

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

23/00958/LBC

CASE OFFICER

Michael Atkinson-Smith

DETERMINATION DATE 30.11.2023 **EXT OF TIME** 19.04.2024

Address: Waterside House Water Street Rochdale OL16 1TL

Proposal: Amendments to Listed Building Consent 20/00601/LBC to include amendments to internal layout comprising removal of proposed WC adjacent to Apartment 4, relocation of electrical cupboard, relocation of cycle store and removal of proposed light well to lower ground floor apartment.

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

RECOMMENDATION

GRANT Subject to conditions

CHECKED AND SIGNED OFF BY: RG

DATE: 19 April 2024

SITE

Waterside House is a large four storey traditional red brick building that has a number of Venetian style features. It sits in a prominent corner location in Rochdale Town Centre, adjacent to the Rochdale Interchange and the River Roch. It became designated as a Grade II Listed Building during the course of the determination of the original application for planning permission to which this Section 73 application relates. The building is situated in the Rochdale Town Centre Conservation Area.

Although the application site is in close proximity to the edge of the River Roch and directly abuts Flood Zone 3, the building itself is located in Flood Zone 1 on the Environment Agency's Flood Zone Maps.

PROPOSAL

Listed Building Consent is sought for the internal and external alterations associated with the proposed change of use of this building to 14 apartments. The external alterations are to the lower ground floor of the existing building which include the re-opening of three bricked-up existing doorways and windows, and two small lightwells within the side elevation of the lower ground floor of the building. The internal alterations are in relation to the reconfiguration of the rooms and include works to internal walls, gates, doors, columns, glazing and window frames. The amendments to the previous Listed Building Consent ref. 20/00601/LBC include:

- Changes to the internal layouts of each apartment to comply with building regulations and coordination of stud partitions location to avoid existing columns upon cross referencing with digital survey scan;
- Removal of communal electrical cupboard and WC adjacent to apartment 4 and electrical cupboard relocated;
- Internal cycle store relocated under the archway;
- Removal of previously proposed external lightwell to the Lower Ground Floor apartment; and
- Submission of details of internal walls, doors, and new rooflights.

This application has been submitted in conjunction with Section 73 application for the proposed alterations (23/00972/VRCON) to be determined concurrently with this application.

RELEVANT PLANNING POLICY AND LEGISLATION

Legislation

Town and Country Planning Act 1990 (as amended) – Section 73
Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) – Section 66

National Guidance

National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)

Sub-Regional Policy

Places for Everyone Joint Development Plan (PfE)

The Places for Everyone Joint Development Plan was adopted and became part of the statutory development plan for each of the 9 authorities covered by the plan on 21st March 2024. The following policies are relevant to the determination of this application:

JP-S1: Sustainable Development

JP-P1: Sustainable Places

JP-P2: Heritage

Adopted Rochdale Core Strategy (CS):

DM1 General development requirements

SO3 **Improving design, image and quality of place**

P2 Protecting and enhancing character, landscape and heritage

P3 Improving design of new development

Unitary Development Plan (UDP):

BE17 Development Affecting Conservation Areas

RELEVANT SITE HISTORY

23/00972/VRCON - Section 73 application to vary condition 2 of planning permission 19/01468/FUL to include amendments to internal layout, relocation of cycle store and removal of proposed light well to lower ground floor apartment. Pending Decision - to be determined concurrently with this application.

23/00930/DOC - Submission of details to comply with conditions 3 (Works to external walls) and 4 (Work Methodologies and Specifications) of Listed Building Consent 20/00601/LBC (Conversion of existing building to 14 apartments with associated cycling and refuse stores) – Pending Decision - to be determined concurrently with this application.

20/00601/LBC – Conversion of existing building to 14 apartments with associated cycling and refuse stores – Granted STC 25th May 2021

19/01468/FUL - Conversion of existing building to 14 apartments with associated cycling and refuse stores. Granted STC 25th May 2021

88/D22753 – Change of use from industrial to offices – granted permission – 17 January 1989.

87/D20213 – Change of use of second floor from industry to snooker hall – granted permission – 30 April 1987.

83/D15639 – Use of ground floor of mill as factory shop – refused permission – 20 November 1983.

