

Application Number 17/01059/LBC

Proposal	Works to the Grade II listed Engine House including; removal of the east elevation and roof, reduction in wall height of the north, south and west elevations to maximum 3.4m; and internal area to be made good and landscaped to form a garden area. (See also associated Full planning application 17/01058/FUL)
Site Location	Former Site of 10 - 12 Castle Street, Stalybridge Tameside
Applicant	Mossclare Housing and Rowlinson Construction
Recommendation	Grant Listed Building Consent Grant subject to conditions
Reason for report	A Speakers Panel decision is required because the application is part of the wider major redevelopment scheme for the Castle Street Site.

1. APPLICATION DESCRIPTION

- 1.1 This is a listed building consent for works to the Grade II listed Engine House for works to remove the east elevation and roof, reduction in wall height of the north, south and west elevations to maximum 3.4m; and internal area to be made good and landscaped to form a communal garden area to form part of the garden areas for the surrounding residential schemes.
- 1.2 The site is partially within the boundary of the former Castle Street Mills, which were listed in entirety as a single grade 2 listed building entry on the National Heritage List for England in December 1990. Most of the mill complex was demolished in the early 2000s except for a substantial 4-storey stone mill building, outside of the current proposals site, which was repaired and converted to residential use in 2009. The engine house which is the subject of this application is now in a very dilapidated condition and is located on the west boundary of the site.
- 1.3 The garden amenity space located within the secure development will occupy the footprint of the Engine House and will be accessible from all three apartment blocks.
- 1.4 To retain the historic character of the building the stone capping at roof eaves level will be removed to facilitate the lowering of the walls, then reused to cap the wall garden enclosure. The remaining walls will be lowered to below the arched openings at the west elevation. but it is proposed that 'shadows' of these openings are created in the hard landscaping to reference the existing structure.
- 1.5 The application has been supported by the following assessments and documentation -
 - Heritage Impact Assessment
 - Remediation & Enabling Works Strategy (Ref: 11-493-r3)
 - Archaeological Assessment (Ref: 2016/59 V1)

2. SITE & SURROUNDINGS

- 2.1 The application site itself is located within Stalybridge Town Centre and lies within the Stalybridge Conservation area. It comprises of 0.5 ha of previously developed land fronting Castle Street to the south and the River Tame to the north and contains mostly cleared land and rubble. There are existing commercial properties across the river to the north and east, a large restaurant to the south and residential development to the west. The character of the surrounding area is largely determined by its position on the fringe of Stalybridge Town Centre but comprising mainly residential uses with a mix of retail, restaurants and car parking nearby.
- 2.2 The site was previously used as part of the Castle Street Mills, which have now largely been cleared with the exception of the Grade II Listed engine house the subject of this application and is the only current built feature on the site. The engine house is not specifically mentioned in the listing but the features of architectural interest on the engine house are as follows: Corner pilaster details, Brick-vaulted roof and tall arched opening is the East and West elevations.
- 2.3 In terms of topography, the land slopes gently down to a retaining wall on the northern boundary with the River Tame running below. The site boundaries consist of 2m high palisade fencing along the south, east and northern edge of the site with wire mesh fencing, brick and wooden board fencing along the boundary with Pattern House to the west.
- 2.4 The sites is located within 200m of Stalybridge Bus Station offering numerous services to the whole of Tameside and Manchester and 300m of Stalybridge Train Station providing regular services to Leeds, Liverpool and the rest of Greater Manchester to the west. The site is within 300m of the nearest primary school, 200m of the nearest doctors' surgery and, given its town centre location, in close proximity to a wide range of shops, services and facilities.

3. PLANNING HISTORY

- 3.1 The site has a long planning history but the most relevant to this application is the most recent permission 17/00019/FUL granted in March 2017 for the Hybrid planning application seeking; Full permission for ground works and remediation of entire site; Full permission for works to masonry wall and terracing of land adjacent to river bank; Full permission for the erection of a three storey block comprising 38 dwellings with associated car parking and landscaping on parcel A of the site and Outline permission with all matters reserved except from access for residential development up to 24 dwellings on Parcel B.

