

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

23/01134/FUL

CASE OFFICER

Rosalind Gralton

DETERMINATION DATE 12.12.2023 **EXT OF TIME** 22.03.2024

Address: Units 30 And 31 Spotland Bridge Mill, Spotland Road, Rochdale, OL11 5BU

Proposal: Change of use from industrial unit (Class B2) to distillery with gin experience events space and bar (Sui Generis) including replacement of existing windows and alterations to existing entrance on south elevation and provision of new toilets

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

RECOMMENDATION

GRANT SUBJECT TO CONDITIONS

CHECKED AND SIGNED OFF BY: RG

DATE: 06 March 2024

SITE

The application site is Spotland Bridge Mill located in the Spotland district of Rochdale around a kilometre north-west of the town centre. The building is a large former cotton mill now converted to industrial units, situated at the junction of the A580 Spotland Road with Bridgeford Road.

The site consists of two principal buildings, the first dating from around 1833, the second from the early 20th century, existing by 1908. The application unit is located on the ground floor of the north-west corner of the latter.

Spotland Bridge Mill is a Grade II Listed Building and located within the Spotland Conservation Area.

The application relates to Units 30 and 31 of the East Mill which is located on the ground floor of the southern side of the East Mill. This unit is currently vacant and measures 291.39sqm. Previous uses have fallen within B1 (now E(g)), B2 and B8. The site is serviced by communal car parking / cycle parking and bin stores (approved under previous consent for the whole site).

The listing description for the building (ref: 335/6/10017) reads;

Cotton spinning mill, now industrial centre. c1833, early C20 extension. Built for the firm of Joseph Butterworth and Co. Ltd. EXTERIOR: original mill of five storeys and attic, thirteen bays. Red/brown brick, slate roof, gable copings. Square fireproof external stair attached to N end, privy tower and fire escape doors (same size as windows) with cast-iron railed platforms on W side. Blocking course and corner pilasters.

INTERIOR: Two rows of cast-iron columns, with flat bolting faces for line shafting, support massive timber cross-beams and joisted timber floors; roof structure of queen-strut trusses to attic storey lit by roof lights and gable windows. Lower engine house with paired narrow round-arched windows indicating housing for a double-beam engine at S end. Attached to this is the low contemporary boiler house, 2-storey storeroom to rear; tapering octagonal chimney close by. Later additions include a 2-storey office block with 4-pane sash to right of doorway and a sash window with margin lights above, added by the 1870s. 4-storey, 9 x 8 bay added mill to the east: Accrington brick, flat roof, segmental-arched 9-pane..windows. Structure of steel beams with cast iron columns and concrete floors with sprinkler tower. Powered by mains electricity. Access from the Edenfield Road is through a gateway with wide wrought-iron gates; the original cobbled road surface survives, as does the revetment wall of massive stone slabs on the west side. Also on the site, facing the road junction, is the mill owner/manager's house: coursed gritstone, stone surrounds to doors and windows, slate roof, no stacks. Two storeys, Two rooms deep, single-storey attached outbuilding at rear. Central recessed half-glazed door with overlight, flanking full-height canted bay windows. Doorway and tall stair window to left of centre, rear. Low retaining wall to forecourt.

HISTORY: the mill was built for spinning coarse counts of cotton twist. By 1888 it was powered 17,424 spindles, when the business was taken over by Chas. Whittaker Ltd. Listed as a good example of an early C19 non-fireproof mill, which, with its early C20 addition, shows a typical expansion of the business. (Gurr, Duncan, and Hunt: The Cotton Mills of Oldham: Oldham. 1989-)development pattern for an early site. The c1833 mill is an example of the increasing width (18m) of buildings as construction methods improved and larger machines became available during the middle years of the century. In this example the width is spanned by-timber beams for a non-fireproof construction which remained usual through the mid

C19. The roof structure and roof lights indicate the Use of powered machinery rather than storage on this floor. The double beam engine had 2 cylinders side-by-side working a single flywheel; in this mill one line shaft powered each of 2 rows of spinning throstles on the wide spinning floors, (Williams, 1992). (Williams, M and Farnie, DA: Cotton Mills in Greater Manchester: 1992-: 74,82,83,89).

