

Item No 04:-

17/03659/LBC

**Sapperton Village Hall
Sapperton
Cirencester
Gloucestershire
GL7 6LE**

Item No 04:-**Re-roofing in imitation stone tiles (and new insulated ceiling finished below rafters) at Sapperton Village Hall Sapperton Cirencester Gloucestershire GL7 6LE**

Listed Building Consent 17/03659/LBC	
Applicant:	Trustees Of Sapperton Village Hall
Agent:	Mr Stephen Pittaway
Case Officer:	Laurie Davis
Ward Member(s):	Councillor Nicholas Parsons
Committee Date:	13th December 2017
RECOMMENDATION:	REFUSE

Main Issues:

(a) Impact on Grade II Listed Building and Sapperton Conservation Area

Reasons for Referral:

The Ward Member Cllr Parsons has requested that the application is brought before Planning Committee to consider the planning balance, and the public benefit of keeping the hall in public ownership.

1. Site Description:

The Village Hall is located centrally within Sapperton village. It was purpose built as a village hall in 1912, and is still in its original use. The building was designed by notable Arts and Crafts architect Ernest Barnsley, assisted by Norman Jewson. It is built in the Cotswold vernacular style, in local rubble stone with a stone tile roof. The roof is detailed to local traditions, with stone ridges, swept valleys, plain verges and sprocketed eaves. The windows are stone mullions, containing leaded lights, and doors are oak, under substantial shaped oak lintels. To the interior there is also good survival of original features, including the timber roof structure and staircase, as well as details such as crafted ironmongery latches, and even furniture (benches in the hall recesses convert to tables). The building, due to its purpose, and its special historic interest, has an important role within the village, and makes a positive contribution to the character and appearance of the conservation area. On a wider, national level it is also of particular special interest in the study of Arts and Crafts architecture.

2. Relevant Planning History:

14/03024/LBC Re-roofing and new insulated ceiling finished below rafters (granted consent on 29 August 2014)

3. Planning Policies:

NPPF National Planning Policy Framework

4. Observations of Consultees:

Historic England - no comment - on basis of no impact on setting of Grade I listed church.

5. View of Town/Parish Council:

None

6. Other Representations:

Three letters of support were received:

- i) Essential for community as well as preservation of Arts and Crafts heritage, prohibitive cost of natural stone tiles, proposed tiles indistinguishable.
- ii) Vital community asset, architectural merit and historic interest of building would not be significantly affected, and public benefit would outweigh less than substantial harm.
- iii) Important amenity for village.

7. Applicant's Supporting Information:

Business Case and Heritage Impact Assessment

A number of support letters have been incorporated within the application submission. These can be summarised as follows:

- i) Rev. Kemp of Thameshead Benefice - cost of Cotswold stone tiles impossible to fund, closure of hall would be detriment of school and church, wish to preserve historic value but firstly a living and vital rural community, closure or change of use not desirably for villagers or historic integrity and design, particular concern about importance of hall to school, also educational facility for Arts and Crafts groups.
- ii) Earl Bathurst - dire need of re-roofing, if not building will no longer be usable due to health and safety issues, resulting in dereliction or potential change of use, part of fabric and cohesion of community, important facility for school and part of their viability, retaining use as village hall as connected to listing status, most important factor is a hall that is operational for the village and surrounding communities.
- iii) Churches Conservation Trust - support for the maintenance of the hall, long-standing focal hub for community activity, past use in connection with church, importance in planning events with the parish and residents (with the facilities it offers), events that support the economic needs of the historic buildings and the commercial interests of local businesses, village mainstay for Sapperton community.
- iv) Sapperton (C of E) Primary School - concern that building may close, hall has many community functions as centre of village cohesion, vital to running of school, essential venue for delivering parts of the National Curriculum (including dance lessons, concerts, plays and fundraising events), school is very small with no dedicated hall of its own, no possible to accommodate these activities on school premises, no budget for transport and venue hire elsewhere, the hall closing would exacerbate funding problems, alternative tiles are visually near-identical, spectre of hall closing and falling into disuse and ill-repair, immense consequences for school, heart of village life and essential school facility.

Various other letters can be viewed within the application documents, including a number of funding rejection letters, as well as numerous letters stressing the importance of the hall and its repair, submitted as support for funding applications.