Other permissions on the site and surrounding include:

06/00117/OUT A mixed use development across a larger site comprising of up to 275 dwellings, 3,000 square metres commercial floorspace (Use Classes A1, A2, A3, B1, D1 and D2) and a hotel up to 2,500 square metres and up to a maximum of 175 parking spaces October 2006

03/01099/R3D Realignment of Castle Street (involving exhumation of former Caroline Street Methodist Church Burial Ground), closure of redundant section of Castle Street and provision of car parking area for proposed Longlands Mill development September 2003

04/00245/LBC Seek Listed Building Consent for demolition of blocks E, H2 and H3 and the east part of H Approved May 2004

04/01864/LBC Seek Listed Building Consent for partial demolition of buildings April 2005

05/00545/R3D Provision of temporary car park and new boundary fencing on two side to match existing Approved June 2005

06/00105/LBC Listed Building Consent for a mixed use development comprising of internal and external alterations, part demolition and conversion of the grade II listed Longlands Mill buildings to create 44 residential dwellings and new buildings to provide 60 dwellings and 1750m2 gross commercial floor space to be used as either use classes A1,A2,A3,A4,B1,D1 and D2 and 267 car parking spaces, highways alterations to Castle Street and other associated works. Approved October 2006

06/00104/FUL Mixed use development comprising of alterations and conversion of the grade II listed Longlands Mill Buildings to create 44 residential dwellings (32 x one bed and 12 x two bed units) and new buildings to provide 60 dwellings (29 x one bed 31 x two bed units) and 1750m2 gross commercial floor space to be used as either use classes A1, A2, A3, A4, B1, D1 and D2 and 267 car parking spaces, highways alterations to Castle Street and other associated works Approved October 2006

08/00388/FUL 2no. additional apartments within development approved under application 06/00104/FUL and rearrangement of service space Approved July 2007

11/00712/LBC Brick up rear openings in ground floor rear wall Approved October 2011

4. RELEVANT PLANNING POLICIES

Tameside Unitary Development Plan (UDP) Allocation Stalybridge Town Centre
Stalybridge Town Centre Conservation Area

Tameside UDP

Part 1 Policies

1.3: Creating a Cleaner and Greener Environment.
1.12: Ensuring an Accessible, Safe and Healthy Environment

Part 2 Policies

E2 (8) Development Opportunity Areas Castle Street/ Longlands Mill
S1 Town Centre Improvement
C1: Townscape and Urban Form
C2 Conservation Areas
C4 Development in or Adjoining Conservation Areas
C6 Setting of Listed Buildings
C10 Development Affecting Archaeological Sites
N4: Trees and Woodland.
N5: Trees Within Development Sites.
N6 Protection and Enhancement of Waterside Areas
N7: Protected Species

OL7 Potential of Water Areas
OL9 Derelict Land Reclamation
OL10 Landscape Quality and Character
OL15 Openness and Appearance of River Valleys
MW11: Contaminated Land.

National Planning Policy Framework (NPPF)

Section 2 Ensuring the vitality of town centres
Section 7 Requiring good design
Section 8 Promoting healthy communities
Section 12: Conserving and enhancing the historic environment

Planning Practice Guidance (PPG)

This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the PPG or other national advice in the Analysis section of the report, where appropriate.

5. PUBLICITY CARRIED OUT

- 5.1 As part of the planning application process 184 notification letters were sent out to neighbouring properties on 24th January 2018 a notice was also posted at the site and displayed in a local newspaper on the 1st February 2018.

6. RESPONSES FROM CONSULTEES

Greater Manchester Ecology Unit

The habitat creation plan which also shows the biodiversity enhancements (bird and bat boxes) (TEP drawing no D6325.002B dated 28/03/2019) together with the lighting plan (Kingfisher Lighting drawing no D30180/JM/A dated 29/03/2017) submitted with the application appear to be adequate for the development. The plans should therefore be implemented in full.

