

**WARD:** Altrincham

**100973/LBC/20**

**DEPARTURE:** No

**Listed Building Consent for demolition of the existing boiler/engine house and the erection of a replacement building which incorporates the re-built canal side gable and the west side entrance bay and 12No. two-bed apartments with 3 storey extension to the west to incorporate 6No. apartments.**

Former Engine House (also previously known as Power House and Boiler House), Norman Road, Altrincham, WA14 4ES

**APPLICANT:** Ben Edmundson, Morris Homes

**AGENT:** None

**RECOMMENDATION: GRANT**

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**The application has been reported to the Planning and Development Management Committee at the discretion of the Head of Planning and Development.**

### **Executive Summary**

The application relates to an engine house situated within the site of the former L&M (Linotype and Machinery) Works in Altrincham. The wider site has been substantially redeveloped in recent years to create residential dwellings and offices. The Engine House is a Grade II listed building and is currently in a state of disrepair, having been unoccupied for some time, and reports submitted in support of the application conclude that the retention and refurbishment of the building will not be possible given the nature of the existing substructure and superstructure.

The application seeks listed building consent to demolish the existing Engine House and replace it with a residential building with 'extension' to accommodate 18no two-bed apartments. This replacement building is generally intended to replicate the appearance of the Engine House.

The development is considered to result in substantial harm to the Grade II listed Engine House. However, it is considered that the applicant has robustly demonstrated that the demolition and rebuilding of the Engine House is the only option for protecting the architectural and historic importance of the building. The benefits of restoring the building and bringing it back into an active, economically viable new use carry substantial weight, and the information accompanying the application is clear that these benefits would not be possible without such intervention. This consideration is deemed to carry such a degree of weight as to warrant the approval of the application, having regard to Section 16 (2&3) of the Planning (Listed Building and Conservation Areas) Act 1990.

## **SITE**

The application relates to an engine house situated within the site of the former L&M (Linotype and Machinery) Works in Altrincham. The L&M site extends to approximately 5.1 hectares and lies to the north-west of Altrincham Town Centre and west of Manchester Road (A56). This has been substantially redeveloped in recent years to create residential dwellings and offices but originally comprised the Linotype and Machinery office building at the eastern end of the site, together with a complex of various buildings built 1896-1897.

The Engine House which is the subject of the current application is situated adjacent to the Bridgewater Canal, with new residential development adjacent to its eastern, western and southern boundaries. The building is currently in a state of disrepair, having been unoccupied for some time, and reports submitted in support of the application conclude that the retention and refurbishment of the building will not be possible given the nature of the existing substructure and superstructure.

The Engine House itself (together with the adjacent chimney base to the west) and the L&M office building are Grade II listed (List Entry Number:1476929), the Engine House having been listed by Historic England on 7<sup>th</sup> July 2021 whilst this application was under consideration. The Engine House was previously deemed to be curtilage listed by virtue of its relationship, age and former function to the L&M office building. It is noted that the Secretary of State has recently instructed Historic England to undertake a new assessment of this listing as part of a review process. It remains listed at the present time however and should be treated as such.

The surrounding area comprises both industrial and residential areas, with industry predominant to the north and north-west on the opposite side of the Bridgewater Canal and housing predominant to the south and south-west. The northern boundary of the site is defined by the Bridgewater Canal, beyond which are industrial buildings and Altrincham Retail Park. The residential element of the Linotype Conservation Area is located to the south-east and comprises predominantly terraced properties built between 1897 and 1901 for employees of the Linotype Factory.

## **PROPOSAL**

Listed building consent is sought to demolish the existing Engine House and replace it with a residential building with 'extension' to accommodate 18no two-bed apartments. This replacement building is generally intended to replicate the appearance of the existing building and in particular would have a canalside elevation to reflect that of the Engine House.

An existing planning consent for the wider site, granted in 2015 (ref. 82014/FULL/2013) gave permission for the conversion of the Engine House for residential purposes, together with a three storey extension to its west elevation. The proposed development is intended to have a similar final appearance to this approved scheme, albeit through

the demolition and rebuilding of the Engine House rather than its conversion. An application for planning permission has also been submitted for these works (ref. 101010/FUL/20).

## **DEVELOPMENT PLAN**

**For the purpose of this application the Development Plan in Trafford comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the LDF. Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L7 – Design

R1 – Historic Environment

## **SUPPLEMENTARY PLANNING DOCUMENTS**

SPD5.7 – Linotype Estate Conservation Area Appraisal

SPD5.7a – Linotype Estate Conservation Area Management Plan

## **PROPOSALS MAP NOTATION**

Mixed Use Development

Large Sites Released for Housing Development

Linotype Estate Conservation Area

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

None relevant.

## **GREATER MANCHESTER SPATIAL FRAMEWORK/PLACES FOR EVERYONE**

The Greater Manchester Spatial Framework (GMSF) was a joint Development Plan Document being produced by the Greater Manchester districts. The first consultation draft of the GMSF was published on 31st October 2016, and a further period of consultation on the revised draft ended on 18th March 2019. The GMSF is now being

progressed by nine GM districts as 'Places for Everyone' (PFE) and, once adopted, will be the overarching development plan for these districts, setting the framework for individual district Local Plans. PFE is not yet at Regulation 19 stage and so will normally be given limited weight as a material consideration. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If PFE/GMSF 2020 is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

### **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The MHCLG published the revised National Planning Policy Framework (NPPF) on 20 July 2021. The NPPF will be referred to as appropriate in the report.

### **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

The National Planning Practice Guidance was first published in March 2014, and it is regularly updated, with the most recent amendments made in June 2021. The NPPG will be referred to as appropriate in the report.

### **NATIONAL DESIGN GUIDE**

The MHCLG published the National Design Guide in October 2019. This will be referred to as appropriate in the report.

### **RELEVANT PLANNING HISTORY**

101010/FUL/20: Application for demolition of the existing boiler/engine house and the erection of a replacement building which incorporates the re-built canal side gable and the west side entrance bay and 12No. two-bed apartments with 3 storey extension to the west to incorporate 6No. apartments – Pending consideration.

82024/LB/2013: Listed building consent for conversion of existing Boiler House and erection of three storey extension to provide 17 apartments; erection of 24 apartments between retained gable ends of existing Traveller Bay building and provision of parking on ground floor; retention of existing Linotype Office Building as offices; retention of Matrix Building facade; demolition of other existing buildings; erection of 121 new dwellings and construction of associated access roads, car parking facilities and site landscaping – Approved with conditions 22/07/2015.

82014/FULL/2013: Redevelopment of site to include: conversion of existing Boiler House and erection of three storey extension to provide 17 apartments; erection of 24 apartments between retained gable ends of existing Traveller Bay building and provision of parking on ground floor; retention of existing Linotype Office Building as offices; retention of Matrix Building facade; demolition of other existing buildings; erection of 121 new dwellings and construction of associated access roads, car parking and site landscaping – Approved with conditions 22/07/2015.

## **APPLICANT'S SUBMISSION**

- Crime Impact Statement
- Design and Access Statement
- Structural Assessment Report (Conisbee)
- Evaluation of Structural Fabric (DW Consulting)
- Supplementary Structural Report (DW Consulting)
- Heritage Statement (JW Conservation)
- Photographic Survey (JW Conservation)
- Response to Heritage Comments (JW Conservation)
- Demolition and Reconstruction Method and Strategy (Kevin Neary)
- Document to Provide Evidence in Response to Planning Queries (Kevin Neary)
- Structural Report (Atkinson Peck)

## **CONSULTATIONS**

**Association for Industrial Archaeology:** Any features not so far recorded should be recorded as a condition of the approval of this application.