8. Officer's Assessment:

Introduction:

This application is for the removal of the existing natural stone tiles, and their replacement with new artificial stone tiles. It follows an earlier consent granted in 2014 for like-for-like re-roofing, in natural stone tiles, ref. 14/03024/LBC. That approval also allowed for the removal of the plaster beneath the tiles and the insertion of a new insulated ceiling below the rafters. This upgrading is still proposed, and there are no objections. The current application seeks just a change in the roofing material.

(a) Impact on Listed Building and Conservation Area:

Sapperton Village Hall is a Grade II Listed Building with a high degree of special architectural and historic interest. It is a purpose built village hall and a fine example of the Cotswold Arts and Crafts movement. Its designers, principally Ernest Barnsley, but also assisted by Norman Jewson, are notable Arts and Crafts architects. Ernest Barnsley designed nearby Rodmarton Manor. These architects and others made Sapperton a centre of the Cotswold Arts and Crafts movement in the early twentieth century. This gives the village, and the particular buildings designed and altered by them, added significance.

The Village Hall is simple in its design, exhibiting vernacular features and finely crafted details. It has a robust, pared down and pleasing appearance, making strong local references, typical of the Cotswold Arts and Crafts movement. A key attribute of Arts and Crafts buildings is their high quality craftsmanship, and simple but carefully designed details of construction. Arts and Crafts buildings sought authenticity of construction and promoted the use the local natural materials.

The natural stone tile roof slopes on the village hall form a key part of the significance of the listed building. The roof slopes are expansive and prominent. The roof tiles are fundamental to the integrity and authenticity of the building. They are a key part of its historic fabric, and are likely to be in a large part original to its construction. Natural stone tiles are synonymous with Cotswold vernacular architecture, and critical to the overall design and character of this building. The natural material has distinctive characteristics. It has subtle variations in texture across the roof slopes, and in size, colour and surface finish. Natural stone weathers in a distinctive way and develops a patina and appearance that is not replicated by other materials.

The proposed roofing material is Marshfield artificial stone tiles. It is fully recognised that artificial stone tiles have improved over recent decades, but they still do not replicate the key characteristics of the natural material described above. Despite variations in moulds and colours, they still present a more uniform appearance across the roof slopes, and they do not weather in the same distinctive way as natural stone. They also lack the authenticity and integrity of the traditional material. As an added point artificial stone tiles are unlikely to have the extended longevity of natural stone tiles.

Over recent years there have been a number of appeal decisions that have upheld the refusal of applications to re-roof natural stone tile roofs in artificial stone tile. Of particular note are the following:

Quarry Hill Cottage, Brockhampton, ref. 16/00388/LBC - the Inspector stated that "I accept that modern artificial stone tiles attempt to replicate the appearance of natural stone slate but nevertheless they lack authenticity. In addition, I am unconvinced that they weather and age in the same way as natural stone. Moreover, the proposal would result in the loss of a key element of the building's historic fabric. As such the proposal would not preserve the special architectural and historic interest of the building or its significance."

Nos. 3&4 Manor Farm Cottages, Upper Slaughter, ref. 13/03139/LBC - the Inspector stated that "The difference between stone tiles and reconstructed stone tiles, whilst not dramatic, is nonetheless apparent. Reconstructed tiles lack the subtle variations in texture, size, colour and

surface which form part of the qualities of natural stone tiles that even the highest quality reproductions fail to fully reproduce."

The Village Hall, Kingscote, ref. 07/03484/FUL - this was an unlisted building and the Inspector stated that "The natural stone tiles are an integral part of this building, not only because they are representative of its age and architectural integrity, but also because the roof is so prominent. However well-made or designed are the artificial tiles, they would appear synthetic and unnatural. Thus to re-roof the building as proposed would undermine its integrity and detract from the appearance of the building. Moreover, because of the prominent nature of the roof the development would cause unacceptable diminution in the character and appearance of the area, contrary to national and local policies. I have had regard to the question of cost but consider that the need to preserve the character and appearance of the conservation area is overriding."

The full appeal decision notices can be viewed via our online planning register.

The proposed re-roofing at Sapperton Hall would have a notable impact on the appearance and character of the building. It would result in extensive loss of historic fabric. The roof slopes are a key feature of the building and the integrity of their traditional construction would be severely degraded. Authenticity of construction and quality of craftsmanship goes to the heart of Arts and Crafts buildings, so there would be added harm in this case to the special interest and significance of the Village Hall.

