

REPORT FOR EASTERN AREA PLANNING COMMITTEE

Date of Meeting	15 th July 2021
Application Numbers	PL/2021/04659 (planning permission) PL/2021/05084 (listed building consent)
Site Address	Sharcott Manor, Sharcott Drove, Sharcott, SN9 5PA
Proposal	Demolition of outbuilding and erection of a single storey extension to the grade II listed Sharcott Manor
Applicant	Mr & Mrs J Lloyd
Parish Council	Pewsey Parish Council
Electoral Division	Pewsey
Type of application	Householder planning permission / listed building consent
Case Officer	Nick Clark

Reason for the application being considered by Committee

The application is before the Eastern Area Planning Committee at the request of Councillor Kunkler as he disagrees with officer recommendation.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and in terms of the heritage significance of the grade II listed building and to consider the recommendation that the applications be refused.

2. Report Summary

The key issue for consideration is the impact on the heritage significance of the Grade II listed building, both in terms of the demolition of the outbuilding that contributes to that significance, and in terms of the impact on the listed building of the proposed extension.

3. Site Description

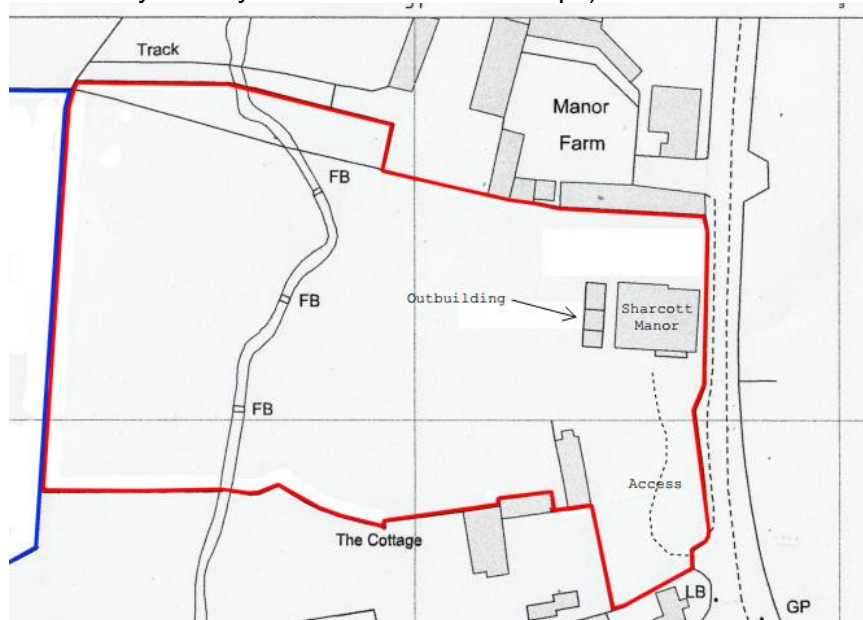
Sharcott Manor is a grade II listed building dating, originally, from the 18th century, with later additions.

The national heritage list description states, for means of identification purposes only, the following:

House. C18 and c1900. Diaper brick with slate roof. Two storeys, 3 x 3 bays, of C18 origin, much altered later. Elevation to garden with central fielded and 6-panelled door, linked with open timber porch to canted bay window to right, having moulded sill and deep fascia, and containing blind arch over French doors. Dentilled cornice. Other

windows paired 12-paned sashes with blind boxes in first floor, and finely gauged lintels. Wide eaves with heavy paired brackets. Elevation to road is all c19 fine brickwork, the central door replaced in round-headed opening by wheel light. Two storey bay to rear. Roof hipped with one flat-roofed dormer.

Sharcott Manor was also named Sharcott House during the majority of the 20th century (according to the Victoria County History and the historic OS maps).



Location plan

The application more particularly concerns a linked brick and slate ancillary outbuilding to the west side of the Manor, originally providing ancillary services for the main manor house. Its appearance suggests a mid-19th century date, although it could have incorporated or replaced an earlier outbuilding, but it appears to be contemporary with the north-west extension of the building. It is linked to the manor by walling and a cobbled courtyard between the two buildings.