**Greater Manchester Archaeological Advisory Service:** No further archaeological recording necessary, no objection.

**Heritage Development Officer:** No objection to the proposed development. The demolition and rebuild of the Engine House is lamentable and amounts to substantial harm to this Grade II listed building, the Linotype Conservation Area and less than substantial harm to the setting of the Office Block, Grade II listed and the Bridgewater Canal, NDHA. Whilst the applicant cannot meet the requirements of para 201 NPPF, they have demonstrated through the submission of the CARE report that the structural issues of this building are exceptional and the retention and re-use of the Engine House is not possible in the long term under any circumstances. The proposed rebuilding of the Engine House will seek to partially reinstate the listed building in a like for like manner salvaging existing materials where possible with some sympathetic alterations and extension to facilitate the residential use. The demolition of the building will result in the substantial loss of integrity and historic fabric, however rebuilding the structure will ensure its architectural interest and relationship with the chimney base is reinstated. Furthermore, the proposed design is a significant improvement on the previous approval and includes a greater reinstatement of the interior of the building. The repair and consolidation of the chimney base has been undertaken separately. Detailed technical drawings and methodologies for the rebuilding will be required via condition.

**Historic England:** Having observed on site at first hand the inherent constraints affecting the Engine House, including the corrosion and delamination of the iron banding within the walls and the waterlogged ground, we are satisfied that the building is not capable of conversion and re-use as it currently stands. In our view, the most sensitive approach to the heritage significance of the building is to record, dismantle

and re-build the structure, repairing the damage that has been done by multiple unsympathetic adaptations over the past decades, recapturing the splendour that the building once expressed.

In respect of the impact on the significance of the listed building, the extent of demolition and rebuilding proposed is such that we regard the level of harm identified to be substantial. Therefore, the applications need to be assessed against the requirements of paragraph 201 of the NPPF. Having independently assessed the engineering assessment and seen how the issues identified manifest themselves at first hand, we accept that the structural integrity of the building is severely compromised. The condition is such that it effectively prevents the conversion and re-use of the boiler house. Based on the information provided it appears that the tests set by paragraph 201 of the NPPF can be met. Therefore, Historic England does not object to the applications on heritage grounds, though concerns remain.

Whilst we accept the structural justification for taking down and rebuilding the structure, we urge that consideration is given to how the new use can better reveal more of the highly important interior of the building to be viewed and experienced.

**Victorian Society:** It is vital that your authority is thoroughly satisfied that these measures are a matter of necessity rather than convenience. It is vital that the building is reconstructed as accurately as possible. Subsequent comments note that Conisbee Structural Assessment Report is very thorough and clear and no further comments are made.

## **REPRESENTATIONS**

None received.

## **OBSERVATIONS**

Legislative and policy background:

1. Section 16 (2&3) of the Planning (Listed Building and Conservation Areas) Act 1990 advises *'In considering whether to grant listed building consent for any works the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Any listed building consent shall (except in so far as it otherwise provides) enure for the benefit of the building and of all persons for the time being interested in it.'*
2. In determining applications for listed building consent the Local Planning Authority is required to do so in accordance with the statutory duty set out above, which takes primacy. The development plan is a material consideration, as are the heritage policies of the NPPF. Specifically, footnote 57 of the NPPF states that the policies set out in [the heritage] chapter relate, as applicable, to the heritage

related consent regimes for which LPAs are responsible. However, Paragraph 11 of the NPPF in respect of decision making does not apply.

3. Policy R1 of the Core Strategy states that all new development must take account of surrounding building styles, landscapes and historic distinctiveness (R1.1) and that developers must demonstrate how their development will complement and enhance existing features of historic significance, including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets (R1.2). Accordingly developers will be required, where appropriate, to demonstrate how their development will protect, preserve and enhance listed buildings and their wider settings (R1.6). This policy does not reflect case law or the tests of 'substantial' and 'less than substantial harm' in the NPPF. Thus, Core Strategy Policy R1 is out-of-date and can be given limited weight.
4. Of relevance to the determination of this application is paragraph 195 of the NPPF: *"local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal"*.
5. Paragraph 197 of the NPPF states that *"In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness"*.
6. Paragraph 199 of the NPPF establishes 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. The NPPF sets out that harm can either be substantial or less than substantial. Significance is defined in 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.' Setting of a heritage asset is defined in the NPPF as 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.
7. Paragraph 200 of the NPPF states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial

harm to or loss of grade II listed buildings should be exceptional. Paragraph 201 goes on to say that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- (a) the nature of the heritage asset prevents all reasonable uses of the site; and
  - (b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - (c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
  - (d) the harm or loss is outweighed by the benefit of bringing the site back into use.
8. Paragraph 204 of the NPPF states that *“local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred”*.
9. Paragraph 205 of the NPPF states that *“local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted”*. Additionally, paragraph 193 states that *“Local planning authorities should make information about the historic environment, gathered as part of policy-making or development management, publicly accessible”*.
10. The Planning (Listed Buildings and Conservation Areas) Act 1990 refers to the ‘preservation’ or ‘enhancement’ of the special architectural or historic interest of the heritage asset or its character and appearance. The NPPF sets out in Chapter 16 of the document decision-making policies using different terminology, referring in particular to ‘conservation of significance’. It is important to note that ‘conservation’ and ‘preservation’ are concerned with the management of change in a way that sustains a heritage asset’s special interest or significance. However, ‘conservation’ has the added dimension of taking opportunities to enhance significance where opportunities arise and where appropriate.

Significance of the affected heritage assets:

11. Significance is defined in 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'. In essence, 'significance' is the sum of the heritage interests and so the special architectural and historic interest in a listed building is part (or all) of its significance.

12. The boldly-detailed and well-preserved office building 1896-7 (Grade II listed) formed the prominent centrepiece of the substantial Linotype and Machinery Company Ltd and was designed by architects Stott & Sons of Oldham, later Manchester. At this time they were the leading northern cotton mill architects. The works factory produced typesetting machines and printing equipment and its success led to the enlargement of the Broadheath manufacturing district, and the consequential growth of Altrincham's population in the early 20th century. The factory employed hundreds of workers, leading to housing being built for the workers to the south east of the site which is now the Linotype Conservation Area (since 2016 also including the L&M Works itself). During the first and second world wars, the Linotype Works were requisitioned for the manufacture of weaponry. After the war the factory returned to its original purpose and became a world leader in this type of machinery. The works declined from the 1970's and the site has been occupied by various industrial uses before redevelopment commenced.
13. The design of the works was initially by William Dawes, later completed by Stott & Sons and bears similarities to their early work. Its ambitious scale and the richness of its exterior detailing distinguish it from many other commercial buildings of the period and its clock tower ensures its continued prominence in the landscape and in views from the Bridgewater Canal. The building forms a stepped linear range, extending north south and formed the frontage range to an extensive workshop development to the west.
14. Whilst the site has been the subject of an extensive residential redevelopment in recent years and a number of 20<sup>th</sup> century buildings demolished, the key 19<sup>th</sup> century buildings remain such as the Engine House; base of the chimney; central and western traveller bay gables as well as the new drawing office and matrix store constructed in 1921. These remaining elements illustrate the flow of processes through the works as well as demonstrating the considerable expansion of the works from its original core.
15. The Engine House and chimney base (reduced in height in late 20<sup>th</sup> century) were also erected in 1897 designed by Stott & Sons for the Linotype Company and are listed at Grade II principally for their architectural and historic interest and their group value (together with the main Linotype office building). The Engine House along with the boiler House were physically attached to the Works and performed a vital function. The Engine House was a second focus to the Work's design fronting the Bridgewater Canal as a significant focal point and rose above the factory roof. The exterior of the building is adorned with the same architectural embellishments as elsewhere on the Works, with terracotta pilasters and decorative arches above the windows. In addition the Works name is displayed on the central gable with a date of 1897 in the apex. The Engine House has

similarities to other Stott & Sons designs especially that of Delta Mill in Royton built in 1901. Of particular interest are the following elements of the building and its history:

- The quality of the terracotta detailing to both the exterior and interior of the Engine House;
  - The works name and date on the principal north façade of the Engine House;
  - The original decorative wall tiles and a travelling crane to the interior;
  - The name of Stott & Sons who were employed as company architects, designing both the industrial complex and estate village for the workers;
  - The location of the building within the Linotype Works on the Broadheath Industrial Park, created in 1885 and thought to be the first planned industrial park; and
  - The role the building played in the manufacture of Linotype machines, which revolutionised newspaper publishing by speeding up the process of typesetting.
16. The Engine House, boiler and chimney were built alongside the Bridgewater Canal, which formed the northern boundary of the site. The canal was used to bring coal and materials to the works and provided water for the boiler house. The building originally housed the steam-powered engines that provided the motive energy required to operate machinery across the site. Water was drawn from the Bridgewater Canal for steam generation in the nearby – but now demolished – boiler house to operate its engines. An historic plan of the Linotype works shows an adjacent canal layby and two jack wells for water intake are marked. Originally the Engine House had two tandem horizontal engines manufactured by B Goodfellow of Hyde, but in the 1920s these were replaced by two turbines manufactured by James Howden & Co of Glasgow. In 1912 a second engine house was constructed on the east side of the original Engine House. It has since been demolished.
17. The Engine House comprises of a rectangular plan form over three storeys aligned north-south, with the north gable wall facing directly onto the Bridgewater Canal and intended to be seen across the canal. The building measures 24m long by 11m wide by 11m high and is constructed from brick with terracotta and stone dressings and a double pitched roof clad with blue slate. The roof structure is supported on timber composite and wrought iron trusses. The chimney base is adjacent on its west side.
18. The Engine House is built in polychrome bands of red and brindle brickwork with an attic storey defined by a moulded terracotta cornice band below and a moulded terracotta eaves band above with terracotta ball finials at the corners. The north gable wall is the principal elevation and most decorated elevation. It has a high plinth and four bays defined by brick pilasters with terracotta panels to the bases and terracotta fluted bands beneath Ionic capitals with a moulded terracotta

cornice. Between the pilasters are round-headed arch windows with moulded terracotta impost bands and voussoir bands with giant keystones and stone sills. The lower part of the third and fourth windows and the dividing pilaster have been lost due to the modern insertion of a large square-headed entrance. A pedestrian doorway with a roller shutter has been inserted beneath the second window and there is a rectangular opening beneath the first window. All the windows are presently boarded. A frieze band has square outer panels separated by narrow brick pilasters. Picked out in white glazed brick is the name LINOTYPE to the attic storey and WORKS to the frieze band below. The elevation is topped by a shaped pediment with a terracotta finial, moulded coping and decorative scrolled side console brackets. Within the pediment is the date 1897 in white brickwork.

19. The south gable wall has a similar shaped pediment with terracotta decoration. Beneath the lower cornice band there is the outline of a demolished abutting building. Within that outline are two large, square openings (boarded). At ground-floor level is a square-headed doorway with a sliding door.
20. The east side elevation is of seven bays. Scars and painted walling indicate that there was formerly an abutting building, now demolished. The right-hand corner has a clasping pilaster continued round from the principal elevation. At first-floor level are seven basket-arched windows with giant keystones, all infilled with brick. Between the windows at impost level are shaped stone corbels. Above, the attic storey has seven elliptical windows with giant terracotta keystones and timber-framed, multi-pane pivoting windows.
21. The west side elevation formerly abutted the boiler house; the lower part of the wall is painted. It is of seven bays and is similarly detailed to the east elevation. The left-hand corner has a clasping pilaster continued round from the principal elevation. At first-floor level are seven basket-arched windows with giant terracotta keystones; all have been infilled with brick except the first window (boarded). Above, the attic storey has seven elliptical windows (boarded and the left-hand window infilled with brick) with giant terracotta keystones.
22. The interior of the Engine House is now a single space, the engine floor having been removed. The side walls are articulated by pilasters with terracotta detailing between the windows and there is a deep dentil cornice beneath the attic storey, which retains a travelling gantry crane. The area between the former engine floor and the sills of the side elevation windows is tiled in dark brown glazed tiles with a yellow and green decorative tile cornice at sill level (the tiles are mostly painted over at present). Between the sixth and seventh windows to the west elevation is a high-level doorway to the boiler house, now infilled behind. The decorative terracotta architrave and six-panelled, partially glazed door remain in-situ. There are several, infilled, cast-iron bearing boxes in the walls.
23. The site is also within the Linotype Conservation Area, the significance of which stems predominantly from the large-scale survival of the original estate plan form,

and its association with the late 19th century movement for providing homes and amenities for workers. The presence of the Linotype Works immediately adjacent provides the historic context for the construction of the estate and a grand and impressive flagship office building to demonstrate the company's stature.

24. The Engine House and chimney base also lie within the setting of the Office Block and remaining factory structures, Grade II listed as well as the Bridgewater Canal, identified as a non-designated heritage asset in accordance with Annex 2 of the NPPF.
25. In summary the significance of the Engine House derives from its aesthetic value, in particular the richness of the architectural detailing, materials and its landmark quality in views along the Bridgewater Canal. Its historical value is illustrated by the role the Engine House had in facilitating the production of printing machines; the association with the Linotype & Machinery Company Ltd as well as the main office building and chimney base. Evidential value is found in the remaining historic fabric and the construction of the building. In particular the marks of the adjoining demolished boiler house, ranges and chimney base as well as the construction of the walls, roof, foundations and interior. Lastly the structures are significant for their communal value. The factory employed hundreds of workers over a considerable period and was a statement about the success of the L&M Company and its relocation to a greenfield site.

Principle of, and justification for, demolition/replacement:

26. The application proposes the demolition of the existing Engine House and its replacement with a residential building to accommodate 18 no two-bed apartments. This is intended to generally replicate in part the external appearance of the existing building with a contemporary extension. The applicant has submitted a number of supporting documents to accompany the application, and which seek to provide justification for the demolition/replacement of the building. These include a Heritage Statement, Demolition & Reconstruction Report by Kevin Neary (building surveyor and structural engineer), Design and Access Statement, Photographic Survey and Structural Report by Atkinson Peck. A further two Structural Reports (DW Consulting & Conisbee) were submitted during the application process, the latter has been produced by a CARE (Conservation Accreditation Register for Engineers)-accredited engineer as advised by the local planning authority and the Victorian Society. This was requested to ensure that an objective assessment of the redevelopment proposals was undertaken, informed by the conservation philosophy and methods routinely applied to historic buildings of this type.
27. Both Atkinson Peck & DW Consulting advised that demolition and like-for-like reconstruction of the Engine House will be necessary to address insurmountable problems with its substructure and superstructure. The Conisbee Structural Assessment (28<sup>th</sup> May 2021) summarises these issues as follows.

28. There are several primary concerns regarding its structural integrity; the long term integrity of the foundations and the ironwork banding embedded in the brickwork walls.
29. The Engine House is located on variable waterlogged ground, like the other large buildings on the site and is founded on timber piles topped with concrete pile caps. The pile caps support brickwork piers between which span iron beams in an arrangement which provides a linear substrate that supports the substantial brickwork walls of the superstructure. A number of the exposed wrought iron beams indicate significant corrosion and are no longer structurally viable. The beams are partially built into the surrounding brickwork so some portions are embedded and hidden from view, therefore all beams would need to be exposed to accurately assess their condition and structural integrity.
30. Trial pits at the base of the east and west elevations exposed the concrete pile caps and upper portion of the timber piles beneath confirming that the foundations, at least where they have been exposed, are in reasonably good condition. Nevertheless, ensuring that the timber piles remain in good condition throughout the future life of the redeveloped Engine House is a critical factor in justifying their retention. There is evidence that the groundwater level in the vicinity of the Engine House is variable. Its reduction for a substantial period of time would increase the vulnerability of the timber piles to decay and failure and could also potentially lead to shrinkage and instability of the ground as it dried. There is currently a lack of clarity about the relative contribution made by the nearby Bridgewater Canal to the groundwater level near the Engine House due to leakage, and how any water ingress into the site would be impacted by future repair or upgrade of the canal lining so a formal evaluation of this would be required.
31. The redevelopment proposals would lead to an approximately 20% increase in the load carried by the existing foundations. Completion of a complex internal structural frame on independent piled foundations, or load testing of the concrete pile caps and the timber piles using non-destructive techniques would be required, possibly in addition to destructive techniques if deemed necessary.
32. To address these concerns it would be necessary to implement a long term means of monitoring the groundwater level, plus provision of a system that would maintain it at the necessary level such as a groundwater recharge system. A similar approach could potentially be explored at the Engine House, however this would constitute a long term investment requiring continuous maintenance and management by external parties. It is also potentially complex and would require detailed monitoring, modelling and analysis of the general groundwater levels at the site which is not considered to be practical option.
33. The brickwork walls are reinforced throughout their thickness with wrought iron bands embedded in the mortar bed joints and play a role similar to modern bed joint reinforcement. Based on the construction of similar buildings elsewhere on