PROPOSAL

The application seeks the change of use of Unit 30 and 31 to a distillery with gin experience events space and bar (Sui Generis) including replacement of existing windows and alterations to existing entrance on south elevation and provision of new toilets.

Externally, the proposal involves alterations to the existing building; reinstating existing window openings with aluminium framed glazing to match the new windows on the west mill (Reference: 20/01454/LBC).

The proposal would remove an existing roller shutter door with new timber framed doors of a painted finish.

Internally, the basic layout of Units 30 and 31 will be retained with minor subdivision to accommodate new functions with no alteration to the original crosswalls and the columns/floor structure.

There is a large communal car park and dedicated areas for communal cycle storage and bin storage.

The submitted application form refers to 6 full time members of staff.

Opening hours are proposed as 11:00–23:30 Monday to Saturday and 11:00–23:30 Sundays and Bank Holidays.

Commercial signage is noted on the submitted plans however, this will need separate advertisement consent.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF) – September 2023
National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

- E1 Establishing thriving town, district and local centres
- E2 Increasing jobs and prosperity
- P1 Improving image
- P3 Improving design of new development
- G9 Reducing the impact of pollution, contamination and land instability
- T2 Improving accessibility
- DM1 General Development Requirements

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

Supplementary Planning Documents (SPD):

Supplementary Planning Guidance note 'Guidelines and Standards for Residential Development' (June 2016).

Places for Everyone (PfE)

PfE is a joint Development Plan Document being prepared by nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan). It identifies the quantum of new housing and employment development, supports the delivery of key infrastructure, and protects environmental assets. The Inspectors' Report, received on 14 February 2024, marks the end the examination into the plan which included public hearing sessions which took place between 1 November 2022 and 5 July 2023. The report sets out the findings of the examination of the Places for Everyone Joint Development Plan Document (PfE). The Inspectors conclude that all legal requirements have been met and that with the recommended main modifications set out in the Appendix of their report, the Places for Everyone Joint Development Plan Document for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan satisfies the requirements referred to in Section 20(5)(a) of the 2004 Act and is sound.

The next step is for all nine Places for Everyone Councils to consider the Inspectors' recommendations and adoption of the Plan. Consequently, the plan is at a very advanced stage and has been deemed to be legally sound and is therefore afforded significant weight in decision making.

RELEVANT SITE HISTORY

83/D15327 - Change Of Use From Dress Manufacturers To Retail \ Wholesale Warehouse. Refused.

91/D26495 - Change Of Use From Industrial Unit To Private Hire Booking Office. Approved 16/05/1991.

99/D36638 - Use Of Premises As A Martial Arts School (Retrospective). Approved 13/08/1999.

08/D51590 - Internal And External Alterations To Existing Listed Mill Buildings To Allow Mixed Use Development – Granted.

08/D51589 - Change Of Use And Refurbishment Of Existing Buildings Including New Storey To East Mill To Provide Mixed Use Scheme Comprising 84 Apartments, 1079 SQ M Of Commercial Floorspace (B1/B2) With Associated Car Parking And Landscaping – Approved.

11/D54883 - Application For A New Planning Permission To Replace An Extant Planning Permission (D51589) For Change Of Use And Refurbishment Of Existing Buildings Including New Storey To East Mill To Provide Mixed Use Scheme Comprising 84 Apartments, 1079 SQ M Of Commercial Floorspace (B1/B2) With Associated Car Parking And Landscaping – Approved.

11/D54884 - Change Of Use And Refurbishment Of Existing Buildings Including New Storey To East Mill To Provide Mixed Use Scheme Comprising 84 Apartments, 1079 SQ M Of Commercial Floorspace (B1/B2) With Associated Car Parking And Landscaping – Granted.

20/00548/LBC - Replacement of existing windows with PVCu windows – Withdrawn.

20/00602/FUL - Change of use to allow use of part of ground floor from business use (B8) to cafe (Class A3). Approved 14/07/2021.

