MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	140894/FO/2024
Date registered valid:	30 August 2024
Proposal:	Installation of replacement roof coverings
Address:	St. Anthonys RC Church, Dunkery Rd, Manchester, M22 0NT
Ward(s):	Woodhouse Park Ward
Applicant:	Mr Richard Crawford, Diocese of Shrewsbury
Agent (if any):	Mr Alan Beningfield, AtkinsRealis
Case officer:	David Lawless Tel: 0161 234 4543 Email: david.lawless@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	18 December 2024



Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 11 September 2024

Standard consultations:
Printed: 10 September 2024 Expired: 1 October 2024

Neighbour notifications
No neighbour notifications have been printed and sent.

Site notice
Posted: 11 September 2024 Expired: 2 October 2024

Press advert
Published: 17 September 2024 Expired: 8 October 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

St Anthony's RC Church, a Grade II listed building was completed in 1960 (designed by Adrian Gilbert Scott) and was listed in 2014. The site is bordered by Portway, Brayford Road and Dunkery Road to the north, east and south respectively and by landscaping and dwellings to the west. The site is located within a predominantly residential area, though St Anthonys R C Primary School is located to the south.



Listed building: Grade II
Conservation area: No
Tree Preservation Order: No

Description of development

The applicant is proposing the installation of replacement roof coverings

In more detail, the works would consist of:

a) Removal of the existing pitched roof tile coverings and replacement with new like for like materials and construction:

- It is anticipated this will include new tiling battens and felt underlay.
- Ridge tiles and hip tiles to be replaced to match existing in detailing.
- Detailing to all abutments to match the existing installation with improvements to provide more robust details without compromising the characters and aesthetics.
- Stainless steel fixings to be used to secure tiles.
- Replacement barrel (cap and pan / two-piece mission) tiles will be coloured as manufactured; colour red rather than artificially aged / weathered.

b) Removal of the existing hidden flat roof coverings (sacristy) and replacement with like for like materials and construction.

- Where paving is installed, this will be assessed to confirm if it should be reinstated or replaced in conjunction with the waterproofing
- New flashings will be installed and dressed into external walls.

c) Removal of the existing flat roof coverings above door openings and other ancillary roofs and replacement with like for like materials and construction.
d) Repairs/replacement linings to gutters.
e) Inspection of all rainwater goods.
f) Inspection of the copper covered areas to identify any repairs.

Consultations & Notification Responses

Local Residents – No comments received

Heritage & Urban Design – Have made the following comments:

- The existing Lombardic clay tiles are considered to be original, making an important contribution to the overall significance and appreciation of the asset. Thus, a comprehensive replacement of the existing roof finishes would have a considerable impact on the Grade II listed building, both on account of the loss of original fabric and change of appearance. It is on account of the change of appearance between the existing and new tiles that retention and reuse of the existing tiles, supplemented with new to match, is not recommended, which would minimise the harm ensued form the loss of original fabric. On balance, due to the clear benefits of the proposals, an identified need, and the fact that the proposed replacement would match the detail of the existing, the replacement of the original tiles with new is supported.
- In order to safeguard the quality of the new tiles finishes and workmanship, a 1m2 sample of the proposed new detail and materials used would have to be prepared prior to the commencement of the comprehensive re-tiling works.
- Confirmation is required of the scope of reinstatement works to accommodate the proposed new abutment detail (i.e. new brickwork).
- Further information is necessary in order to support the replacement work to the flat roofed sections of the Church. These should include existing and proposed cross-sections illustrating the proposed scope of works and finishes, and any relevant junction details.
- Opportunities to improve the thermal and energy efficiency of the Grade II listed asset, including through roof insulation, should be considered as part of these works.

- Subject to the provision of additional information and imposition of the following condition(s), the works are supported on heritage grounds, in accordance with Policies SP1, DM and EN3 of the Core Strategy, Policies JP-P1 and JP-P2 of the Places for Everyone, saved UDP Policy 19.1 and the guidance within Section 16 of the NPPF.

  Conditions:
  A 1m2 sample of the new re-tiling detail.
  Full and final details of the proposed works to rainwater goods.
  Full and final works to pinnacles, polygonal tower and copper roof covering.
  Within a month days of removing the existing roof finishes, confirmation of any additional works to the structure, including any repairs/alterations/replacement works to underling fabric, and/or installation of insulation, with appropriate level of detail submitted as required.
  Before erection of any external scaffolding, a full specification for that scaffolding and any associated installations including its location, details and location of any mechanical fixings to the building and details of how the building fabric would be protected and made good following removal of the scaffolding and any associated installation shall be submitted to and approved in writing by the City Council as local planning authority.

Policies

The National Planning Policy Framework (December 2024) – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking 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 strong 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, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision-making. 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.

Paragraph 210 in Section 16 states that in determining planning 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 212 states 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 (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 213 states that 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.