the site it is likely that further transverse wrought iron ties are built into the brickwork walls to enhance their robustness, strength and stiffness. The mortar is lime-based but contains a high proportion of ash acting as an accelerant to speed up curing and also enhancing the mortar strength.

34. Corrosion of embedded wrought iron bands and associated cracking of brickwork is visible at the south west corner of the building near ground level, near high level and at the parapets especially where vegetation has taken hold. Vertical cracks in the faces of bricks at high level indicate that they have suffered from structural distress, likely caused by corrosion of embedded wrought iron ties laid transversely across the thickness of the wall.
35. The arrangement of the wrought iron bands embedded within the brickwork walls comprises of five bands, each measuring approximately 43mm wide by 3mm thick and built into the wall, spaced approximately 130mm apart. The outermost and innermost bands are placed very close to the wall surface, being covered by a layer of mortar approximately 20mm thick. The ironwork where visible has light surface corrosion but is otherwise in good condition with no significant degradation or related cracking of the brickwork around it, and appears to retain its structural integrity.
36. Nevertheless, a concern is the long term integrity of the wrought iron bands built into the brickwork walls. The cracks now present in the walls of the Engine House are likely due to the expansive corrosion of the embedded ironwork. The risk of embedded ironwork corrosion has been enhanced by removal of the buildings that once abutted large areas of its east, south and west elevations, increasing the exposure of the walls and the ironwork within to moisture. The significance of the moisture content of the walls is enhanced by the lime-based, ash-rich mortar within which the bricks are laid. The ash used in the mortar mix acts as an accelerant to speed up curing and also enhance the mortar strength, but it also contains a high proportion of sulphur compounds which when combined with water generate a mildly acidic solution that can attack embedded ironwork. The ironwork is considered prone to corrosive expansion and will require complete isolation from the elements or complete removal and replacement.
37. Despite the reasonable condition of the walls there is a distinct outward lean of the upper portion of part of the west elevation and it is possible that further areas of distortion will be discovered during construction works. The roof structure has lost patches of slates in several areas and is suffering from exposure to rainwater following the partial failure of its finishes. The timber structure is undergoing localised decay with some fungal growth visible, however there may be scope to re-use some of its timbers if sound in the new roof or floors. Timber decay and possible infestation may be in an advanced state near the currently inaccessible eaves where the gutters and other rainwater collection and disposal goods are in poor condition, missing or otherwise defective.

38. The Conisbee report concludes: *“Taking into account all of the considerations and complex challenges that can be anticipated in any attempt to retain and refurbish the existing structure I feel that there are reasonable grounds to justify its proposed demolition and reconstruction as stated in the application documents, namely that the nature of the existing substructure and superstructure will make it more difficult and dangerous to retain the existing walls than to demolish them and rebuild them on new foundations. My view is based on a clear assessment of the possible challenges and risks, and the importance of the Power House to the integrity of the former Linotype Works site. I am satisfied that these proposed measures are, on balance, a matter of necessity rather than convenience. Based on my discussions with Morris Homes and inspection of similar reconstruction works undertaken at the Large Travel Bay building I am reassured that this will be done with the greatest care and as accurately as possible, reproducing the form of the building, its characteristic materials and its structural polychromy which are all important parts of the Engine House’s significance”.*
39. Drawing ref. KN 11 indicates the extent of repairs and rebuilding required to the standing structure to facilitate residential conversion. To address the aforementioned structural issues, extensive rebuilding of the Engine House would be required. This would result in the removal of iron and metal items embedded into existing structure; removal of metal ties (approx. 12 ties per m<sup>2</sup>); removal of frost damaged, unsuitable and unstable brickwork; removal of section of brickwork to facilitate new window and door openings; removal of existing slates and relaying on new roof structure. The extensive works required result in little of the historic building remaining.
40. The submitted demolition and reconstruction report by Kevin Neary provides an initial statement for the recording of architectural elements, dismantling of the building and its reconstruction. Nonetheless, more detailed methodologies and accompanying technical drawings should be required via condition.

Detailed design and appearance of replacement building and ‘extension’:

41. The dismantling and rebuilding of the Engine House would enable its reconstruction on new foundations, addressing the issues of the current waterlogged ground conditions. The proposals comprise of the careful deconstruction of the listed building and the reconstruction of the north elevation and one bay of the west elevation to the original design by Stott & Sons using as much salvaged and repaired original fabric as possible. The walls will be constructed from metric red stock brick to match existing and used elsewhere across the development. Existing polychromatic brick detailing will be recreated, laid in an English Garden wall bond. Finials, string courses, copings, pilasters, kneelers and terracotta cornices will be re-used where possible to rebuild the distinctive gable to the Bridgewater Canal. New ceramic white brick will be incorporated to recreate the lettering ‘1897 Linotype Works’ to the frontage. Windows throughout the building will be painted timber matching the existing

pattern of fenestration to the north elevation with simple side opening casements to new openings on the remaining elevations. The west elevation will include one bay of windows to match the existing pattern of fenestration and double hardwood doors with lattice detail inspired by the original drawings.

42. The remainder of the building will be constructed on the same footprint built in a similar red brick with polychromatic detailing and recreating the existing rectangular form with distinctive gable to the south elevation. Elliptical windows, arched heads and key stones to the west and east elevations will be incorporated and a pitched roof will be clad with re-used slate, supplemented where required. Where not sound, materials will be replaced on a like-for-like basis with templates and moulds created prior to demolition.
43. As demonstrated by the Design and Access Statement the treatment of the east, west and south elevations has been carefully considered. Due to the demolition of the adjoining buildings, there has been some interpretation of the existing appearance of the listed building in order to facilitate the proposed use. The design seeks to incorporate elliptical windows at third floor level with re-instatement of the string course. The arched windows and key stones will be reinstated at second floor extending to ground floor terminated by a plinth which runs around the perimeter of the building. A profiled terracotta spandrel panel is proposed to obscure the end of each floor, details of which will be secured by condition. The fenestration to the south elevation is simplified, partly reflecting some of the scars of the structure previously removed.
44. Following consultation with Historic England, the size of the proposed atrium has been increased to express the existing floor to ceiling height inside the building. The proposals also include the partial recreation of the yellow, green and brown tiled interior which demarked the location of the engine floor at first floor height. The tiling will be reinstated internally to the north elevation and the sixth and seventh bays of the west elevation. At ground level the walls will be plastered to indicate the area previously obscured by the engine platform. Several arches, keystones, pilasters and heavy cornice will also be recreated to the part of the west elevation and north elevation incorporating salvaged material where possible. An existing door and frame will be re-positioned in the sixth bay at first floor as per Stott & Sons' original design. The existing windows in the seventh bay at first and second floors will be recreated with two further blind windows at second floor replicating the existing pattern of fenestration. The travelling gantry crane will be reinstated across the rear of the north elevation. Part of the timber boarded ceiling will be incorporated including primary and secondary beams, cornice and three cast iron ceiling vents.
45. The proposed three storey 'extension' to the Engine House is considered to be appropriate in terms of its detailed design. It is noted that the existing approval for the Engine House conversion included an extension with a similar scale and form, which the current application generally seeks to replicate. The extension is



interconnected to the Engine House at the fourth bay on all floor levels on the west elevation. The current proposals for this element of the scheme are considered to represent an improvement on the previous iteration in design terms, with elements of render removed and more contemporary, narrower fenestration detailing incorporated. The rhythm and proportion of window openings are considered to complement the fenestration of the Engine House and will incorporate aluminium windows to differentiate the extension from the rebuilt Engine House. The palette of materials will include common brick and sandstone dressings, including a coping and profiled terracotta spandrel panels. Details of materials will be sought via condition including the proposed balcony balustrades. The proposed extension is considered to sit more comfortably with the (albeit rebuilt) Engine House than the consented scheme and is acceptable in design terms.

