

APPLICATION NUMBER: 23/00405/VRCON

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
23/00405/VRCON	Rosalind Gralton	2 January 2024

Address: Rochdale Crematorium Rochdale Cemetery Bury Road Rochdale OL11 4DG

Proposal: Section 73 application to vary condition 2 of planning permission 20/01553/FUL (Extension and refurbishment of existing Chapel and construction of new waiting area and associated canopy and external works) to alter eastern elevation fenestration.

PUBLICITY	Weekly list expired?	Y	Site notice expired?	Y
	Neighbour letters expired?	Y	Press Notice expired?	Y

DELEGATION	Significant departure from local plan?	N	Contrary to national policy?	N
	Applicant a Council Member or officer?	N	Contrary to previous decision?	N
	Major with 10 or more objections and recommending approval?	N	Called in or Planning Panel objection?	N

COMMENTS	Planning Panel comments received?	N
	Neighbour comments received?	N

EIA	Screening opinion completed and saved to Onbase?	N
-----	--	---

CONDITIONS	Pre-commencement conditions proposed?	N
	Pre-commencement conditions agreed (or notification period expired)?	N

RECOMMENDATION	APPROVE SUBJECT TO CONDITIONS
----------------	-------------------------------

CHECKED AND SIGNED OFF BY: LA

DATE: 22.02.24

SITE

The application relates to the existing chapel that lies within Rochdale Cemetery, off Bury Road. Rochdale Cemetery is a Grade II Registered Park and Garden. The site is located within the Defined Urban Area (G/D/1). The site is located within a Coal Mining High Risk Zone.

PROPOSAL

This application seeks to vary condition No 2 (Approved Plans) of the permission 20/01553/FUL. The permission seeks alterations to the approved plans; specifically the following:

- Alterations to the eastern elevation with the addition of a louvered grille
- Alterations to the front elevation doorway
- Alterations to the materiality of the canopy and reduction in its massing

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF) – Dec 2023

National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

- C8 Improving community, sport, leisure and cultural facilities
- P1 Improving image
- P2 Protecting and enhancing character, landscape and heritage
- P3 Improving design of new development
- G6 Enhancing green infrastructure
- G8 Managing water resources and flood risk
- G9 Reducing the impact of pollution, contamination and land instability
- DM1 General development requirements

Unitary Development Plan (UDP):

G/D/1 – Defined Urban Area

RELEVANT SITE HISTORY

15/00610/FUL - Removal of existing glazing from rear ground floor window to be replaced with aluminium louvres, formation of 2.1m high timber fenced enclosure and installation of steel access ladder. – Approve subject to conditions 11/08/2015

20/01553/FUL - Extension and refurbishment of existing Chapel and construction of new waiting area and associated canopy and external works – Approve subject to conditions

22/00276/DOC - Submission of details to comply with conditions 3 (materials), 4 (tree planting), 5 (coal mining) and 6 (coal mining declaration) on planning permission 20/01553/FUL – Request completed

22/00513/DOC - Submission of details to comply with condition 7 (Drainage) of planning permission 20/01553/FUL – Request completed

23/00645/FUL – Installation of an additional flue above roof level to west side of existing chimney tower – Pending Consideration

CONSULTATION RESPONSES

The Gardens Trust

The Gardens Trust was consulted on the application, and their response is provided below:

'Thank you for consulting the Gardens Trust in its role as Statutory Consultee on the above application which affects Rochdale Cemetery, an historic designed landscape of national importance which is included by Historic England on the Register of Parks and Gardens of Special Historic Interest at Grade II.

We have considered the information provided in support of the application and on the basis of this confirm we do not wish to comment on the proposals at this stage. We would however emphasise that this does not in any way signify either our approval or disapproval of the proposals.'

Conservation Officer

A response was received from the Conservation Officer

First Response:

The proposal is for an amendment to a recently approved scheme for a single storey extension onto the existing crematorium building. The changes relate to the eastern elevation where a new louvred opening is proposed. It is also not entirely clear from the plans, but a new roller shutter also appears to be proposed on the new doorway?

So that this application can be assessed fully, it would be helpful if details of the louvres can be provided, along with clarification of the treatment of the new doorway. External roller shutters are generally not supported, due to their visual appearance. If additional security measures are required, then this should be explained and alternative measures – such as internal shutters considered.