20/01454/LBC - Replacement of existing windows with aluminium windows - Resubmission of 20/00548/LBC. Approved 18/03/2022.

22/00825/DOC - Submission of details to comply with condition 3 (materials) on planning permission 20/01454/LBC. Request completed 10/08/2022.

23/00229/FUL - Change of use of part of ground floor to microbrewery and brewery tap area including installation of new windows and re-instatement of doorways to north and east elevations. Approved.

23/00230/LBC - Change of use of part of ground floor to microbrewery and brewery tap area including installation of new windows and re-instatement of doorways to north and east elevations. Approved.

23/01135/LBC - Change of use from industrial unit (Class B2) to distillery with gin experience events space and bar (Sui Generis) including replacement of existing windows and alterations to existing entrance on south elevation and provision of new toilets – Pending consideration.

CONSULTATION RESPONSES

Conservation And Design

The proposal is for the change of use of Spotland Bridge Mill, a Grade II listed Cotton Mill into a distillery/gin experience and tasting room, with a storage/light kitchen facility.

The proposal includes the instatement of new aluminium double glazed window units to the ground floor to match the existing framing pattern of the relatively recently approved glazing pattern to the rest of the mill. It includes the removal of an existing roller shuttered door with a timber door and surrounding glazing, the instatement of a free-standing bar, the instatement of partitions associated with the toilets to be instated.

Indicated on the existing plans indicates the instatement of new bricks to be instated as needed as well as locally sourced sandstone plinths within the glazing surrounding the proposed timber door to be instated at the entrance.

It is noted that some nominal details have been provided in association with the proposed window replacement indicating the overall build-up and cross-sectional detail. Product specifications of all windows to be instated are required for approval with the LPA prior to instatement.

It should also be mentioned that within the construction notes indicate the instatement of a “breathable” brick sealant as well as a non-slip coating on the concrete floor which is to be compatible with it. New services are also indicated to be run via trays and surface mounted. Gaps and holes are to be sealed for fire separation between units.

A few questions are to be raised with respect of some of these details. It is unlikely that the brick sealant to be applied to internal walls will be agreeable. It should, therefore, be established that this product is indeed breathable and what sort of finish it will result in; this can be established via condition. Likewise, the slip proof finish to be applied to the concrete floor should be specified and its finish should be denoted.

Details of the methods of sealing between units should be detailed. If the material of the wall is brick, brick should be used to seal the area between the units. All bricks to be instated will need to be agreed upon with the LPA prior to instatement. This information should ideally include photographic/product specifications of all replacement brick.

Env Health - Noise/Odours

'This section has no objection in principle to the proposals, we would recommend the following condition:

Noise from fixed plant will not exceed 54 dB(A) between 07:00-23:00 and 33 dB(A) between 23:00-07:00 measured 1m from noise sensitive receptors.'

Highways And Engineering

Spotland Mill like many other similar buildings is now repurposed to a multiple and various uses all shared on one site. The main concern with mixed/shared use buildings is a conflict between uses. With each new application for the building we must consider how the business operates and how this will interact with the surrounding uses.

We do not expect any significant volume of traffic generated by this proposal.

The site has extensive shared parking which can at present accommodate the vehicles associated with this proposal.

Access to the site is adequate.

The site is in existing use and no changes to the layout are proposed.

There is no proposed changes to the existing highways layout.

We have no concerns regarding refuse collection from this location.

We have no new Road Safety concerns as a result of this development.

We have no concerns regarding Highways Drainage at this location.

No PROW or Bridleway will be obstructed or diverted by this proposal.

Env Health - Air Quality

No comments received to date

Strategic Planning

No comments received to date

REPRESENTATIONS

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

ANALYSIS

Principle of Development

The application relates to a vacant part of the mill, which has an extant planning permission to be used as a mixed-used business centre. This application relates to a small portion of the East Mill, which it is proposed for use as a distillery, bar and events space, hosting gin experience events.

Policy E2 is relevant and this establishes that the Council will support the creation and retention of successful businesses and increase the number and quality of jobs to create a more prosperous lower carbon economy.