#### Consideration of harm:

46. In assessing the level of harm associated with the development, Reference ID: 18a-018-20190723 of the NPPG provides some guidance: *“...in general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.*

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings’ significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting”.*

47. The demolition of the Engine House, Grade II listed will result in the loss of the entire building, with the exception of the chimney base, and will clearly impact on the historic illustrative and evidential significance of the designated heritage asset. The proposal will also result in the loss of a key building in the Linotype Conservation Area. It is considered therefore that the harm will be substantial to the Grade II listed building and Conservation Area, and needs to be assessed against the requirements of paragraph 201 of the NPPF. Furthermore, the loss of the building will cause major (less than substantial) harm to the setting of the Office Block, Grade II listed and to the setting of the Bridgewater Canal (non-designated heritage asset).

48. Having regard to paragraph 201 of the NPPF, it is not considered that all four of the exceptions listed would be met by the proposed development. Whilst it could be argued that the nature of the heritage asset prevents all reasonable uses of the site (criterion 'a'), and that the harm is outweighed by the benefit of bringing the site back into use (criterion 'd'), no evidence has been provided to demonstrate compliance with criteria 'b' or 'd' (set out in full earlier in this report). In terms of whether 'substantial public benefits' would be achieved, Reference ID: 18a-020-20190723 of the NPPG provides the following guidance: *"public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit. Examples of heritage benefits may include: sustaining or enhancing the significance of a heritage asset and the contribution of its setting; reducing or removing risks to a heritage asset; securing the optimum viable use of a heritage asset in support of its long term conservation"*.
49. There would be some public benefit associated with the provision of 18no additional dwellings in a sustainable location and enabling a building which replicates the appearance of the original listed building to remain on site. However the listed building itself would be lost and overall, any public benefits associated with the proposed development are not deemed to be 'substantial'.
50. Whilst the requirements of paragraph 201 have therefore not been met, the application has demonstrated that due to the severity of the structural condition of the Engine House, its rebuilding is the only way to ensure the building (in some form) will be retained on the site in the long term, and incorporated within the wider development. The rebuilding of the Engine House and its extension is fundamental in ensuring the residential scheme is completed across the wider site.
51. The application is accompanied by a detailed Heritage Statement in accordance with paragraph 194 of the NPPF. The document assesses the significance of the listed building and concludes that the design for the rebuilt Engine House is sympathetic to local character and history and maintains a strong sense of place. This is on the basis that it incorporates many elements of the historic design, particularly the height, massing, high level detailing and the reinstatement of the historic design of the canal side elevation.
52. In accordance with paragraph 200 of the NPPF, the applicant has provided, in the supporting documentation, a clear and convincing justification for the harm to and loss of this designated heritage asset.

53. In accordance with paragraph 195 of the NPPF, the applicant has sought where possible 'to minimise any conflict between the heritage asset's conservation and any aspect of the proposal'. The Engine House will be rebuilt on the same footprint to the same dimensions and form (with the exception of the extension), reinstating the north elevation and two bays of the west elevation with some minor alterations. The remaining elevations will be rebuilt with more substantial alterations to facilitate the residential use. It is considered these changes are sympathetic to the overall appearance of the building. Where possible existing materials will be salvaged and re-used. This will include terracotta and sandstone dressings; slate, cast iron roof vents and the gantry crane. New terracotta and coloured decorative tiling will be cast to replicate existing materials on a like-for-like basis. Timber painted windows on the north elevation and several on the west elevation will be replicated; all new windows to the Engine House will be painted timber. New brickwork which will be a metric size but will match the colours of the existing polychromatic brickwork (red stock and common brick) and white ceramic bricks. As such the applicant has sought to retain the aesthetic and communal value of the Engine House, its landmark presence on the Bridgewater Canal and functional relationship with the remaining chimney base, Office Block and other structures on the site. During the dismantling of the Engine House, evidential value regarding its construction will also be recorded.
54. Historic England has been consulted on the application and concludes that it is satisfied the building is not capable of conversion and re-use as it currently stands, advising that the most sensitive approach to the heritage significance of the building is to record, dismantle and re-build the structure, repairing the damage that has been done by multiple unsympathetic adaptations over the past decades. No objections are raised to the proposals and Historic England considers that it would be reasonable to judge that the harm to the significance of the listed Engine House will be outweighed by the benefits of restoring the building and bringing it back into an active, economically viable new use. Nevertheless, officers do not agree with this particular conclusion, given it could be repeated too often, and in cases where it was more convenient to demolish and rebuild a heritage asset rather than it being a matter of absolute structural necessity.

## CONCLUSION

55. In accordance with Section 16 (2&3) of the Planning (Listed Building and Conservation Areas) Act 1990, Officers have had special regard to the desirability of preserving the Grade II listed Engine House, including features of special architectural or historic interest which it possesses.
56. The NPPF is a material consideration which carries significant weight in the decision-making process, however this does not preclude the possibility of other material considerations indicating that listed building consent should be granted, when the NPPF does not. In this case, Officers are unable to conclude that the development meets the tests set out in paragraph 201 of the NPPF.

57. It is considered however that the applicant has robustly demonstrated that the demolition and rebuilding of the Engine House is the only option for protecting the heritage value of the site. The reports submitted with the application have demonstrated that the Engine House cannot be safely retained/refurbished and in this context, its rebuilding in a sympathetic manner is a positive solution which is supported by both the Council's Heritage Development Officer and Historic England. Whilst the development would result in substantial harm to the Grade II listed Engine House and Officers are unable to conclude that the development is in accordance with paragraph 201 of the NPPF, the explanation and justification provided by the applicant firmly indicates that the demolition and replacement of the Engine House is entirely necessary.
58. The benefits of restoring the building and bringing it back into an active, economically viable new use carry substantial weight, and the information accompanying the application is clear that these benefits would not be possible without such intervention. It has been satisfactorily demonstrated that the only possible means of preserving the architectural and historic importance of the building is by the works proposed to demolish and rebuild it.
59. On the basis that the building is not capable of safe use in its current form, it is important to have regard to the alternative of granting listed building consent (and planning permission) for a viable, sympathetic development such as is currently proposed. It is likely that the building would remain disused and in a state of deterioration and eventually, given the issues with the timber piles be at risk of collapse, or require demolition. In this event, the possibility of reconstructing the building and using salvaged material (as proposed under this application) would be diminished. The intervention now proposed would ensure that the building is 'retained' on site in a form that is not only thoughtful and sympathetic to its architectural and historic importance, but also safe. This consideration is deemed to carry such a degree of weight as to warrant the approval of the application.
60. In arriving at this decision, considerable importance and weight has been given to the desirability of preserving the Grade II listed building

### **RECOMMENDATION:**

**GRANT** subject to the following conditions:-

1. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the following submitted plans:

<b>Plan Number</b>	<b>Drawing Title</b>
13088 (PI) 600 M	The Power House – Ground Floor Plan
13088 (PI) 601 M	The Power House – First Floor Plan
13088 (PI) 602 M	The Power House – Second Floor Plan

13088 (PI) 603 M	The Power House – Third Floor Plan
13088 (PI) 604	The Power House – Roof Plan
13088 (PI) 610 E	The Power House – Proposed Site Plan
13088 (PI) 681 G	Proposed North (Canal Side) Elevation
13088 (PI) 682 K	Proposed East Elevation
13088 (PI) 683 J	Proposed Southern (Inward Facing) Elevation
13088 (PI) 684 F	Proposed West Elevation
13088 (PI) 701 G	Proposed Colour Section A-A
13088 (PI) 702 C	Proposed Section B-B
KN 06 (Rev F)	Proposed Powerhouse Elevations
KN 07 (Rev C)	Proposed Internal Elevations and Ceiling
KN 08 (Rev F)	Powerhouse Proposed Terracotta and Window Details

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy.