Greater Manchester Archaeological Advisory Service (GMAAS)

Concerned that the favoured proposal is to reduce the engine walls to a low level and remove the features that make it distinctive as an engine house. The resultant 'garden wall' will have no relevance as an industrial heritage structure and will surely lead to loss of listed status as it will have lost all its significance. We encourage the Council to do all in its powers to secure the long term future of the 1840s engine house through a scheme of shell repair to support the development proposals and ensure the amenity of future residents for whom the building currently presents an eyesore

Recommend conditions requiring a programme of below-ground investigation and recording is undertaken to complement the previous survey of the extant historic fabric and that the industrial heritage of the Castle Street Mills is commemorated through interpretation panels, heritage displays and a published document.

Historic England

The application should be considered in line with national policy and legislation.

7. SUMMARY OF THIRD PARTY RESPONSES RECEIVED

In response to the original notifications 2 objections have been received from households both from Pattern House. The grounds given for objecting are:

Objection to significantly changing the Grade 2 listed Engine House

8. ASSESSMENT

The principal issues in determining this application are:

- Principle of Development
- Layout and Design
- Heritage assets conservation and listed buildings
- Amenity
- Ecology
- Archaeology

9. PRINCIPLE OF DEVELOPMENT

- 9.1 The Planning (Listed Buildings and Conservation Areas) Act 1990, states that the primary duty of the Local Planning Authority in relation to listed buildings is to have special regard to the desirability of preserving the building, its setting and any features of special architectural or historic interest which it possesses.
- 9.2 Policy C5 in the Local Plan requires that alterations to listed buildings should not adversely affect the essential character of the building, should be in keeping with its architectural style and features, and should harmonise with its surroundings. Furthermore, it requires that such development is of a high quality design, and that the external appearance, design and materials will be expected to match as near as possible those of the existing building. Policy C7 permits the restoration of Listed Buildings where the development will secure the long term future of the heritage asset.
- 9.3 The National Planning Policy Framework (NPPF) is relevant as a material planning consideration and should be afforded significant weight given it post-dates the Local Plan. Paragraph 128 requires the applicant to describe the significance of the heritage asset including any contribution made by their setting. Significance is defined within the NPPF as being the value of a heritage asset to this and future generations because of its heritage interest and can include archaeological, architectural, artistic or historic features.
- 9.4 The proposed development would bring about the final part of the redevelopment of a site long-identified as a 'Development Opportunity Area' under policy E2 (8) of the UDP and would also finally secure the beneficial re-use of all of a large, derelict and contaminated site within Stalybridge Town Centre and which has detracted from the Stalybridge Conservation Area for many years.
- 9.5 The proposals would also make a valuable contribution to the reuse of the site and allow for a derelict building to become part of an active site in a well-designed scheme and part of the wider redevelopment of the whole site and give the structure a use.

- 9.6 The application has been accompanied by a heritage statement which details the assessment and contribution of the engine house and the proposal would accord with the aims and policy objectives of the adopted UDP and having particular regard to the guidance contained within the NPPF and Practice Guidance and should be supported. There are however a number of detailed matters which also need to be considered and which are now discussed in more detail below.

10. LAYOUT AND DESIGN

- 10.1 In terms of layout and design of the scheme, the partial demolition and repurposing of the engine house as a communal amenity garden will secure the long term future of the structure without causing any further damage to its context. Whilst the proposed works include the loss of the western facing wall and lowering of the remaining walls these works will enable the retention of the remaining structure, creating a heritage asset of interest.
- 10.2 The new use as an amenity garden space will ensure residents can enjoy a retained industrial and historical asset whilst maintaining the character and appearance of the area. The engine house will be surrounded by residential development on all sides and is located between the new blocks on the Phase 2 development. Both the blocks have their entrances facing the car park and the engine house block
- 10.3 In terms of scale and mass, it is also considered that the development is acceptable and would fit within the surrounding proposed residential block whilst resulting in a building which is sympathetic and compatible with the character of the locality but with interesting design features that would complement the character and appearance of the area in accordance with UDP and SPD policies and is acceptable.
- 10.4 In overall terms the development is acceptable taking into account the site characteristics and relationships with neighbouring buildings and would comply with the design and conservation based policies in the UDP, SPD and would accord with the guidance contained within the NPPF and PPG.