There would be a failure to preserve the building and its features, contrary to our statutory duty to have special regard to this. There would also be a failure to preserve the positive contribution the building makes to the character and appearance of the conservation area. The significance of these designated heritage assets would be harmed. Whilst this harm is considered to be less than substantial, it is a high degree of harm, at the upper end of that range. In line with the requirements of Paragraph 134 of the National Planning Policy Framework, it is necessary to weigh that harm against the public benefits, giving great weight to the conservation of the assets.

There is no question that the building is in need of re-roofing and that vital repairs are necessary. The Village Hall is a very important facility within Sapperton, vital for the school and other village events. Its continued positive use as a village hall is crucial to both the community and to the character of the listed building itself. Therefore re-roofing is of considerable public benefit. However, officers do not consider that the public benefits (in the context of the current funding situation) outweigh the high degree of permanent harm to the significance of the listed building, and the conservation area, particularly as great weight must be given in the balancing exercise to the conservation of the assets.

The reason for the re-roofing as proposed, in artificial stone tile, is one of costs. Natural stone tile is a considerably more costly product than artificial stone tile. A number of applications for funding have been made and sufficient funds have been raised to re-roof the building in artificial stone tile, but not in natural stone tile.

Essential to the costing for the re-roofing as proposed is the salvage and sale of a proportion of the existing natural stone tiles. This viable historic fabric would be lost from the building. It is a general principle of any work to a listed building that historic fabric in good condition is retained as far as possible, and re-used on that building. The sale of the historic fabric of the building is a serious concern.

Quotes for various approaches to the re-roofing work have been obtained. These are as follows:

- 1/ Re-roofing of all roof slopes entirely in artificial stone tile.
- 2/ Re-roofing of all roof slopes entirely in natural stone tile.
- 3/ Re-roofing of all prominent front and side roof slopes in natural stone tile, and re-roofing of the less prominent and not publically visible rear roof slopes in artificial stone tile.

Very unusually for a listed building, and being mindful of the public benefits in this case, officers consider that the compromise may be acceptable, with the prominent roof slopes retained in natural stone and the non-prominent re-roofed in artificial stone. The funding for such a solution has not yet been fully secured. But this would be a more realistic prospect in cost terms than the full re-roofing in natural stone tile. There would still be harm to the listed building, but it is considered that this level of harm might be outweighed by the public benefits.

It should also be noted that during the course of the application a further sizeable funding offer has been received towards the cost of re-roofing in natural stone tile (preferably to all roof slopes, but the compromise above would be considered). A further update on this will be provided, but it has the potential to start to close the gap in funding. It is hoped that it would be possible to secure some further funds, in order to preserve the Village Hall, respecting both its listed status and its valued community role.