- No demolition or other works of site preparation shall take place (either inside or outside the building) unless and until a contract has been made for the works for the rebuilding and restoration of the building, in full accordance with the scheme hereby permitted. The contract made shall be with a firm suitably qualified and experienced in the restoration of heritage assets, and approved by the Local Planning Authority (in consultation with Historic England, if necessary). No less than fourteen days before any demolition or site preparation works take place on site the Local Planning Authority shall be supplied with a copy of the contract for its approval in writing. Should the approved firm be at any time be unable to fulfil the contract, then an alternative shall first be agreed in writing by the Local Planning Authority before the contract is remade.

Reason: To ensure provision is in place for the replacement building to be erected prior to the existing building being demolished, having regard to Policies L7 and R1 of the Trafford Core Strategy and the NPPF.

- No development, including demolition, shall take place unless and until a programme of historic building recording to be undertaken has been submitted to and approved in writing by the Local Planning Authority. The programme shall meet the requirements of 'Level 4', set out in 'Understanding Historic Buildings. A Guide to Good Recording Practice' (Historic England, May 2016) and shall be undertaken before, during and after the approved structural works. The development shall be carried out in accordance with the approved programme.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

- No development shall take place unless and until a methodology for dismantling the existing building has been submitted to and approved in writing by the Local

Planning Authority. This should include the phasing and method of demolition (whether by hand or mechanical demolition); a schedule of, and the tagging and storage of all salvaged materials to be re-used in the rebuild of the Engine House and associated hard landscaping. The development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

5. No development, including demolition, shall take place unless and until detailed technical drawings at a scale of 1:20 for the rebuilding of the Engine House, and a schedule of all salvaged materials to be re-used in the rebuild of the Engine House and associated hard landscaping have been submitted to and approved in writing by the Local Planning Authority. The drawings shall specify how and where on the building the salvaged materials will be used in conjunction with new materials.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

6. No demolition shall take place until details of the templates and locations of all existing external and internal decorative materials, including terracotta, stonework and glazed brickwork, to be replicated in the rebuild of the Engine House have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

7. Notwithstanding the submitted information, no above-ground construction works shall take place unless and until samples and full specifications of materials and methods of construction to be used externally on all buildings and internally to the Engine House, hereby approved, have been submitted to and approved in writing by the Local Planning Authority. The specifications shall include the type, colour and texture of the materials and shall be accompanied by either 1:5, 1:10 or 1:20 drawings where appropriate to demonstrate all detailing to be incorporated. The samples shall include all proposed window and door materials, constructed panels of all proposed brickwork illustrating the type of joint, the type of bond and the colour of the mortar to be used, together with cast iron rainwater goods (including method of support, design and surface finish), conservation rooflights, ridges, eaves and verges, roof covering including coursing and method of affixment, insulation, roof structure, any associated leadwork to BS code, fenestration and brickwork recesses, all other architectural detailing and internal wall and ceiling finishes. Sample panels shall be available on site for inspection and shall be

retained on site for the duration of the build programme. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of conservation and visual amenity having regard to Policies L7 and R1 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

8. Notwithstanding the submitted plans, no above-ground construction work shall take place unless and until full details of all external fixtures and fittings have been submitted to and approved in writing by the Local Planning Authority. These details shall include all extractor vents, heater flues, soil and vent pipes, door furniture, intercoms, alarm boxes, security lighting, flues and any other equipment to be installed externally on the approved building. Development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

9. Notwithstanding any previously approved details, no above-ground construction work shall take place unless and until a revised scheme for hard landscaping surrounding the Engine House has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the use of salvaged materials which are not being used on the building itself. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7 and R1 of the Trafford Core Strategy and the National Planning Policy Framework.

10. Notwithstanding the submitted details, no development involving new windows and doors to the rebuild of the Engine House shall take place until 1:5 scale drawings showing the proposed windows, doors, glazing & sills have been submitted to and approved in writing by the Local Planning Authority. All new windows and doors shall be constructed from solid timber and set back from the face of the building within a reveal by a minimum 100mm. The mouldings, timber sections, method of opening and associated furniture shall be of a traditional design and profile. All joinery shall have a painted finish to an approved colour scheme. Development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

11. The development hereby approved shall not be occupied unless and until an external lighting scheme has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved scheme.

Reason: In the interests of enhancing the appearance of the building, having regard to Policies L7 and R1 of the Trafford Core Strategy and the National Planning Policy Framework.

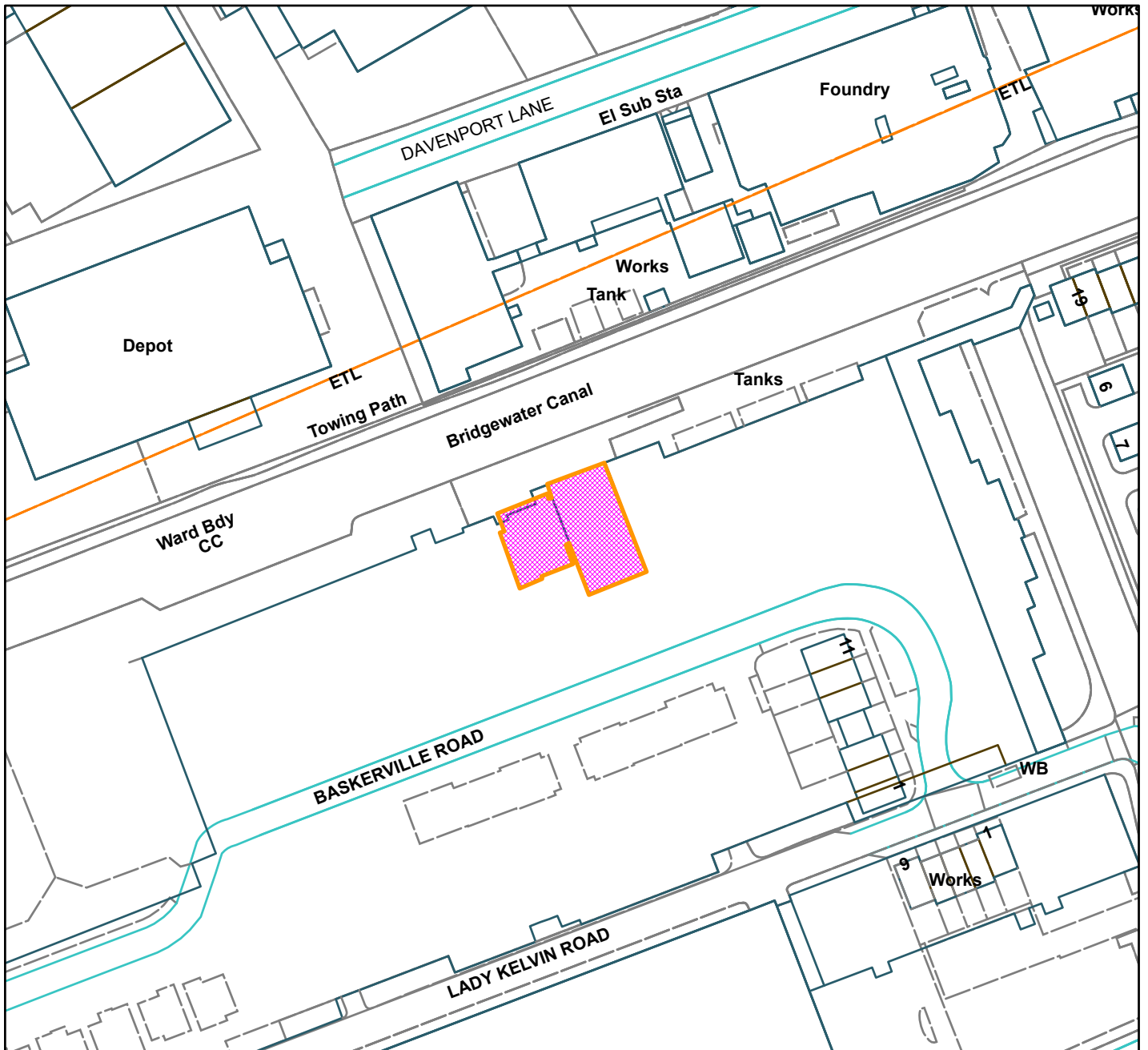
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JD