Paragraph 214 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss 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.

Paragraph 215 states that 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.

The Places for Everyone Plan – This plan was adopted on 21 March 2024, as such the Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance. The relevant policy is set out below:

Policy JP-Strat9 (Southern Areas) – This policy states that the economic competitiveness, distinctive local neighbourhood character and environmental attractiveness of the southern areas will be protected and enhanced. There will be a strong emphasis on making as much use as possible of suitable previously developed (brownfield) land and promoting the roles of the areas' town centres and its other key assets.

Policy JP-P2: Heritage (Heritage) – This policy states that the member authorities will proactively manage and work with partners to positively conserve, sustain and enhance their respective historic environments, heritage assets and their settings.

Core Strategy Development Plan Document – The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. Relevant policies in the Core Strategy are detailed below:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy EN 3, *Heritage* – Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of issues, in this instance the most relevant is the effects the archaeological or built heritage.

Saved UDP Policies – Policy DC19 is considered of relevance in this instance:

Policy DC19, *Listed Buildings* – Policy DC19.1 states that in determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

Issues

Impact on the Listed Building – St Anthony's RC Church is an imposing and monumental building by architect Adrian Gilbert Scott. The church has a rich, little-altered interior with strong

architectural qualities and notable furnishings. The church is described as *"one of the few real landmarks of Wythenshawe"* and "*beautifully built"*, by Hartwell, Hyde and Pevsner (2004). It is one of a group of mid-twentieth century churches in the suburb which demonstrated the commitment to mission in the new community and includes other architecturally notable Anglican churches by Basil Spence and George G Pace.

Given the importance of this listed building, works to repair the roof coverings are supported in principle. Heritage colleagues have raised a number of concerns about the proposed materials and the potential for additional work, once strip-out is underway, but it is believed that these concerns can be overcome with the imposition of a number of bespoke conditions. Accordingly, they support the proposal on heritage grounds.

In conclusion, it is not considered that the proposed works, listed in the *description of development* section above, would have a detrimental impact on the character and appearance of this Grade II listed building.

Visual Amenity – It is considered that improving the appearance of this important listed building and ensuring its retention would improve the levels of visual amenity enjoyed within the vicinity of the site.

Residential Amenity – The proposal would not have a detrimental impact upon the levels of residential amenity enjoyed within this part of Wythenshawe.

Pedestrian and Highway Safety – The proposal would not have a detrimental impact upon the levels of pedestrian and highway safety enjoyed within the vicinity of the site.

Other Legislative Requirements

Equality Act 2010 – Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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 in a positive and proactive manner based on seeking solutions to issues arising from the consideration of this 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 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents received on 30 August 2024:

a) Location Plan
b) Design and Heritage Statement (ref. DOS-AR-(081w)-DS-B)
c) DOS-ATK-(081w)-XX-DR-B-0001-P1 (Location Plan)
d) DOS-ATK-(081w)-XX-EL-B-0002-P1 (East and South Elevations)
e) DOS-ATK-(081w)-XX-EL-B-0003-P1 (North and West Elevations)
f) DOS-ATK-(081w)-XX-DR-B-0004-P1 (Roof Detailing)

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1, DM1 and EN3 of the Manchester Core Strategy.

3) Prior to the commencement of the development hereby approved a 1m² sample of the re-tiling detail shall be made available for approval by the City Council as Local Planning Authority.

The development shall be implemented in accordance with the approved details.

Reason - To ensure there is no resulting harm to the Listed Structure in the removal, repair and reinstatement of rainwater goods pursuant to Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

4) Notwithstanding the details within the documents listed in condition 2 of this approval, prior to the commencement of works hereby approved, details of the following shall be submitted for approval in writing by the City Council, as Local Planning Authority.

a) Full and final details of the proposed works to rainwater goods.
b) Full and final works to pinnacles, polygonal tower and copper roof covering.
c) Full and final details of the scope of reinstatement works to accommodate the proposed new abutment detail (i.e. new brickwork).

The development shall be implemented in accordance with the approved details.

Reason - To ensure there is no resulting harm to the Listed Structure in the removal, repair and reinstatement of rainwater goods pursuant to Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of

the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

5) Notwithstanding the details included within the documents listed under condition no.2 of this approval, prior to the erection of any scaffolding necessary for any external works to the building, full and final details of the scaffolding and associated support structure, including its location, means of affixing to the building, details of how the building fabric would be protected from potential damage, and details of making good to the building fabric following removal, shall be submitted to and approved in writing by the City Council as Local Planning Authority. The works shall be carried out in accordance with the approved details.

Reason - To ensure there is no resulting harm to the Listed Building, pursuant to Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Airport Noise Index Zone - Noise and Nuisance Index - 40-49
Area Team Boundary - Name: SOUTH AREA