CONSULTATION RESPONSES

Conservation Officer [Abridged Version] - Waterside House, a Grade II listed building located within the Rochdale Town Centre Conservation Area, is comprised of the former engine house and warehouse to the early steam powered Water Street Mill, now demolished. The mill and engine house were constructed during the 1820's with the later warehouse being built in 2 phases during the mid and later 19th century. The

significance of the listed building is embodied within the architectural and historical interests of the building, being an early surviving example of a steam-powered beam engine and the only surviving remnant of a mill in central Rochdale.

Layout changes:

The proposed internal changes are relatively minor and largely relate to the position of stud walls. On the whole, these internal changes would not change the level of harm to the significance of the listed building. However, I do have the following comments/queries on the plans:

- Lower ground – where new openings into original walls are proposed, nibs should be retained. This should be reflected on the plans.
- First floor – a window is shown on the floor plans along the front elevation which was not shown on the existing plans. It is assumed that this is because it sits between levels and no changes are proposed? Please can the applicant confirm this?
- First floor – wherever possible existing internal walls should be retained rather than rebuilt – see the walls adjacent the entrances to apartment 9 / 10
- Looking at the front (south) elevation, the first floor windows are shown in different locations to the approved. It looks like it is the approved plans which are incorrect (the first floor windows as drawn appear too tall). Can the applicant please confirm this is the case - have the elevations been updated following a survey?
- North elevation – lower ground floor windows are a different size to those shown on the previous plans. Again, have these plans been updated following a survey? It seems like they were incorrectly shown before
- West elevation – Can the applicant advise why render is proposed to the new courtyard window? A brick infill would appear to be more appropriate.

Additional details:

Proposed windows

- Courtyard window details – see note above regarding render infill. Please can the applicant confirm the material for the window
- Lightwell window – Please confirm the material for the window
- The proposed window details for the existing sash windows are acceptable in principle. Please can the applicant provide an image of the proposed trickle vents – these are labelled on the elevations but not shown.
- Design changes are proposed to the existing arched window on the front (south) elevation. Please can the applicant provide a visual of how the frameless window would look, along with product specification – it is not that clear from the elevations. If the timber sections are too obvious then this could undermine the frameless look which they are hoping to achieve.

Proposed doors

- External door details plan acceptable as shown on DIA drawings.

Proposed internal doors

- The principle doors to the apartments and hallways are of a more traditional design and considered appropriate. The internal apartment doors are simpler but this is considered acceptable given that they will be in new walls in internal, non-public spaces.

Proposed gate

- The plans show the existing modern gate to be replaced with a timber gate. It would be helpful to have a more detailed design for this. Was there a gate there originally and does the applicant have any images of it? A cast iron gate may be more appropriate.

Internal wall details

- These details are acceptable in principle. Please can the applicant confirm the lime plaster specification for external/existing walls?

Vestibule works

- These details/methodology for the works are acceptable.

Roof repairs

- The proposed details appear acceptable in principle but a detailed make up should be provided once the condition is known. Details and samples of new roof coverings should also be required by condition.

Metal work

- Proposed details are acceptable

Roof vent details

- These details are ok

Other

- Floor details show tbc on the plans. Existing timber floors should be retained wherever possible and upgraded as required. Please can the applicant provide details of the proposed floor build up? This can also cover the unknown floor area in the vestibule which is also tbc.

Updated Conservation Officer Response - received 01 February 2024:

Where changes are proposed as noted, the plans should be updated to show this.

- Lightwell window – UPVC would not be acceptable. An aluminium window may be acceptable subject to appropriate detailing
- Trickle vents – the proposed trickle vents appear quite intrusive. The applicant should consider alternative, more discreet options
- Arched window – I am happy for this to be conditioned
- Gate – I am happy for this to be conditioned, subject to indicative details being shown on the plans. This should be cast iron
- Internal wall details – happy for the detailed specification to be conditioned
- Flooring – plans should say internal floors to be retained where possible. Schedule and details of flooring to be required by condition, prior to commencement.

Historic England - No comments received to date.

Joint Committee of National Amenity Societies

No comments received to date

REPRESENTATIONS

Letters of notification were sent to surrounding neighbours, a site notice displayed in the vicinity and advertisement placed in the local press. No representations have been received.