Former Engine House (Prev Known As Power House & Boiler House, Norman Road, Altrincham (site hatched on plan)



**Scale:** 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date 11/11/2021
Date	29/10/2021
MSA Number	100023172 (2016)

**WARD:** Altrincham

**101010/FUL/20**

**DEPARTURE:** No

**Application for demolition of the existing boiler/engine house and the erection of a replacement building which incorporates the re-built canal side gable and the west side entrance bay and 12no two-bed apartments with 3 storey extension to the west to incorporate 6no apartments.**

Former Engine House (also previously known as Power House and Boiler House), Norman Road, Altrincham, WA14 4ES

**APPLICANT:** Ben Edmundson, Morris Homes

**AGENT:** None

**RECOMMENDATION: GRANT**

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**The application has been reported to the Planning and Development Management Committee at the discretion of the Head of Planning and Development.**

### **Executive Summary**

The application relates to an engine house situated within the site of the former L&M (Linotype and Machinery) Works in Altrincham. The wider site has been substantially redeveloped in recent years to create residential dwellings and offices. The Engine House is a Grade II listed building and is currently in a state of disrepair, having been unoccupied for some time, and reports submitted in support of the application conclude that the retention and refurbishment of the building will not be possible given the nature of the existing substructure and superstructure.

The application seeks permission to demolish the existing Engine House and replace it with a residential building with 'extension' to accommodate 18no two-bed apartments. This replacement building is generally intended to replicate the appearance of the Engine House.

The development is considered to result in substantial harm to the Grade II listed Engine House itself and the Conservation Area, as well as major (less than substantial) harm to the setting of the Grade II listed Office Block and to the setting of the Bridgewater Canal (non-designated heritage asset). However, it is considered that the applicant has robustly demonstrated that the demolition and rebuilding of the Engine House is the only option for protecting the heritage value of the site. The benefits of restoring the building and bringing it back into an active, economically viable new use carry substantial weight, and the information accompanying the application is clear that these benefits would not be possible without such intervention. This material consideration is deemed to carry such compelling weight as to warrant the approval of the planning application, despite the conflict of the proposals with both the NPPF and the development plan in respect of heritage assets.

## **SITE**

The application relates to an engine house situated within the site of the former L&M (Linotype and Machinery) Works in Altrincham. The L&M site extends to approximately 5.1 hectares and lies to the north-west of Altrincham Town Centre and west of Manchester Road (A56). This has been substantially redeveloped in recent years to create residential dwellings and offices but originally comprised the Linotype and Machinery office building at the eastern end of the site, together with a complex of various buildings built 1896-1897.

The Engine House which is the subject of the current application is situated adjacent to the Bridgewater Canal, with new residential development adjacent to its eastern, western and southern boundaries. The building is currently in a state of disrepair, having been unoccupied for some time, and reports submitted in support of the application conclude that the retention and refurbishment of the building will not be possible given the nature of the existing substructure and superstructure.

The Engine House itself (together with the adjacent chimney base to the west) and the L&M office building are Grade II listed (List Entry Number:1476929), the Engine House having been listed by Historic England on 7th July 2021 whilst this application was under consideration. The Engine House was previously deemed to be curtilage listed by virtue of its relationship, age and former function to the L&M office building. It is noted that the Secretary of State has recently instructed Historic England to undertake a new assessment of this listing as part of a review process. It remains listed at the present time however and should be treated as such.

The surrounding area comprises both industrial and residential areas, with industry predominant to the north and north-west on the opposite side of the Bridgewater Canal and housing predominant to the south and south-west. The northern boundary of the site is defined by the Bridgewater Canal, beyond which are industrial buildings and Altrincham Retail Park. The residential element of the Linotype Conservation Area is located to the south-east and comprises predominantly terraced properties built between 1897 and 1901 for employees of the Linotype Factory.

## **PROPOSAL**

Planning permission is sought to demolish the existing Engine House and replace it with a residential building with 'extension' to accommodate 18no two-bed apartments. This replacement building is generally intended to replicate the appearance of the existing building and in particular would have a canalside elevation to reflect that of the Engine House.

An existing consent for the wider site, granted in 2015 (ref. 82014/FULL/2013) gave permission for the conversion of the engine house for residential purposes, together with a three storey extension to its west elevation. The proposed development is intended to have a similar final appearance to this approved scheme, albeit through the

demolition and rebuilding of the Engine House rather than its conversion. An application for listed building consent has also been submitted for these works (ref. 100973/LBC/20) and can be found elsewhere on this agenda.

## **DEVELOPMENT PLAN**

**For the purpose of this application the Development Plan in Trafford comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the LDF. Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L1 – Land for New Homes  
L2 – Meeting Housing Needs  
L4 – Sustainable Transport and Accessibility  
L5 – Climate Change  
L7 – Design  
R1 – Historic Environment  
R2 – Natural Environment  
R3 – Green Infrastructure  
R5 – Open Space, Sport and Recreation

Place Objective ALO7

## **SUPPLEMENTARY PLANNING DOCUMENTS**

SPD3 – Parking Standards & Design  
SPD5.7 – Linotype Estate Conservation Area Appraisal  
SPD5.7a – Linotype Estate Conservation Area Management Plan  
PG1 – New Residential Development

## **PROPOSALS MAP NOTATION**

Mixed Use Development  
Large Sites Released for Housing Development  
Linotype Estate Conservation Area

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

H3 – Land Release for New Housing Development

### **GREATER MANCHESTER SPATIAL FRAMEWORK/PLACES FOR EVERYONE**

The Greater Manchester Spatial Framework (GMSF) was a joint Development Plan Document being produced by the Greater Manchester districts. The first consultation draft of the GMSF was published on 31st October 2016, and a further period of consultation on the revised draft ended on 18th March 2019. The GMSF is now being progressed by nine GM districts as 'Places for Everyone' (PFE) and, once adopted, will be the overarching development plan for these districts, setting the framework for individual district Local Plans. PFE is not yet at Regulation 19 stage and so will normally be given limited weight as a material consideration. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If PFE/GMSF 2020 is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

### **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The MHCLG published the revised National Planning Policy Framework (NPPF) on 20 July 2021. The NPPF will be referred to as appropriate in the report.

### **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

The National Planning Practice Guidance was first published in March 2014, and it is regularly updated, with the most recent amendments made in June 2021. The NPPG will be referred to as appropriate in the report.

### **NATIONAL DESIGN GUIDE**

The MHCLG published the National Design Guide in October 2019. This will be referred to as appropriate in the report.

### **RELEVANT PLANNING HISTORY**

100973/LBC/20: Listed Building Consent for demolition of the existing boiler/engine house and the erection of a replacement building which incorporates the re-built canal side gable and the west side entrance bay and 12No. two-bed apartments with 3 storey extension to the west to incorporate 6No. apartments – Pending consideration.

