

Application Reference:	DC/078606
Location:	Chapel Street Motors Bakewell Street Edgeley Stockport SK3 9AP
PROPOSAL:	Provision of Replacement Roof Covering (Retrospective)
Type Of Application:	Full Application
Registration Date:	02.11.2020
Expiry Date:	28.12.2020
Case Officer:	Daniel Hewitt
Applicant:	Mr P Simms
Agent:	Kenyon Planning

DELEGATION/COMMITTEE STATUS

This application is before the Central Area Committee for a decision as officers' recommend that the application be refused and 4 representations of support have been received.

DESCRIPTION OF DEVELOPMENT

The application seeks retrospective planning permission for a replacement roof on a single-storey building occupied by a well established car repair garage/workshop. The original roof was covered in red shingles with terracotta ridges and has been replaced by a metal standing-seam roof material. This was brought to the attention of officers following the receipt of a complaint and a planning enforcement investigation. The application has been submitted in an attempt to remedy that breach of planning control.

Photographs are provided later in this report for context.

SITE AND SURROUNDINGS

The building is located on the eastern side of Bakewell Street in Edgeley and immediately abuts the rear boundary wall of residential rear gardens of 14-18 St Matthew's Road (evens). The height of the building is such that its roof dominates the outlook from the rear windows of these homes. The building is surrounded by terraced houses to the north (St Matthew's Terrace) to the east (St Matthew's Road) and Grenville Street to the west almost all of which have pitched roofs covered natural slate. Beyond the homes fronting St Matthew's Terrace to the north lies the Grade II listed St Matthew's Church whose spire and aisle roof rise prominently above the roofline of the terrace. On the opposite side of Bakewell Street is a small area of Council-owned amenity greenspace accommodating three mature trees.

The list description for the church and reasons for designation are as follows:

DESCRIPTION

1855, tower and spire added 1866. Architect J.S. Crowther.

MATERIALS: Hammer-dressed buff coloured sandstone, stone roofing slates.

PLAN: Rectangular clerestoried nave with west tower, south porch, chancel with vestry off to the north. North aisle longer than south.

EXTERIOR: Sited in a large grassed churchyard, the church acts as a focal point in this area of terraced housing from which it is separated by a wall in matching materials. The imposing four stage west tower has angel buttresses and is surmounted by a broach spire. The spire has gabled, traceried lucarnes. The west doorway is decorated with trefoil cusping, nook shafts and bands of fleuron and nailhead ornament. Above is a 3-light geometric window, followed by quatrefoil windows to the bell-ringing chamber. The louvered windows to the fourth stage are 2-light with heavily crocketed hood moulds, splayed shafts and set between smaller copies in blind tracery. The nave is of four bays with lancet windows to the aisles and quatrefoils to the clerestory. The chancel is of three bays with double-light traceried windows and a door to the south wall. To the east end is a 5-light geometric window. To the north-east projects a vestry with an axially mounted chimney stack.

INTERIOR: The interior is largely contained between the full-height chancel and tower arches which define the sense of space. The walls are plastered but with window quoins left bare and support a scissor-braced roof. To the east end wall is linenfold panelling to dado height. Double-chamfered arches spring from alternate octagonal and circular columns with bell capitals to the nave arcade. To the north-east the organ chamber opens to the chancel. To the west end is an internal timber and glazed porch with a bratisshed cornice.

PRINCIPAL FIXTURES: The church has a good set of C19 and early C20 fittings. These include a gilded triptych reredos with painted figures in a quattrocento style. The choir stalls, matching the panelling to the east end wall, are in linenfold and were given as a First World War Memorial. Polygonal stone pulpit with nook shafts match the octagonal stone font. The very fine east window is believed to be the work of Heaton, Butler and Bayne, a window to the north aisle is by Hardman & Co.

HISTORY: The foundation stone was laid 1855 with the chancel and nave consecrated in 1858. Funding came partly from the Incorporated Church Building Society with the work being inspected on completion by Ewan Christian for the Commissioners. The tower and broach spire were added in 1866. Heywood Alderley was the builder, J. & J. Longton of Stockport did the timberwork and decoration. The later tower and spire were built by Mr. Forrester of Stockport.

The architect, Joseph Stretch Crowther (1832-1893) was a significant architect of the pioneer phase of the Gothic Revival. Articled to Richard Tattershall (ca. 1803-1844) from 1832 until 1842 he had the good fortune to become managing clerk, and subsequently partner, to Henry Bowman (1814-1881) in 1846. This partnership lead not only to a series of accomplished churches in the second half of the C19 in Middle Pointed style, and other buildings, but the publication of a two volume work 'Churches of the Middle Ages' (1845 and 1853). This favoured the Decorated, or Middle Pointed style of Gothic architecture, and particularly that found in Lincolnshire. The combination of scholarship and design quality to create a "correct" type of medieval church is a hallmark of both their work, and increasingly of Crowther's in his own right as here at St. Matthew's. The son of the Dean of Manchester Cathedral he developed perhaps the leading church practice of his day in Manchester with works including St. Phillip's, Alderley Edge (1853-57), St. Mary's, Hulme (1856), and St. Nicholas, Beverley (1877-80). In addition to these works he became responsible for the restoration and partial re-building of Manchester cathedral, and restorations and extensions of many other churches.

In 1991 the benches to the west end were removed and curtains used to screen off the rest of the church. The south porch was also blocked to form a toilet.