ANALYSIS

The application site is a Grade II Listed Building that is situated in the Rochdale Town Centre Conservation Area. As such the LPA is required to have special regard to the statutory duty, under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, to the desirability of preserving the listed building or its setting or any features of special architectural or historical interest which it possesses.

‘Significance’ with regard to heritage assets is defined by the NPPF as:

‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’

The Rochdale Town Centre Conservation Area Appraisal (RTCCAA) identifies that its significance derives from its historical connections with liberalism, social progress, the amount of listed buildings within it and the sense of space and openness (untypical of industrial areas) that it provides. The RTCCAA highlights Waterside House as possessing high architectural value and marking the entrance to the conservation area to the east.

The reasons for its designation as a Grade II Listed Building derives from its architectural interest (well detailed decorative façade) and its historic interest (one of the earliest steam powered woollen mills in the area). These factors are considered to represent the significance of the Listed Building.

Paragraph 208 of the NPPF 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.

Less than substantial harm could be considered to occur as a result of the internal subdivision of the former mill building, although it is considered that significant weight should be afforded in the planning balance to the re-use of the building as high quality residential apartments that would assist in acting as a further catalyst for the continuing heritage-led regeneration of this area of Rochdale Town Centre.

The Council’s Conservation Officer has been consulted and the scheme architect has provided detailed responses to the concerns raised by the officer.

A brief summary is provided below:

- Layout changes – Revised drawing received to reflect retention of nibs where new wall openings are proposed

- ❑ First floor – The architect has confirmed that EWFF-09 is an existing window in response the window being shown on the elevations but not the plans. This is on the basis that the window is split-level.
- ❑ First floor – Revised drawings have been received showing the retention of the walls adjacent to apartments 9 & 10, as opposed to re-building.
- ❑ South Elevation - KLA confirm that all existing window/door sizes are reflected from the latest digital survey information and do not propose any alterations to existing size or location. This is in relation to the first floor windows being of a different size to those shown on the previous plans.
- ❑ North elevation - KLA confirm that all existing window/door sizes are reflected from the latest digital survey information and do not propose any alterations to existing size or location. This is in relation to the lower ground floor windows being of a different size to those shown on the previous plans.
- ❑ West elevation – the proposed West Elevation drawing has been amended to change the proposed rendered finish of the new courtyard window infill to brickwork to match.
- ❑ Courtyard window details - Confirmation that all new window frames will be timber has been received and plans amended accordingly.
- ❑ Lightwell window – A condition has been recommended requiring submission of details for approval of an aluminium framed windows to guard against damp conditions and rot in this below ground window.
- ❑ Trickle Vents – The proposed trickle vent details are acceptable on the basis that they are required to provide background ventilation as the internal walls are to be insulated.
- ❑ Arched window – The architect's suggestion of the aesthetic detail and product specification to be secured through condition has been accepted on the basis that is the timber sections are too obvious then this could undermine the frameless look which they are hoping to achieve and the architect is yet to develop the technical design.
- ❑ Proposed external doors – These details have been confirmed as acceptable by the Conservation Officer as per the DIA drawings.
- ❑ Proposed internal doors – These details have been accepted by the Conservation Officer on the basis that the principle doors to the apartments and hallways are of a more traditional design and considered appropriate. The internal apartment doors are simpler but this is considered acceptable given that they will be in new walls in internal, non-public spaces.
- ❑ Proposed gate – A condition has been recommended requiring submission of details for approval of the proposed gate. Available historic evidence from local archives indicates that no gate was originally installed so an appropriate technical and aesthetic design remains to be designed and agreed upon.
- ❑ Internal wall details - A condition has been recommended requiring submission of details for approval of the lime plaster specification for existing external walls on the interior side. The architect is yet to develop the technical

design and greater understanding of the existing lime plaster and masonry is required by site investigation prior to writing the specification.

- ☐ Vestibule works – The Conservation Officer considers these details and methodology to be acceptable.
- ☐ Roof repairs – The Conservation Officer considers that the proposed details appear to be acceptable in principle, but a detailed make up should be provided once the condition is known. A condition requiring submission of details and samples of new roof coverings has been recommended.
- ☐ Metal work – The Conservation Officer considers these details to be acceptable subject to condition
- ☐ Roof vent details - The Conservation Officer considers these details to be acceptable subject to condition
- ☐ Other - A condition has been recommended requiring submission of details of floor details following on from additional survey once building works have commenced. These details can be agreed on site, but should be approved in writing prior to the commencement of any works to original flooring. It has been agreed amongst all parties that the original timber floors should be retained wherever possible.