Clarification was sought from applicant, confirming no roller shutters were proposed, and a second informal response was provided:

Second Response:

'the level of harm would be at the very lower end of less than substantial – given the location etc. Clearly outweighed by public benefits and justification'

Env Health - Noise/Odours

This section has no objections to the proposal

REPRESENTATIONS

The application was advertised by way of neighbour notification, site notice and press advert. No responses were received.

ANALYSIS

The application seeks to make alterations to the approved extension to the Rochdale Crematorium. The proposed alterations include the addition of a louvered grille on the eastern elevation, minor alterations to the front elevation doorway, and alterations to the materiality of the canopy/walkway, which would reduce its mass.

In respect of matters relevant to the assessment of the proposed amendments, comments are as follows:

Impact on heritage and visual amenity

Rochdale Cemetery is a Grade II listed registered Park and Garden opened in 1855 to a design by Abraham Stansfield with further extensions taking place in the late 19th and 20th centuries. The need for a public cemetery to serve the town had been raised eight years earlier, within the Pilot and Rochdale Reporter, which noted that all but one of the fourteen existing burial grounds were either 'loathsome' or nearly filled. The site is formally included on the National Heritage List for England (NHLE) and therefore comprises a designated heritage asset.

The Cemetery's southern entrance is marked by two lodges, both listed at grade II. The opening of the Cemetery was shortly followed by the construction of a Church of England Chapel and a Dissenter's Chapel. In 1868, a Catholic Chapel was also added to the Cemetery. This Catholic Chapel is the only one which remains in the Cemetery grounds, and is now in inter-denominational use. The Cemetery also contains a unique series of stone pillars, dividing the consecrated and non-consecrated areas.

Paragraph 203 of the NPPF states that in determining planning applications [which would directly affect a heritage asset or its setting], local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets (*inter alia*).

Paragraph 205 of the NPPF states that in considering the impact of a proposed development, great weight should be given to the asset's conservation. Significance can be harmed or lost through alteration of a heritage asset and as they are irreplaceable, paragraph 206 requires 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. Substantial harm to or loss of a grade II listed building should be exceptional.

Paragraph 207 of the NPPF directs that where a proposal would 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. The Court of Appeal decision in the case of *Barnwell vs East Northamptonshire DC* [2014] (2) clarified that decision makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise'.

The application site is located with a Grade II Registered Park and Garden. Comments from the Garden Trust have been requested but have chosen to provide no comment.

The application proposals seek to alter the approved plans relating to the eastern elevation, through the addition of two louvered grilles above and to the side of the proposed side hung double doors alterations to the front elevation doorway, and alterations to the materiality of the canopy, including reduction in its massing. The amended door is altered to a similar design with a revised stable door opening. This would be considered acceptable in context of the existing design of the building.

Additionally, the covered walkway, is proposed to be altered under this application, to be designed with a thicker cladding to the roof, however reduced in its projection across the site – measuring 2.1m in depth, 9.2m in width and 2.65m in height.

The case officer concurs with the conclusion of the Conservation Officer; that the proposed louvres would result in a less than substantial level of harm to the setting of the designated heritage asset. As such Paragraph 208 of the NPPF is engaged, which requires Local Planning Authorities to 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. The applicant has stated the proposed grilles are required to provide adequate combustion air to the cremators and also provide purge ventilation into the building to avoid excessive internal heat build-up, and subsequently necessary for the primary function of the building. It is noted the proposed louvre would be on the eastern side of the building, and at a height which would largely be screened by an existing historic stone wall when travelling along the eastern side of the Crematorium building. Given the necessary function the louvres would present to the building and public benefit that would be had, it is considered the public benefits presented in this case would outweigh the less than substantial harm in this instance.

Details of the grille and louvre material and specification have been submitted and are considered acceptable in this instance.

Material details of the proposed extension in relation to roofing, rainwater goods, cladding, windows and doors, cladding have been approved under 22/00276/DOC. The outstanding material details required pertain only to the ashlar, smooth cut sandstone.

A condition will be secured to the decision ensuring materials of the walkway is submitted prior to installation to ensure a high level of design is achieved to complement the adjacent heritage asset and setting.

Further to the above, to ensure the high quality of the development it is considered important that materials are controlled through condition but subject to this the impact on heritage and visual amenity would be acceptable in accordance with policies P1, P2, P3 and DM1 of the Core Strategy and the NPPF.

Impact on Residential Amenity

The reduction in size of the walkway and proposed insertion of the grille to the rear, and altered design of the door would not cause detriment to any adjacent property over and above that of the original approved application.