An outbuilding containing services, such as a wash house, would have been quite usual for such a higher status building such as this manor house and it is clear that this particular building has had a principal and accessory relationship with the main house. Due to the age and association of this outbuilding with the main manor house, it forms part of the national heritage listing and has the same level of protection as the Manor itself.



Sharcott Manor (from the rear/ side) and outbuilding to be demolished (2019 photo)



Sharcott Manor (from the front) and the outbuilding on left (2019 photo)

4. Planning History

P884/59	Improvements to existing vehicular access	Approved
3713	Gardener's bungalow - outline	Approved
3713	Detailed plans of gardener's bungalow	Approved
19/00450/FUL 19/00706/LBC	Refurbishment of the out-building adjacent to the house. Link to the house to form an internal courtyard. Demolition of the lean-to on the west side of the house	Approved
20/11010/FUL 21/00224/LBC	Demolition of linked outbuilding and erection of a single storey extension to the grade II listed Sharcott Manor	Withdrawn

6. The proposals

The application proposes demolition of the outbuilding and its replacement by a large single storey extension to the house, providing a dining room and boot/ utility room and outside WC. The extension would be of flat-roofed construction with a parapet wall, reclaimed brick walls partly clad with 'rusted' steel panelling, and grey aluminium windows and doors.



Proposed extension – front elevation



Proposed extension – side elevation

Drawings and details submitted:

Location Plan	L000
Elevations (survey)	19556-100-02E
Proposed Context Site Plan	PL002
Proposed Ground Floor Plan	PL101-B
Proposed Roof Plan	PL102-B
Existing & Proposed Plans Overlay	PL103
Existing & Proposed Elevations Overlay	PL204
Proposed South Elevation	PL201-C
Proposed West Elevation	PL202-C
Proposed North Elevations	PL203-C
Proposed Sections	PL301-C
Proposed S Elevation Materials	PL901
Proposed W Elevation Materials	PL902

Proposed view from entrance	PL903
Proposed 3D Images	PL904
Historic Justification Statement & Design and Access Statement	NJK/2006/Dec 2020
Additional statement (addendum)	No date/ ref.
Heritage Assessment	December 2020
Structural engineer's letter	14218/ RPT01

7. Local Planning Policy

The Development Plan

Wiltshire Core Strategy

CP57	Ensuring high quality design and place shaping
CP58	Ensuring the conservation of the historic environment

Other policies and guidance

[National Planning Policy Framework](#)

[Planning Practice Guidance \(national\)](#)

Making Changes to Heritage Assets – Historic England Practice Advice Note 2

The Setting of Heritage Assets – Historic England –Practice Advice Note 3

8. Summary of consultation responses

Pewsey Parish Council:	Support
Wiltshire Council Conservation Officer:	Objection
Wiltshire Council Highway Officer:	No objection

9. Publicity

The application was subject to direct consultation with immediate neighbours and statutory consultees, as well as advertisement in the Wiltshire Gazette & Herald on 27th May 2021.

10. Planning Considerations

There are no identified neighbour impacts associated with the development, and the main consideration is the impact of demolishing the attached outbuilding upon the heritage interest and significance of the listed building.

10.1 Key legislative and policy requirements

Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant listed building consent or planning consent

for any works or development the Council shall have *special regard* to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Core Policy 58 requires proposals to protect, conserve and where possible enhance the historic environment, with designated heritage assets and their settings to be conserved, and where appropriate enhanced in a manner appropriate to their significance.

Core Policy 57 requires a high standard of design, with proposals needing to demonstrate, amongst other things, how they enhance local distinctiveness by responding to the value of the historic environment, and how they are sympathetic to and conserve historic buildings.

Para. 193 of the NPPF advises that when considering the impact of a proposed development on the significance of a designated heritage asset, *great weight* should be given to the asset's conservation, irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Para 194 advises that any harm to the significance of a designated heritage asset from its alteration should require *clear and convincing justification*, and at para. 195 that where there is substantial harm to the significance of a listed building, permission should be refused unless it is demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

The criteria do not apply as the property is in a viable use as a dwelling.

Para. 196 advises that where the level of harm is 'less than substantial' the harm should be weighed against any public benefits of the proposal.