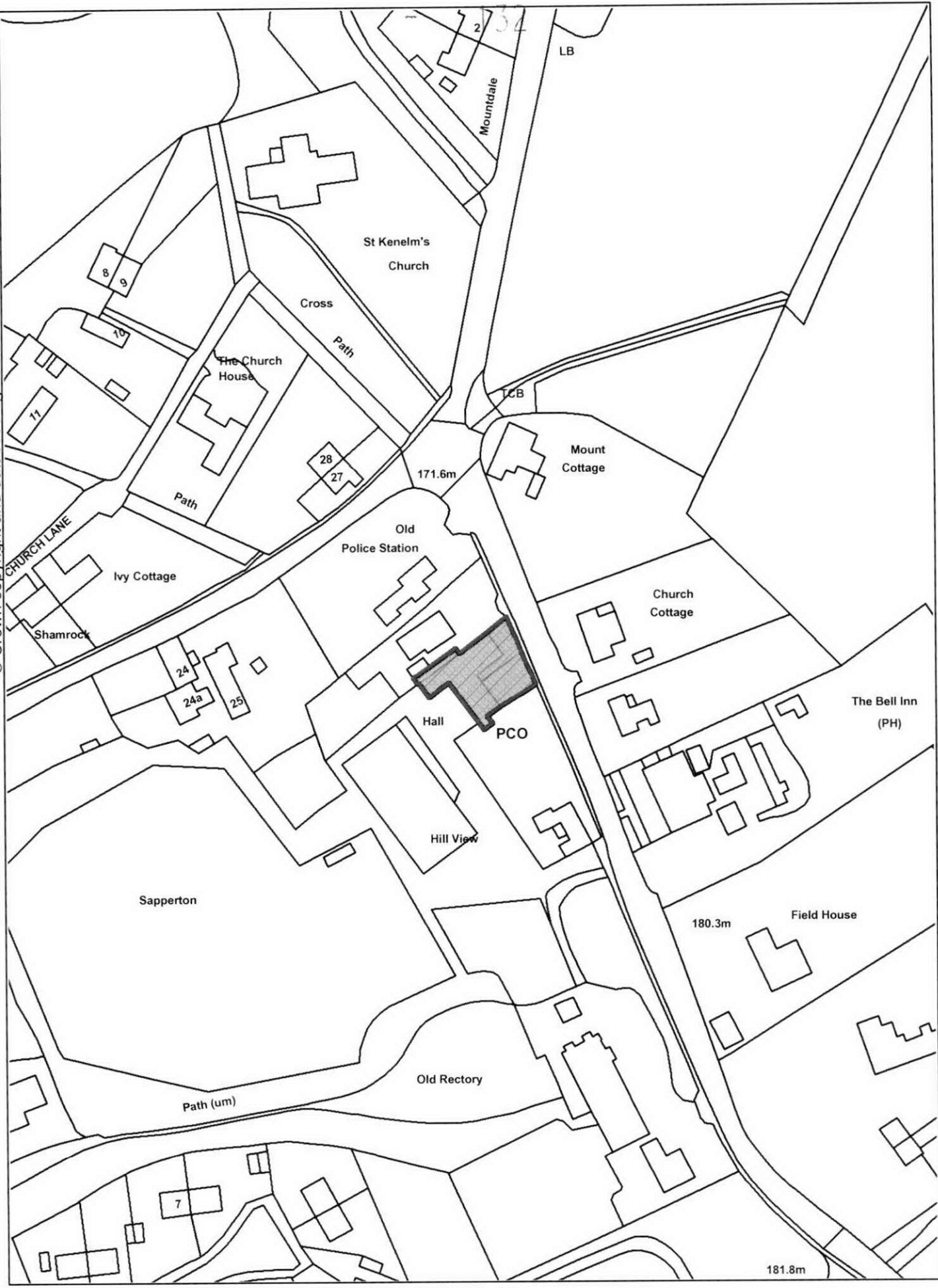
9. Conclusion:

As the proposals stand and for the reasons given above, there would be a failure to preserve the listed building and its features, as well as the character and appearance of the conservation area. There would be a high degree of less than substantial harm to the significance of these designated heritage assets. It is considered that the public benefits in this case, and the specific funding situation at this point in time, would not outweigh this high degree of permanent harm, and the great weight that should be given to the conservation of the assets. The proposed works are therefore judged to be contrary to Sections 16(2) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 12 of the National Planning Policy Framework. The officer recommendation is refusal.

10. Reason for Refusal:

Sapperton Village Hall is a Grade II Listed Building. The Local Planning Authority is statutorily required to have special regard to the desirability of preserving the building, its setting, and any features of special architectural or historic interest it may possess. The building also lies within the Sapperton Conservation Area, wherein the Local Planning Authority is statutorily obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of the area. The building is a purpose-built village hall designed by notable Arts and Crafts architects. The proposal is to re-roof the existing natural stone tile roof slopes in an artificial stone tile. The works would result in loss of historic fabric, with the new material failing to sufficiently replicate the characteristics of the natural stone, including its subtle variations and distinctive weathering. The integrity of the building's traditional construction, and the authenticity of its materials and craftsmanship, would be heavily degraded. There would be a failure to preserve the listed building and its features, as well as the character and appearance of the conservation area. There would be harm to the significance of the designated heritage assets, albeit less than substantial. It is not considered that the public benefits in this case would outweigh the high degree of permanent harm, and the great weight that should be given to the conservation of the assets. The proposed works are therefore judged to be contrary to Sections 16(2) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, and Section 12 of the National Planning Policy Framework.

© Crown copyright and database rights 2017. Ordnance Survey, LA No. 0100018800



SAPPERTON VILLAGE HALL SAPPERTON

Scale: 1:1250

Organisation: Cotswold District Council

Department:

Date: 30/11/2017



COTSWOLD
DISTRICT COUNCIL

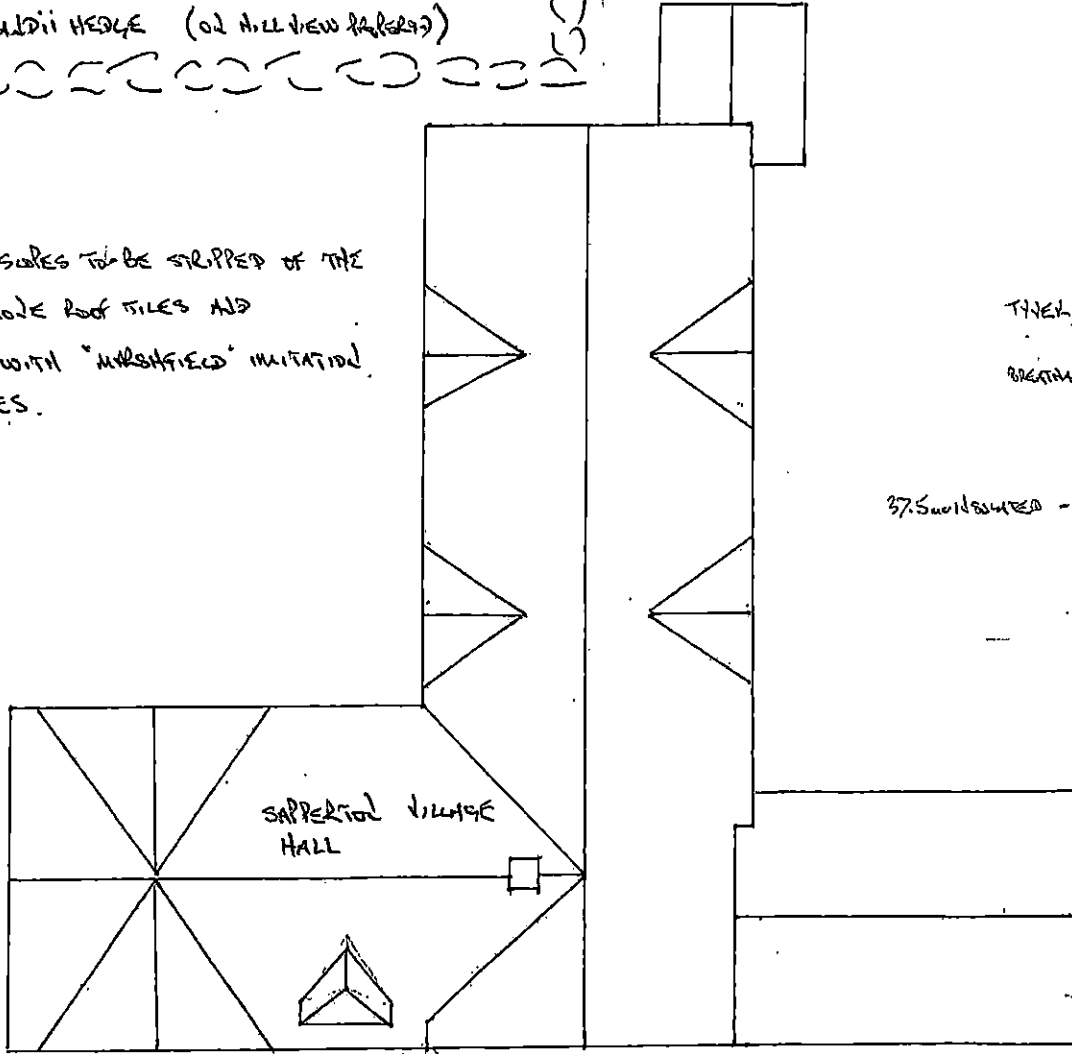


HILLVIEW COTTAGE

LESLIE HEDGE (OLD HILLVIEW PROPERTY)



ALL ROOF SURFACES TO BE STRIPPED OF THE
NATURAL STONE ROOF TILES AND
REPLACED WITH "MARSHFIELD" IMITATION
STONE TILES.



LESLIE HEDGE (OLD THE CORSE PROPERTY)
THE CORSE

NATURAL
STONE TILES
IN DIMINISHING COURSES
ON TILING BATTEN

LIME MORTAR TROWLING
TO THE UNDERSIDE OF TILES & BATTENS

TYPICAL SECTION THRU EXISTING ROOF STRUCTURE

TILE (OR SIMILAR)

WEATHERABLE UNDERLAYMENT

MARSHFIELD IMITATION
STONE TILES
IN DIMINISHING COURSES

37.5mm INSULATED - PLYSTERBOARD AND SKIM
FINISH TO UNDERSIDE
OF EXISTING RAFTERS

70mm CELOTEX
BETWEEN EXISTING RAFTERS
LEAVING MINIMUM 25mm AIR GAP

PROPOSED SECTION THRU ROOF STRUCTURE

SAPPERSTON VILLAGE HALL - ROOF PLAN

SCALE 1:100 DWG NO 14/RP/3