Policy E1 establishes that retail and leisure facilities should be focussed in town and local centres in order to promote the vitality and viability of these centres. Paragraph 87 of the National Planning Policy Framework also establishes that local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan.

Following negotiation with officers the applicant has submitted updated assessments regarding the sequential test. The methodology for this assessment has been agreed with the officers and applies an appropriate level flexibility in the assessment with due regard for relevant case law on the matter. Officers accept that the leisure element of the proposal is intrinsically linked with the manufacturing processes carried out on site and there would be no need to disaggregate these uses, whilst also acknowledging the specific requirements of the manufacturing and servicing may also limit the degree of flexibility which may be applied to other sites.

The assessment focuses on Spotland Bridge Road Local Centre and Rochdale Town Centre as the most relevant and likely to be impacted upon defined centres. Through an appropriate search methodology the applicant has identified various sites for consideration within Rochdale Town Centre. In each case a reasonable justification has been provided as to why these sites are not suitable, accessible, available, or viable for the proposed development. As such officers can conclude that there are no sequentially preferable sites and as such the proposals comply with the sequential test requirements.

The proposals could not be accommodated within a centre, nor are they of such a scale that officers consider an Impact Assessment to be required. The proposals would deliver a mix of more typical manufacturing type employment opportunities with additional complementary hospitality jobs whilst creating a new leisure destination in the local area. It is not considered this is of such a scale that this would impact the vitality or viability of other centres and would instead offer an enhanced offer in the local area whilst supporting local businesses. The proposals are therefore considered to comply with CS Policies E1 and E2 whilst also contributing to the objectives of E5 by supporting opportunities for visitors to this piece of Rochdale's heritage.

Visual Amenity

Policies DM1 and P3 of the Council's adopted Core Strategy requires development proposals to adhere to high quality design and enhance the borough's identity and sense of place, by respecting context where it is positive and having regard to the scale, density, massing, height, layout, landscape, materials and access of surrounding buildings and areas in general.

In addition, paragraphs 126 of the National Planning Policy Framework (NPPF) state that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 goes on to state that planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change. Finally, paragraph 134 of the NPPF states that *'development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design,*

taking into account any local design guidance and supplementary planning documents such as design guides and codes.'

The application proposes the re-instatement of one existing partially boarded up window, and replacement of five windows, with new window openings with new aluminium framed double glazed units installed to match the existing framing pattern. Additionally the existing roller shutter door would be removed and a new timber entrance door is proposed. The material details of which, are secured via condition.

Some concerns are raised regarding the brick sealant; however as stated within the Conservation Officer consultation response; details of this is to be secured via condition.

The proposed works are considered to enhance the appearance of the mill and the Conservation Area and would not detract from the character and appearance of the area, appearing as an appropriate addition to the site and nor would it affect the setting of the Grade II Listed Building.

Therefore the proposal is considered to be acceptable and would accord with policies DM1, P2 and P3 of the adopted Rochdale Core Strategy and the NPPF.

Impact on Surrounding Occupiers

Policy G9 of the Core Strategy requires that applications do not lead to an unacceptable increase in noise or other pollution. Policy DM1 requires that development is compatible with surrounding land uses in terms of its impact upon amenities of neighbouring residents and also requires that developments mitigate against any impacts due to noise.

The application site is located to the north of the site but centrally located within the mill complex. The closest residential properties are approximately 40m away on the northern side of Spotland Road close to the junction with Rooley Moor Road. To ensure that the development would not unduly impact on the amenity and living environment of local residents, consultation has been undertaken with the Council's Environmental Health (Noise) Officer. The Environmental Health Officer raised no objection to the proposal, however it is requested that any noise from fixed plant must not exceed 54dB(A)1Hr measured 1m from noise sensitive premises between 07:00-23:00 and 33 dB(A)15min measured 1m from noise sensitive premises between 23:00-07:00. The applicant has advised that no extraction/ventilation system is proposed however, a condition will be included in the decision in case this changes. No outdoor seating is shown on the submitted plans however, a condition is considered appropriate in this instance to restrict any outdoor seating to ensure that the development does not result in any undue levels of disturbance for nearby residents. It is also important to control opening hours and this will also be conditioned. The application form states the opening hours as proposed as 11:00–23:30 Monday to Saturday and 11:00–23:30 Sundays and Bank Holidays. Taking into consideration the proposed use and the separation distance with neighbouring properties, this is not unreasonable.