10.2 Assessment

The main consideration is the impact on the heritage significance of the listed building, both in terms of the demolition of the existing structure and the impact of the new extension.

10.3 Demolition of the existing structure

The application includes a heritage statement. The statement refers to the outbuilding as being free-standing whereas in fact it is attached to the house by means of connecting walling forming an archway into the cobbled courtyard that links the outbuilding to the main Manor building.

The statement acknowledges however that the outbuilding forms part of the listed building and is thus protected under the Planning (Listed Buildings and Conservation Areas) Act 1990.

The submitted statement concludes that the outbuilding is of heritage significance due to its historic relevance in the role it played as a support or utility structure dating from the late Victorian / Edwardian era. As such, the application tacitly acknowledges that the demolition of the outbuilding would result in harm to the heritage significance of the listed building.

Against this it is said that the condition of the outbuilding and the work required to bring it back into use warrants its demolition. A letter from structural engineers has been submitted in support of this position, which outlines the following defects:

- Poor brickwork – particularly at low levels
- Rotting door and window joinery
- Cracking/ movement in external walls
- Horizontal movement in the roof structure, with rotten timbers
- Section of slate roof missing at one end of the building.

The report concludes that the building is beyond economic repair. It appears to accept however that the building is repairable, but that the (unidentified) cost of repair would be uneconomical. The Design & Access Statement submitted further suggests that the works needed to repair the building would detract from the heritage significance of the listed building, although this is not substantiated.

The Conservation Officer notes that

“Since my visit in 2019, part of the building’s roof has had its roofing material (Welsh slate) removed (due to rotten timbers) and overlaid with some form of protection that appears rather inadequate. It would appear that no attempt to repair the building has been made (presumably in the hope of demolition being approved) and therefore it would appear that there is a degree of deliberate neglect to the building’s condition, allowing it to deteriorate further. Therefore I consider paragraph 191 applies regarding neglect in this instance, which says: *Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision*”.

The Conservation Officer also notes that

“It is clear that the building has suffered due factors such as water ingress, ground levels, overgrown or badly located vegetation etc, some of which can probably be attributed to the lack of routine maintenance: these combine to result in neglect. Any building would suffer as a result of the lack of maintenance over time, which appears to be the case here. I appreciate this neglect is not all down to the current owners, however as the National Planning Policy Framework states, the deteriorated state should not be taken into account

in any decision, and measures could have been put in place to prevent further deterioration of the building's fabric”.

The Officer highlights Historic England advice at para. 42 of its publication ‘Making Changes to Heritage Assets’ that highlights the important contribution of a building's historic fabric to its significance and emphasises that where fabric has failed, it should be repaired or replaced. It also stresses that it is inappropriate to sacrifice old work to accommodate new, which the demolition of the outbuilding is essentially doing:

“The historic fabric will always be an important part of the asset's significance, though in circumstances where it has clearly failed it will need to be repaired or replaced; for instance, seaside piers, constructed in timber and iron in a very hostile environment, will only survive through replication of corroded elements and mass-produced components in some C20 buildings, such as steel-framed windows, may not be simple to repair and repair would therefore be disproportionate. In normal circumstances, however, retention of as much historic fabric as possible, together with the use of appropriate materials and methods of repair, is likely to fulfil the NPPF policy to conserve heritage assets in a manner appropriate to their significance, as a fundamental part of any good alteration or conversion. It is not appropriate to sacrifice old work simply to accommodate the new”.

It is thus assessed that the demolition of the outbuilding fails to conserve the significance of the designated heritage asset, as it results in total loss of the structure. With reference to para. 193 of the National Planning Policy Framework (see above) the Officer also concludes that the demolition of the outbuilding would result in ‘substantial harm’ to the heritage significance of the building. In accordance with para. 195 of the National Planning Policy Framework ‘**substantial public benefits**’ are needed to outweigh that harm, otherwise permission must be refused. Even if the degree of harm is less than substantial, the fact that there is harm still counts against the proposal and has to be weighed against any public benefits.

Whilst noting the extent of works needed to repair the building, and the applicant's desire to connect and integrate the main house with the garden area to the west, there is nothing to suggest that there is any public benefit in the building being demolished to provide for this.