11. HERITAGE ASSETS: CONSERVATION AREA AND LISTED BUILDING

- 11.1 The principles within the NPPF and UDP policies permits the restoration of Listed Buildings where the development will secure the long term future of the heritage asset. The proposal for the engine house respects this position and through a number of works will retain the historic character and features of the building.
- 11.2 The Engine House has been cut off from its original historical setting by The Pattern House, removing it from its context and leading to it becoming isolated within the site. As such, its historical use is no longer evident, and the building structure and architectural features have become dilapidated. At present the building is in very poor repair rendering it isolated and forgotten. The machinery which was originally housed within the building has been removed, and other architectural elements of interest have fallen into poor condition.
- 11.3 In terms of the main features of interest they have been assessed in terms of the treatment of them for the development.
- 11.4 The brick pilaster with profiled stone parapet capping are attractive features that contribute to the 'classical temple' appearance of the building. The proposed works

are to undertake detailed photographic and measured building survey of existing elevations, Remove parapet stones and retain, Western pilasters to be reduced in height and flanking walls to the north and south retained up to the existing openings. Eastern elevation and flanking walls removed to open the walled garden to the courtyard and Re-lay capping. The structure is in a dangerous state but the stone capping looks to be in reasonable condition. As these stones are the appropriate depth to cap the parapet they will provide a suitable adequately sized capping to the garden walls.

- 11.5 The brick-vaulted roof supported by cast iron beams embraces the structural technology of the time. The proposed works are to Undertake detailed photographic and measured building survey before Removing the roof. The structure is in a dilapidated state and requires significant investment to make it safe. To make the space habitable would require considerable further investments. The buildings location, the limited number of openings and the lack of a floor to the building makes it impractical to convert to a desirable use.
- 11.6 The original tall elegant arched window openings to allow plenty of light and ventilation for the engine house. Elements of the window frames remain but in a very dilapidated state. These are attractive features that contribute to the 'classical temple' appearance of the building. The proposed work is for the walls to be lowered below the cills of the arched openings on the west elevation, the eastern elevation and flanking walls removed to open the walled garden to the courtyard. The structure is in a dilapidated state and requires significant investment to make it safe. To make the space habitable would require considerable further investments. The buildings location, the limited number of openings and the lack of a floor to the building makes it impractical to convert to a desirable use.
- 11.7 In terms of external appearance, it is considered that the design of the proposed scheme is acceptable and would result in a positive feature in the conservation area which is sympathetic to the special historic character of the conservation area and provide a positive reuse for the remaining historic building. This approach is consistent with paragraph 131 of the NPPF which require account to be take of the desire of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation and have regard to a positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality.
- 11.8 The response from Historic England stated that the redevelopment of the property should be assessed whether clear and convincing justification has been provided any harm or loss to the listed building and weighs the harm against the public benefits in line with paragraph 132 and 134 of the NPPF.
- 11.19 Paragraph 132 states that Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. In this instance there has already been significant harm caused by the existing development son the site cutting the building off from its setting and remaining historic buildings. Paragraph 134 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 securing its optimum viable use.
- 11.10 For the reasons outlines above and due to its setting and previous removal of the remaining historic features that originally surrounded the building, there is considered to be less than substantial harm caused to the heritage asset. In line with the NPPF

this coupled with the significant public benefit by ensuring the positive redevelopment and reuse of the whole area and allowing the structure to partly remain and be a visible connection to the history of the site concludes that the proposed work to this building is acceptable and accords with the relevant policy requirements.

12. ECOLOGY

- 12.1 The application is accompanied by an Ecological assessment which states there is one dilapidated building (the engine house) which has negligible bat roost potential. This has been considered by GMEU who support the opportunities for improving the natural habitat in this area shown on the proposed plans. They agree that the proposed biodiversity enhancements (bird and bat boxes) together with the proposed lighting plan are adequate for the development and raise no objection to the scheme on ecological grounds.
- 12.2 The proposals would not therefore have any adverse effect upon protected species and are thus in accordance with policy N7: Protected Species and the guidance contained within the NPPF and PPG.