REASON FOR DESIGNATION:

St. Matthew's Church, Grenville Road, Edgeley, is designated at Grade II for the following principal reasons:

- (a) A well proportioned and accomplished Gothic Revival church of the mid-C19
- (b) A good example of the influence of the Ecclesiological Movement.
- (c) As a largely unaltered example of the work of the notable Manchester architect and restorer J.S. Crowther





POLICY BACKGROUND

Section 38(6) of the Planning and Compulsory Purchase Act 2004 (“PCPA 2004”) requires that planning applications be determined in accordance with the development plan unless material considerations indicate otherwise.

The Development Plan includes-

- Policies set out in the Stockport Unitary Development Plan Review adopted 31st May 2006 which have been saved by direction under paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004; &
- Policies set out in the Stockport Local Development Framework Core Strategy Development Plan Document adopted 17th March 2011.

Saved policies of the SUDP Review

CDH1.2 Non-Residential Development in Predominantly Residential Areas

LDF Core Strategy/Development Management policies

SIE-1 Quality Places

SIE-3 Protecting, Safeguarding and Enhancing the Environment

National Planning Policy Framework

A Revised National Planning Policy Framework (NPPF) issued by the Secretary of State for Housing, Communities and Local Government (MHCLG) on 19th February 2019 replaced the previous NPPF (originally issued 2012 & revised 2018). The NPPF has not altered the fundamental legal requirement under Section 38(6) of the Planning and Compulsory Purchase Act 2004 that decisions must be made in accordance with the Development Plan unless material considerations (such as the NPPF) indicate otherwise.

The NPPF representing the governments up-to-date planning policy which should be taken into account in dealing with applications focuses on achieving a lasting housing reform, facilitating the delivery of a greater number of homes, ensuring that we get planning for the right homes built in the right places of the right quality at the same time as protecting our environment. If decision takers choose not to follow the NPPF, then clear and convincing reasons for doing so are needed.

N.B. In respect of decision-taking the revised NPPF constitutes a “material consideration”.

Para.1 *“The National Planning Policy Framework sets out the Government’s planning policies for England and how these should be applied”.*

Para.2 *“Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise”.*

Para.7 *“The purpose of the planning system is to contribute to the achievement of sustainable development”.*

Para.8 *“Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):*

- a) an economic objective*
- b) a social objective*
- c) an environmental objective”*

Para.11 *“Plans and decisions should apply a presumption in favour of sustainable development.*

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.

Para.12 *“.....Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed”.*

Para.38 *“Local planning authorities should approach decisions on proposed development in a positive and creative way..... Decision-makers at every level should seek to approve applications for sustainable development where possible”.*

Para.47 *“Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing”.*

Para.124 *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”.*

Para. 127 *“Planning policies and decisions should ensure that developments:*

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

Para.128 *“Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.”*

Para.130 *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development”.*

Para. 190 *“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”*

Para. 192 *“In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness.”*

Para. 193 *“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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”*

Para 194. *“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”*

Para 196. *“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”*

Para.213 *“existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)”*.

Planning Practice Guidance

The Planning Practice Guidance (NPPG) is a web-based resource which brings together planning guidance on various topics into one place (launched in March 2014) and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

RELEVANT PLANNING HISTORY

None.

NEIGHBOUR'S VIEWS

The public were notified of the application by way of nine individual neighbour letters, site notices and a notice in the Stockport Express.

A single representation has been received as a result of the Council's notifications and the applicant has submitted a further three letters of support from local residents and businesses in favour of retention of the new roofing material and expressing support for the business and its owner stating:

- they believe the new roof has improved the aesthetics of the area;
- the previous roof was in a poor condition;
- they have not experienced any problems of glare; and
- the business has always been a considerate neighbour when making any changes.

CONSULTEE RESPONSES

SMBC Heritage Conservation

Previous materials were red felt shingles with terracotta ridges. The immediate and wider setting of the church is almost exclusively Welsh blue slate and so the development raises concerns over amenity, impact on local street scene as well as the setting of the St Matthew's Church. Factors such as reflectivity, unit size, colour and profile all contribute, individually and collectively, to its discordant appearance within the local townscape.

ANALYSIS

This application was submitted following receipt of complaints and a subsequent enforcement investigation. Planning enforcement officers advised the landowner that any application seeking retrospective consent for the replacement roof would not be supported.

No permitted development rights are available to the applicant as the alteration is within 5 metres of the boundary of the curtilage of the premises – it shares a party wall with the houses fronting St Matthews Road. The express consent of the local planning authority is therefore required.

Since its installation in late 2019, the replacement roof's bright metallic appearance has softened as the metal has oxidised such that it no longer causes a glint and glare nuisance to neighbouring properties. However, the metal, standing-seam roofing material starkly contrasts with the predominant, Welsh blue slate roof coverings used on surrounding houses and the nearby Grade II listed St Matthews Church and is a strident and harmful addition to the street scene. The proposed metal standing seam roof is inappropriate in its location and harmful to the character, appearance and visual amenity of the area contrary to development plan policies SIE-1, CDH1.2 and the National Planning Policy Framework.

This insensitive and unsympathetic addition to the local townscape is also harmful to the setting of the Grade II listed St Matthew's Church. Although its impact amounts to 'less than substantial harm', there are not considered to be any public benefits arising from the development that outweigh the heritage harm identified by officers. The development is therefore also contrary to the heritage protection policy objectives of development plan policy SIE-3 and the National Planning Policy Framework.

Members are therefore recommended to refuse the application to enable officers to take formal enforcement action to remedy the harm identified.

RECOMMENDATION

Refuse and enforce