On the basis of the above, and subject to the suggested conditions, it is therefore considered that the proposed development would therefore comply with adopted Rochdale Core Strategy policy P2, which seeks, amongst other matters, to protect, conserve and enhance the Borough's key heritage assets, the requirements of Places for Everyone Joint Plan policy JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

RECOMMENDATION

GRANT Subject to the following conditions:

1. The works authorised by this consent shall begin not later than 3 years from the date of this consent.

Reason: To comply with the requirements of section 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

MANWHWS01-DR-1006-3P-0-LowerGroundFloorPlanExisting
MANWHWS01-DR-1007-3P-0-GroundFloorPlanExisting
MANWHWS01-DR-1008-3P-0-FirstFloorPlanExisting
MANWHWS01-DR-1009-3P-0-SecondFloorPlanExisting
MANWHWS01-DR-3102-3P-0-ExistingElevationSouthWithRepairs
MANWHWS01-DR-3103-3P-0-ExistingElevationNorthWithRepairs
MANWHWS01-DR-3104-3P-0-ExistingElevationWestWithRepairs
MANWHWS01-DR-3105-3P-0-ExistingElevationEastWithRepairs
MANWHWS01-DR-3106-3P-0-ProposedInternalWallLinings

MANWHWS01-SH-3902-3P-0-ScheduleOfExistingCastIronColumns
 MANWHWS01-DR-3906-3P-0- ExistingCastIronColumnType01
 MANWHWS01-DR-3907-3P-0- ExistingCastIronColumnType02
 MANWHWS01-DR-3908-3P-0- ExistingCastIronColumnType03
 MANWHWS01-DR-3909-3P-0- ExistingCastIronColumnType04
 MANWHWS01-DR-3910-3P-0- ExistingCastIronColumnType05
 MANWHWS01-DR-3911-3P-0- ExistingCastIronColumnType05a
 MANWHWS01-DR-3912-3P-0- ExistingCastIronColumnType06
 MANWHWS01-DR-3913-3P-0- ExistingCastIronColumnType06a
 MANWHWS01-DR-3914-3P-0- ExistingCastIronColumnType06b
 MANWHWS01-DR-3915-3P-0- ExistingCastIronColumnType06c
 MANWHWS01-DR-3916-3P-0- ExistingCastIronColumnType07
 MANWHWS01-DR-3917-3P-0- ExistingCastIronColumnType07a
 MANWHWS01-DR-3918-3P-0- ExistingCastIronColumnType08
 MANWHWS01-DR-3505-3P-0- ExistingVestibuleG06Plan
 MANWHWS01-DR-3506-3P-0- ExistingVestibuleG06NorthElevation
 MANWHWS01-DR-3507-3P-0- ExistingVestibuleG06EastElevation
 MANWHWS01-DR-3508-3P-0- ExistingVestibuleG06WestElevation
 MANWHWS01-SH-3902-3P-0-WindowSchedule
 MANWHWS01-SH-3903-3P-0-DoorSchedule
 MANWHWS01-DR-3202-3P-0-WindowType01and02
 MANWHWS01-DR-3204-3P-0-WindowType03
 MANWHWS01-DR-3205-3P-0-WindowType04
 MANWHWS01-DR-3206-3P-0-WindowType06
 MANWHWS01-DR-3207-3P-0-EDGF01
 MANWHWS01-DR-3208-3P-0-EDGF02
 MANWHWS01-DR-3209-3P-0-EDGF03
 MANWHWS01-DR-3302-3P-0- RoofRepairstoExisting
 MANWHWS01-DR-3303-3P-0-ProposedRoofPlan
 MANWHWS01-DR-3304-3P-0-ProposedRoofDetails
 MANWHWS01-DR-3305-3P-0- ProposedRoofVentDetail
 MANWHWS01-DR-3306-3P-0- LeadSheetAssociationDetails
 MANWHWS01-RP-3904-3P-0- DesignAccessHeritageImpactAssessment

