MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	132397/LO/2021
Date registered valid:	18 January 2022
Proposal:	Listed Building Consent enclose 5no. original concrete roof light domes with clear acrylic domes with GRP surround
Address:	Blackley Cemetery , Victoria Avenue, Manchester, M9 0NG
Ward(s):	Higher Blackley Ward
Applicant:	Kath McVicker Corporate Estates Blackley Cemetary Crematorium, Victoria Avenue, Manchester, M9 0NG
Agent (if any):	Architect Richard Broadbent Manchester City Council Town Hall Extension, Lloyd Street, Albert Square, Manchester, M60 2JT
Case officer:	Steven McCoombe Tel: 0161 234 4607 Email: steven.mccoombe@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	28 March 2022

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 24 February 2022

Standard consultations:
Printed: 21 January 2022 Expired: 11 February 2022

Neighbour notifications
No neighbour notifications have been printed and sent.

Site notice
Posted: 22 February 2022 Expired: 15 March 2022

Press advert
Published: 25 January 2022 Expired: 15 February 2022

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The existing building relates to a Grade II listed building designed in the late 1950's as a one-off building to form a crematorium. The building contains three chapels and associated rear plant and ancillary facilities. The building is considered to be a good example of post war modern architecture, mainly of concrete construction, with a series of flat roofs.

The cremators and associated plant rooms are in the two lower levels of the flat roof to the rear and appear to be constructed form reinforced concrete, faced in brickwork to the rear.

The building incorporates original circular rooflights to the flat roof sections of the building.

Listed building: Grade II

Conservation area: No

Tree Preservation Order: Yes

Description of area

The host building is set within extensive, landscaped grounds, containing a graveyard and remembrance garden, a separate site office, and three chapels within the Grade II listed building. The site is accessed from Victoria Ave (A6104), with a second access road via Chapel Lane off Blackley New Road.

The area surrounding the site is largely residential in character.

Description of development

Listed Building Consent is sought by the City Council to enclose 5no. original concrete roof light domes with clear acrylic domes with GRP surround. The domes are situated to each of the 5 flat roof areas of the buildings.

The works involve the removal of temporary felt coverings from the domes and the installation of clear acrylic dome covers with grp surrounds to fit exactly over the original domes.

The dome covers will be individually lifted into position by crane and guided into position by workers on the roof.

A waterproof neoprene gasket will be provided to prevent water penetration.

The domes will be secured by metal inserts drilled into the roof concrete.

Screw fixings are to allow for easy removal, future alterations or changes.

The works are necessary to prevent water ingress and will allow for the existing temporary felt coverings to be removed.

The application has been accompanied by a separate application for planning permission (Ref: 132396/VO/2021).

Consultations & Notification Responses

Local Residents/Occupiers – No representations received.

Policy

The below policy and guidance is considered relevant to the consideration of this application;

- Policies DM1, EN3 and SP1 of the Manchester Core Strategy;
- Saved policy DC19.1 of the Unitary Development Plan for the City of Manchester;
- National Planning Policy Framework (NPPF) (Section 16).

Issues

Principle

The works are considered necessary and will prevent further water penetration which has occurred and allow the existing temporary, felt covering to be removed.

Any impact to either heritage or visual amenity is considered in this case to be outweighed by the public benefits that would be gained by preventing further water ingress to a heritage asset and would allow the existing, important function of the building as a main crematorium for the city to continue.

Heritage and Impact to Visual Amenity

S.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State

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'.

Policy EN3 of the Core Strategy, likewise refers to the need for the consideration to be given to the impact of new developments on heritage assets, whilst saved Policy DC19.1 of the UDP seeks to preserve and enhance the setting of listed buildings and specifically states that listed building consent will not be granted for external or internal alterations or additions to a listed building, were in its opinion, there would be an adverse effect on its architectural or historic character.

Relevant to this application, Section 16 relates to Conserving and Enhancing the Historic Environment.

Paragraph 197 states that: *'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.*

Paragraph 199 states that:

> *'When considering the impact of a proposed development on the significance of a designated 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'.*

Paragraph 202 advises further that:

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

In this case, it is considered that the works will create less than substantial harm and will not cause more than slight harm.

It is believed that on balance, the proposed works will meet an established need and would still sustain the overall heritage significance of the listed building.

The works proposed are intended to represent a completely reversible solution, until such time that the domes can be refurbished and repaired. On this basis, it considered that less than substantial harm would be caused and on balance when weighed against the public benefits that the proposal will deliver in terms of allowing continued function of the facility and preventing further deterioration, the proposed development is considered acceptable and would have minimal impact to both the internal and external appearance of the building.

It is noted that there has been several attempts made over the years to waterproof the domes without success, and they are currently covered over with felt as a temporary solution by Facilities Management to prevent disruption to services and damage to the building fabric.

The proposed solution to both waterproof these and to prevent further damage to the original domes is to cover them with a clear lightweight material in a non-destructive, non-interventionist, fully reversible manner

The original domes with be retained and covered with a purpose made clear acrylic dome with grp surround manufactured by specialist manufacturer. These are to fit snuggly over each of the original domes, thereby preventing any further water penetration.

The original lighting effect intended by the Architect, one of the reasons cited for listing, would be retained.

The original fabric of the building would not be unduly affected, and the dome covers are intended to be easily removed at any time.

As the domes are set behind a parapet and are not visible from ground level, the addition of clear tight-fitting covers would make no material change to the appearance of the building.

On this basis and given the fully reversible nature of the proposed solution, it is considered that the impact to heritage can be sustained in this instance and therefore the proposal complies with the aforementioned policy and guidance.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

Drawings referenced MCC ARC XX DR A 0001, MCC ARC XX DR A 0010, 010023050052/01 (sheets 1-3) received by the City Council as Local Planning Authority on 3 December 2021;

Methodology for Installation document received by the City Council as Local Planning Authority on 11 January 2022;

Roof light plan received by the City Council as Local Planning Authority on 17 January 2022;

Acrylic dome specification document received by the City Council as Local Planning Authority on 18 January 2022;

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) The development hereby approved shall only be implemented in accordance with materials identified within the submitted
acrylic dome specification document, received by the City Council as Local Planning Authority on 18 January 2022.

Reason - To safeguard visual amenity and to protect the heritage of the building, pursuant to policies DM1 and EN3 of the Manchester Core Strategy and the National Planning Policy Framework (NPPF).

Appendix 1 – List of consultees & neighbours notified

Urban Design & Conservation

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: NORTH1