As such the demolition of the outbuilding would be contrary to Wiltshire Core Strategy Core Policy 57 and Core Policy 58, as well as the advice of the National Planning Policy Framework and would conflict with the statutory requirement to have special regard to the preservation of the listed building.

10.4 The proposed extension

The submitted heritage assessment draws no clear conclusion on the impact of the extension but notes that ‘*the intention is contribute an innovative and high quality addition that reflects the needs of the current incumbents whilst keeping the scale in proportion to the main villa*’. On whether or not that intention is satisfied, the heritage statement is unclear, but concludes

rather vaguely that *'the proposed structure would therefore seem to be consistent with national and local policies aimed at protecting the historic environment.'*

The Conservation Officer however comments that:

"The proposed replacement structure is a modern cube built of brick, corten steel and glazing. The brick wall forms an extension from the main house, replacing the part wall and arched gateway opening and end elevation of the existing outbuilding. The corten steel element visually protrudes above the brick element on the front elevation, and is the main material for the remaining elevations, along with glazed openings. It lacks the architectural character and detail seen in the manor house and in its efforts to be subservient in size, its style and use of material actually heightens its visual impact, contrasting negatively with the host building of which it will become part. The extension is a bulky increase and its blocky mass results in an incongruous addition to the manor house, causing it harm. Corten steel is quite an alien use of material and increases the prominence of the structure from key views and the main approach of the manor. Because it is markedly different from the manor's Georgian and Victorian character, any potential for the extension to be subservient has been lost through the bulk, mass and use of materials proposed".

The Officer highlights the advice from Historic England in Paragraph 41 of Historic its publication 'Making Changes to Heritage Assets' that:

'the main issues to consider in proposals for additions to heritage assets... aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be good practice for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset's significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate'

There is no cause to disagree with the conclusions of the Conservation Officer on the design of the large extension, which would fail to conserve the significance of the designated heritage asset or demonstrate a high quality of design, contrary to Wiltshire Core Strategy Core Policy 57 and Core Policy 58. The level of harm arising from the extension would be 'less than substantial' and in the absence of any public benefits, the extension would be contrary to the National Planning Policy Framework.

12. Conclusion (The Planning Balance)

The outbuilding forms part of the listed building and has the same level of protection as the Manor itself under the Planning (Listed Buildings and Conservation Areas) Act 1990. The outbuilding holds heritage interest as part of the Manor and its demolition would result in

substantial harm to the heritage significance of the building. The materials size and form of the proposed extension would be an incongruous addition to the listed building; harmful to the aesthetic value of its Georgian and Victorian character and form, and would also result in 'less than substantial' harm to the heritage significance of the building. Whilst it is appreciated that the existing building would now require considerable work to bring it back into a usable condition, and that the owners wish to connect and integrate the main house, through the new extension, with that side of the garden, these are not considered to constitute the 'substantial public benefits' required by national policy to allow the proposals to be approved.

RECOMMENDATION: REFUSAL

Planning Permission & Listed Building Consent – Reasons for Refusal

1. As an ancillary/ service building to Sharcott Manor during the late Victorian / Edwardian eras the outbuilding contributes to the heritage significance of the listed building. Its demolition would result in harm to the heritage significance of the listed building and the proposal thus fails to conserve the significance of the designated heritage asset, as it results in total loss of the structure, contrary to Wiltshire Core Strategy Core Policy 57 and Core Policy 58. In the absence of clear and convincing justification for the demolition and without public benefits to outweigh the harm the proposal is also contrary to National Planning Policy Framework paragraphs 193 to 195.
2. The form, materials and size of the proposed extension lacks the architectural character and detail seen in the manor house and would contrast negatively with the host building as a bulky and incongruous addition that would fail to protect and conserve the heritage significance of the listed building contrary to Wiltshire Core Strategy Core Policy 57 and Core Policy 58. The level of harm would be 'less than substantial' and in the absence of clear justification and public benefits sufficient to outweigh the harm, the extension would be contrary to paragraphs 193, 194 and 196 of the National Planning Policy Framework and to the statutory requirement to have special regard to the desirability of preserving the listed building.