14. ARCHAEOLOGY

- 14.1 The application is accompanied by an Heritage Impact assessment and Structural Inspection report. An archaeological survey has previously been undertaken of the engine house as part of a wider study of Longlands Mill in 2003, this along with an additional archaeological survey and an archaeological desk based assessment undertaken in December 2016 for the adjacent former Foundry development site identified that there will be below-ground archaeological interest within the engine house once the current floor levels are removed. This will relate to the foundations of the 1840s steam engine.
- 14.2 The Greater Manchester Archaeological Advisory Service (GMAAS) are concerned that the reducing the engine walls to a low level and removing the features that make it distinctive as an engine house and will lose the relevance as an industrial heritage structure and state that it is a shame that the engine house has been previously isolated from the remaining mill building
- 14.3 GMAAS recommend that a programme of below-ground investigation and recording is undertaken to complement the previous survey of the extant historic fabric. And that the industrial heritage of the Castle Street Mills is commemorated through interpretation panels, heritage displays and through a published article. These can be secured through a planning condition.
- 14.4 The proposals would not therefore have any significant adverse effect upon any potential archaeology and the addition of relevant conditions will ensure appropriate surveys and interpretation is provided on the site to ensure the long term understanding and context for the building in line with guidance contained within the NPPF and PPG.

15. CONCLUSION

- 15.1 At the heart of the NPPF is a presumption in favour of sustainable development, this requires planning applications that accord with the development plan to be approved

without delay and where the development plan is absent, silent or out of date granting permission unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the framework as a whole or specific policies in the framework indicate that development should be restricted.

- 15.2 In this instance, the application site is designated for residential use under UDP Policy E2 (8) and as the redevelopment of the site would bring about a range of benefits including re-use of a prominent and redundant town centre/ conservation area site; visual amenity improvements; additional planting / ecological improvements; contribution to delivery of new homes; and additional expenditure in the local shops and services. There are no significant factors which outweigh these benefits and so the proposal is therefore recommended for approval subject to the conditions.

16. RECOMMENDATION

Grant listed building consent for the Works to the Grade II listed Engine House including; removal of the east elevation and roof, reduction in wall height of the north, south and west elevations to maximum 3.4m; and internal area to be made good and landscaped to form a garden area. Subject to conditions

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.
2. No development, other than work to undertake site clearance, remediation and ground engineering works, shall take until such time until samples and/or a full specification of materials to be used externally have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. The development shall be constructed in accordance with the approved details.
3. No development shall take place, other than site clearance and site compound set up, until the implementation of a programme of archaeological works in accordance with a Written Schemes of Investigation (WSI) submitted to and approved in writing by the Local Planning Authority. The WSIs shall cover the following:
 - i phased programme and methodology of investigation and recording to include: evaluation trenching; detailed archaeological excavation (informed by trenching); an archaeological watching brief
 - ii A programme for post investigation assessment to include: analysis of the site investigation records and finds; production of a final report on the significance of the archaeological and historical interest represented.
 - iii A scheme to commemorate the site's industrial heritage
 - iv Dissemination of the results commensurate with their significance.
 - v Provision for archive deposition of the report and records of the site investigation.
 - vi Nomination of a competent person or persons/organisation to undertake the works. The development shall be carried out in accordance with the approved details.
4. The developer shall afford access at all reasonable times to any archaeologist nominated by the Local Planning Authority, and shall allow them to observe the excavations and record items of interest.

5. During demolition, ground engineering and construction periods, no works (including vehicle and plant movements, deliveries, loading and unloading) shall take place outside the hours of 07:30 and 18:00 Mondays to Fridays and 08:00 to 13:00 Saturdays. No work shall take place on Sundays and Bank Holidays.
6. The development hereby permitted shall be carried out in accordance with the following approved plans: Heritage Impact Assessment and Design Addendum, Structural Inspection Report, SSL:17617B:50:1:1:ELV, 4654-01_1001, 4654-01_1003, C19709/03 and 2016/59 V1 Archaeological Assessment received by the council on 4 January 2018