts elements and including drip moulding, stone surrounds and mullions to door and window openings, along with the use of elements more typical of build date such as the reconstituted stone/concrete to buttresses and some window surrounds and terracotta

tiles to the roof covering. The design approach may to some extent have been driven by the availability of reclaimed stone from the buildings demolished and this is reflected in variations to the stonework, particularly in stone sizes and dressing.

- 4.7 Architectural and decorative detailing throughout is functional with little or no elaboration. The building holds no significant artistic interest.
- 4.8 The architectural value of the building is to some degree tempered by the extent to which the re-use of materials, particular stonework influenced the overall design and in the contrasting use of materials. The comparative simplicity of the detailing reflects the functional character of the building. The re-use of materials from earlier buildings adds to interest and the principal entrance elevation, whilst constrained and simple, is a notable visually element in the street scene. The building design and material use is also distinct from the wider interwar developments to the north.
- 4.9 A degree of architectural interest is identified in the local context having regard to the distinctive design of the building in contrast to contemporary suburban development in the locality and the re-use of earlier materials.

Archaeological Interest

- 4.10 As noted in Section 2, previous fieldwork has noted the presence of earthwork remains in the location of the Old Hall and possible terraces and platforms associated with the house and its grounds. The land to the east of the Church Hall was the subject of geo-physical survey in 2018 (Archaeological Services WYAS Report. 3172). Whilst the survey identified some trends of interest, likely relating to the remains of part of a structure and a field boundary much of the site was dominated by magnetic disturbance suggesting made ground.
- 4.11 The results of the geophysical survey as assessed by WYAS indicate that the archaeological potential of the site is low.

Historic Interest

- 4.12 The Newall Old Hall site, of which the assessment site forms a part, holds historic significance as the manorial seat of the Fawkes family and is documented as in occupation by the 13th century. A Peel tower was historically constructed and was retained as a core within a rebuilt

house constructed in the early 19th century as the site of the Hall was occupied by a tenant farmer. Above ground evidence of these previous buildings and structures, including the historic extent of associated garden and parkland, has been largely lost although archaeological evidence is retained as earthwork remains and sub-surface features.

- 4.13 The Church Hall site was over-built during the 19th century by a series of agricultural buildings associated with the farmstead use. These were separate from the earlier manorial use and the current building, whilst constructed in part in material reclaimed from earlier structures and buildings, does not evidence the past historical use of the wider site.
- 4.14 The Church Hall was constructed during a period of interwar expansion to the north of the river and is representative of the sub-urban development of the area. The historic association with the All Saints Parish Church, a Grade I Listed Building, located in the town centre is notable although the linkages are intangible rather than visual given the separation of the two sites. The Hall also hold communal interest given its historic religious and educational use and is identified as a community asset.
- 4.15 The historic interest of the building, while primarily now evidenced in terms of its 20th century construction with little evidence of the past historic uses, is assessed as moderate within the local context.

Landmark Status

- 4.16 The Church Hall is well represented in views from Newall Carr Road where the main entrance elevation has prominence and the building is distinct from residential development to the north. The building is screened and filtered by tree cover and shrubs in views from the south the relatively small scale of the building means that it is not prominent in medium or longer distance views to the extent that it could be considered a visual landmark. The aesthetic character of the building is limited reflective of its functional character and restrained architectural elaboration.
- 4.17 As noted, the historic communal role of the Hall does hold local significance and historic linkages with the suburban development of the town during the interwar period. This will place the building to some degree within the collective experience of the local community and as a historic destination and meeting place.

Summary

- 4.18 Overall it is considered that the Newall Church Hall building, having regard to dating, material and architectural treatment, and historic interest, can reasonably be considered to be a non-designated heritage asset meriting consideration in planning decisions on future development proposals. The heritage interest of the building is within the local context as part of the suburban expansion of the town during the interwar period and the comparative lateness of construction should be considered in evaluating its significance. Whilst the earlier occupation of the wider Newall Old Hall site adds some historic interest the evidence of this past use is fragmentary and largely derived from documentary/archival evidence.
- 4.19 In considering future development proposals for the Site, should demolition be put forward this should be considered having regard to the provisions of paragraph 203 of the National Planning Policy Framework (2021). This will require a balanced planning judgement to be made having regard to the material benefits of the development proposals and the significance of the asset.