Further to the above it is considered that subject to conditions, the application would not result in undue levels of noise or disturbance and in this regard the application would accord with policies G9 and DM1 of the Core Strategy.

Highways

The application proposes use of the communal car park and access to the site would be via the existing entrances where there is cycle parking and bin storage.

The application has been reviewed by the Council's Highway Service and they have confirmed no objections to the proposals. The proposal would have adequate access, parking and would not propose any changes to the highways layout. No concerns are raised in relation to refuse.

The proposed development is not expected to impact on road safety on the wider highway network and as such, the proposal is considered to be acceptable in respect of highway safety and in accordance with policy DM1 of the Core Strategy.

RECOMMENDATION

GRANT subject to the following conditions:

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

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:

'Existing and Proposed Site Plan' – D251-01 received by the Local Planning Authority on 17th October 2023

'Proposals' Drawing Number: D251-01 prepared by AJ Cocker Associates.

'Window Detail'

'Spotland Mill' prepared by Comar, dated 17/01/2022, Frame Specification

and the development shall be carried out in complete accordance with these drawings and documents hereby approved.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the adopted Rochdale Core Strategy, the saved Rochdale Unitary Development Plan and the National Planning Policy Framework.

3. Prior to the instatement or re-instatement, of any new windows, doors and openings, full product specifications, elevations and cross sectional details, at a scale of no less than 1:20, and finishes to be applied, shall be submitted to, and approved in writing by, the Local Planning Authority. Any windows and doors to be instated shall match those as existing in respect of material and appearance.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with Policy P3 of the Core Strategy and the requirements of the National Planning Policy Framework.

4. Prior to the first opening of the distillery, events space and bar, full details and specifications of any extraction/ventilation system shall be submitted to and approved in writing by the Local Planning Authority (if proposed). For the avoidance of doubt, noise from the extraction/ventilation system shall not exceed not exceed 54dB(A)1Hr measured 1m from noise sensitive premises between 07:00-23:00 and 33 dB(A)15min measured 1m from noise sensitive premises between 23:00-07:00. The extraction/ventilation system shall be installed in accordance with the approved details prior to first opening of the microbrewery and brewery tap and retained thereafter.

Reason: To ensure any odours are appropriately managed, to avoid undue levels of noise and disturbance and to protect the amenity of nearby residents and to accord with policies G9 and DM1 of the Core Strategy and The National Planning Policy Framework.

5. The premises shall not be used by members of the public outside the hours of 11:00–23:30 Monday to Saturday and 11:00–23:30 Sundays and Bank Holidays.

Reason: To avoid undue levels of noise and disturbance and to protect the amenity of nearby residents and to accord with policies G9 and DM1 of the Core Strategy and The National Planning Policy Framework.

6. No seating shall be placed/installed outside of the unit or within the grounds of the mill.

Reason: To avoid undue levels of noise and disturbance and to protect the amenity of nearby residents and to accord with policies G9 and DM1 of the Core Strategy and The National Planning Policy Framework.

7. Notwithstanding the provisions of Schedule 2, Part 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking or re-enacting that Order with or without modification), the premises shall be used for a distillery, gin experience and events space only, and for no other purpose (including any other purpose in the same Use Class of the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020, or in any provision equivalent to that Class in any statutory instrument revoking or re-enacting that Order with or without modification).

Reason: Another alternative use of the premises which may otherwise be permitted by virtue of the above Orders could be harmful to the amenity of nearby residents and to accord with policies G9 and DM1 of the Core Strategy and The National Planning Policy Framework.

Procedure Statement

The Local Planning Authority worked proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition.

Notes for Applicant:

1. The applicant is advised that any proposed signage would require separate advertisement consent and listed building consent.
2. The applicant is advised that should any extraction/ventilation systems be required then this would require planning permission and listed building consent.