040211 Proposed Lower Ground Floor Plan Layout
 040212 Proposed Ground Floor Plan Layout
 040213 Proposed First Floor Plan Layout
 040214 Proposed Second Floor Plan Layout
 040511 S-01 - Proposed Section A-A
 040512 S-02 - Proposed Section B-B
 040513 S-03 - Proposed Section C-C
 040514 S-04 - Proposed Section D-D
 040601 Typical Wall Detail - Type 01 (Separating Wall)
 040602 Typical Wall Detail - Type 02 (General Wall Partition)
 040602 Proposed New Window Details
 040603 Proposed Gate.-040603 D-01 –
 040801 Proposed Internal Door Schedule Sheet 1 of 2
 040802 Proposed Internal Door Schedule Sheet 2 of 2
 040803 Door Types Drawing
 040804 Existing and Proposed Windows Schedule
 040311 E-01 - Proposed South Elevation Layout
 040312 E-02 - Proposed West Elevation Layout
 040313 E-03 - Proposed North Elevation Layout
 040314 E-04 - Proposed East Elevation Layout
 01 Location, Block & Site Plan

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

3. No works to the proposed light well serving Apartment 1 shall take place until such time as details of aluminium window framework have been submitted to and approved in writing by the Local Planning Authority. The duly approved framework shall be installed in accordance with the approved details and retained as such thereafter.

Reason: In the interests of ensuring a satisfactory standard of design & visual appearance and to preserve and enhance the historic environment in accordance with saved policy BE/17 of the Rochdale Unitary Development Plan, policies DM1, P2 & P3 of the adopted Rochdale Core Strategy, Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Act) 1990 (as amended).

4. No works to the existing arched window openings shall take place until such time as details of framework have been submitted to and approved in writing by the Local Planning Authority. The duly approved framework shall be installed in accordance with the approved details and retained as such thereafter.

Reason: In the interests of ensuring a satisfactory standard of design & visual appearance and to preserve and enhance the historic environment in accordance with saved policy BE/17 of the Rochdale Unitary Development Plan, policies DM1, P2 & P3 of the adopted Rochdale Core Strategy, Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Act) 1990 (as amended).

5. No works to remove and replace the existing front entrance gate(s) shall take place until such time as full details of the proposed gate have been submitted to and approved in writing by the Local Planning Authority. The duly approved gate(s) shall be installed in accordance with the approved details and retained as such thereafter.

Reason: In the interests of ensuring a satisfactory standard of design & visual appearance and to preserve and enhance the historic environment in accordance with saved policy BE/17 of the Rochdale Unitary Development Plan, policies DM1, P2 & P3 of the adopted Rochdale Core Strategy, Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Act) 1990 (as amended).

6. No works to the external walls on the interior side shall take place until such time as full lime plaster specification details have been submitted to and

approved in writing by the Local Planning Authority. The duly approved lime plaster coating shall be installed in accordance with the approved details and retained as such thereafter.

Reason: In the interests of ensuring a satisfactory standard of design & visual appearance and to preserve and enhance the historic environment in accordance with saved policy BE/17 of the Rochdale Unitary Development Plan, policies DM1, P2 & P3 of the adopted Rochdale Core Strategy, Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Act) 1990 (as amended).

7. No works to repair the existing roof shall take place until such time as a detailed make up, together with the provision of materials samples, has been submitted to and approved in writing by the Local Planning Authority. The duly approved roof repairs shall be undertaken in accordance with these details retained as such thereafter.

Reason: In the interests of ensuring a satisfactory standard of design & visual appearance and to preserve and enhance the historic environment in accordance with saved policy BE/17 of the Rochdale Unitary Development Plan, policies DM1, P2 & P3 of the adopted Rochdale Core Strategy, Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Act) 1990 (as amended).

8. No works to internal floors shall take place until such time as a fully detailed scheme for the repair and replacement has been submitted to and approved in writing by the Local Planning Authority. The internal floor works shall not be carried out otherwise than in accordance with these details without the express written permission of the Local Planning Authority.

Reason: In the interests of ensuring a satisfactory standard of design & visual appearance and to preserve and enhance the historic environment in accordance with saved policy BE/17 of the Rochdale Unitary Development Plan, policies DM1, P2 & P3 of the adopted Rochdale Core Strategy, Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-P2, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Act) 1990 (as amended).