Overall the proposed amendments are acceptable and compliant with the development plan, subject to the additional conditions attached.

RECOMMENDATION

1. The development must be begun not later than three years from the date of the original decision i.e. by 12 May 2024.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. This permission relates to the following plans and documents:-

- Location Plan – Drawing no. 001 revision B

- Existing Site Plan – Drawing no. 004 Revision A
- Existing Floor Plans – Drawing no. 002 Revision A
- Existing Elevations – Drawing no. 003 Revision A
- Existing Drainage Plan – Drawing no. dwg-tjba-RMBC-rochdale crematorium-171120 Revision 1
- Proposed Site Plan – Drawing no. 005 Revision F
- Proposed Key Plans – Drawing no. 009 Revision E
- Proposed Perspectives – Drawing no. 011A
- Proposed Elevations – Drawing no. 010 Revision H
- Tree Survey Plan
- Drawing no. 014 Rev A (Proposed new and replacement tree planting)
- Ground Investigation Report, prepared by Geol COnsultants Ltd, dated 3rd February 2022
- Drainage Proposals Plan - Drawing no. DR-C-0101
- Document reference QUO/2059 which arranged for cleanout of the sewage plant
- Document reference PPML3/1130 which documents that power has been reinstated to the Klargester.

and the development shall not be carried out other than in complete accordance with these drawings and documents hereby approved unless otherwise required by the conditions below.

Reason: For the avoidance of any doubt and to ensure a satisfactory standard of development in accordance with policies of the Rochdale Unitary Development Plan as listed below on this decision notice.

3. The development shall be carried out in accordance with the following materials:

- Drawing no. 013 Rev A (external materials)
- Aluminium framed double glazed units – RAL 9004
- Kingspan Top Deck composite panel, with grey TROCAL membrane covering
- Timber with light grey liquid plastic membrane. These roofs are to be concealed from parapets
- External rainwater goods in VM Zinc – to match cladding
- Cast aluminium used where replacement RWP's required to existing chapel
- VM Zinc provided to waiting room fascia
- External doors to waiting room are aluminium framed to match windows with the exception of DE.03 which is a HW timber door to the public WC.
- Double door to service yard to be powder coated steel composite to match aluminium doorframes
- Other external doors on main chapel to be existing/salvaged.
- Louvred Grilles in RAL9004 Storm Grey, submitted via email dated 18/12/2023 from Campbell Driver Partnership to Rosalind Gralton.

Prior to their installation, samples of ashlar smooth cut sandstone including specification, type, colour and texture of sandstone will be required to be provided on site and approved in writing by the Local Planning Authority.

The development shall be constructed in accordance with the approved materials and they shall be retained as such thereafter.

Reason: In order to ensure use of appropriate materials which are sympathetic to the character of surrounding buildings and the street scene in

the interests of visual amenity in accordance with the requirements of Unitary Development Plan Policies BE/2 and H/3.

4. The development shall be carried out in accordance with the proposed new and replacement tree replanting scheme as approved on submitted 'Drawing no. 014 Rev A (Proposed new and replacement tree planting)'

The replacement trees shall be planted no later than the first planting season following first use of development and any trees planted in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 10 years of planting shall be replaced within the next planting season by trees of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and to secure biodiversity mitigation in accordance with Policies P3, G1, G6 and G7 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

5. The development shall be undertaken in full accordance with Ground Investigation Report, prepared by Geol Consultants Ltd, dated 3rd February 2022), and any remediation works and/or mitigation measures to address land instability arising from coal mining legacy, as may be identified in the scheme of intrusive investigations and be retained as such thereafter.

Reason: To ensure the site is made safe and stable for the development and to accord with policy G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

6. Prior to occupation of the development hereby approved, the drainage scheme should be carried out in accordance with the approved documents as listed below and in Condition 2 (Approved plans) in relation to the discharge of surface water, foul sewage, sewage plant and its maintenance.

- Drainage Proposals Plan - Drawing no. DR-C-0101
- Document reference QUO/2059 which arranged for cleanout of the sewage plant
- Document reference PPML3/1130 which documents that power has been reinstated to the Klargestar.

Reason: To prevent an increased risk of flooding as a result of the development and to ensure satisfactory disposal of surface water from the site in accordance with Policy G8 of the adopted Rochdale Core Strategy, saved Policy EM/7 of the adopted Rochdale Unitary Development Plan and the National Planning Policy Framework.

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively to issue the decision