82024/LB/2013: Listed building consent for conversion of existing Boiler House and erection of three storey extension to provide 17 apartments; erection of 24 apartments between retained gable ends of existing Traveller Bay building and provision of parking on ground floor; retention of existing Linotype Office Building as offices; retention of

Matrix Building facade; demolition of other existing buildings; erection of 121 new dwellings and construction of associated access roads, car parking facilities and site landscaping – Approved with conditions 22/07/2015.

82014/FULL/2013: Redevelopment of site to include: conversion of existing Boiler House and erection of three storey extension to provide 17 apartments; erection of 24 apartments between retained gable ends of existing Traveller Bay building and provision of parking on ground floor; retention of existing Linotype Office Building as offices; retention of Matrix Building facade; demolition of other existing buildings; erection of 121 new dwellings and construction of associated access roads, car parking and site landscaping – Approved with conditions 22/07/2015.

### **APPLICANT'S SUBMISSION**

- Crime Impact Statement
- Design and Access Statement
- Structural Assessment Report (Conisbee)
- Evaluation of Structural Fabric (DW Consulting)
- Supplementary Structural Report (DW Consulting)
- Heritage Statement (JW Conservation)
- Photographic Survey (JW Conservation)
- Response to Heritage Comments (JW Conservation)
- Demolition and Reconstruction Method and Strategy (Kevin Neary)
- Document to Provide Evidence in Response to Planning Queries (Kevin Neary)
- Structural Report (Atkinson Peck)

### **CONSULTATIONS**

**Association for Industrial Archaeology:** Any features not so far recorded should be recorded as a condition of the approval of this application.

**Greater Manchester Archaeological Advisory Service:** No further archaeological recording necessary, no objection.

**Greater Manchester Ecology Unit:** No objection subject to condition.

**Greater Manchester Police (Design for Security):** No objections, condition requested.

**Heritage Development Officer:** No objection to the proposed development. The demolition and rebuild of the Engine House is lamentable and amounts to substantial harm to this Grade II listed building, the Linotype Conservation Area and less than substantial harm to the setting of the Office Block, Grade II listed and the Bridgewater Canal, NDHA. Whilst the applicant cannot meet the requirements of para 201 NPPF, they have demonstrated through the submission of the CARE report that the structural issues of this building are exceptional and the retention and re-use of the Engine House

is not possible in the long term under any circumstances. The proposed rebuilding of the Engine House will seek to partially reinstate the listed building in a like for like manner salvaging existing materials where possible with some sympathetic alterations and extension to facilitate the residential use. The demolition of the building will result in the substantial loss of integrity and historic fabric, however rebuilding the structure will ensure its architectural interest and relationship with the chimney base is reinstated. Furthermore, the proposed design is a significant improvement on the previous approval and includes a greater reinstatement of the interior of the building. The repair and consolidation of the chimney base has been undertaken separately. Detailed technical drawings and methodologies for the rebuilding will be required via condition.

**Historic England:** Having observed on site at first hand the inherent constraints affecting the Engine House, including the corrosion and delamination of the iron banding within the walls and the waterlogged ground, we are satisfied that the building is not capable of conversion and re-use as it currently stands. In our view, the most sensitive approach to the heritage significance of the building is to record, dismantle and re-build the structure, repairing the damage that has been done by multiple unsympathetic adaptations over the past decades, recapturing the splendour that the building once expressed.

In respect of the impact on the significance of the listed building, the extent of demolition and rebuilding proposed is such that we regard the level of harm identified to be substantial. Therefore, the applications need to be assessed against the requirements of paragraph 201 of the NPPF. Having independently assessed the engineering assessment and seen how the issues identified manifest themselves at first hand, we accept that the structural integrity of the building is severely compromised. The condition is such that it effectively prevents the conversion and re-use of the boiler house. Based on the information provided it appears that the tests set by paragraph 201 of the NPPF can be met. Therefore, Historic England does not object to the applications on heritage grounds, though concerns remain.

Whilst we accept the structural justification for taking down and rebuilding the structure, we urge that consideration is given to how the new use can better reveal more of the highly important interior of the building to be viewed and experienced.

**Lead Local Flood Authority:** No objection subject to previously approved drainage strategy being implemented.

**Local Highway Authority:** No objection subject to conditions.

**Pollution & Housing (Contaminated Land):** No objection subject to conditions.

**Pollution & Housing (Nuisance):** No objection subject to conditions.

**United Utilities:** No objection subject to conditions.

**Victorian Society:** It is vital that your authority is thoroughly satisfied that these measures are a matter of necessity rather than convenience. It is vital that the building is reconstructed as accurately as possible. Subsequent comments note that Conisbee Structural Assessment Report is very thorough and clear and no further comments are made.

## **REPRESENTATIONS**

None received.

## **OBSERVATIONS**

### **PRINCIPLE OF DEVELOPMENT**

Policy position:

1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
2. Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 advises that *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority...shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
3. The NPPF is a material consideration in planning decisions, and as the Government’s expression of planning policy and how this should be applied, should be given significant weight in the decision making process. Paragraph 11 (d) states that where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, planning permission should be granted unless:
  - (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
4. The Given that the Council cannot demonstrate a five year supply of housing land (the current supply is 3.13 years), and also has a Housing Delivery Test output of 61%, Paragraph 11 of the NPPF is automatically engaged.
5. The footnote to paragraph 11 (d)(i) explains that the policies of the NPPF referred to include those which relate to designated heritage assets. For reasons set out in



full later in this report, the assessment of the scheme against these NPPF policies (specifically paragraph 201) indicates that there is a clear reason for refusing the development proposed. However, as explained later in the report, there are other material considerations in this particular case which would outweigh both development plan and NPPF policy.

#### Residential development:

6. The Council's adopted Policies Map identifies this site for residential development and the principle of residential development has previously been accepted here, as the existing planning permission includes the conversion of the Engine House for residential purposes. The principle of residential development on this site is accepted.

#### Housing mix:

7. The NPPF at paragraph 61 requires local planning authorities to plan for an appropriate mix of housing to meet the needs of its population and to contribute to the achievement of balanced and sustainable communities. This approach is supported by Core Strategy Policy L2, which refers to the need to ensure that a range of house types, tenures and sizes are provided.
8. Core Strategy Policy L2.4 states that the Council will seek to achieve a target split of 70:30; small:large (3+ beds) residential units with 50% of the small homes being suitable for families. The application proposes a total of 18no two-bed apartments. The earlier application for the wider site concluded that *"taking into account the proposed mix of accommodation it is considered that the proposal will help to meet housing needs in the borough"*. This remains the case across the site as a whole and the current proposal will replicate the approved housing mix for this part of the site. Furthermore, all units will comply with the nationally described space standards. As such, Officers are satisfied with the proposed housing mix.

#### Affordable housing:

9. The earlier approved application for the wider site included provision for 16no units across the full site, delivered as houses, following a viability appraisal which was accepted by the Council. This earlier application was assessed in this respect and it was concluded that this was a sufficient level of affordable housing for the site as a whole. Given that the current scheme will largely replicate what was originally proposed for this part of the site, it is not considered reasonable to require any further affordable housing to be delivered.

## IMPACT ON HERITAGE ASSETS, DESIGN AND APPEARANCE OF DEVELOPMENT

#### Legislative and policy background:

10. Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 advises that *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority...shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
11. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities to pay, *“special attention in the exercise of planning functions to the desirability of preserving or enhancing the character or appearance of a conservation area”* in the determination of planning applications.
12. Policy L7 of the Trafford Core Strategy states that *“In relation to matters of design, development must: Be appropriate in its context; Make best use of opportunities to improve the character and quality of an area; Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and, Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan”*. Policy L7 of the Core Strategy is considered to be compliant with the NPPF and therefore up-to-date as it comprises the local expression of the NPPF’s emphasis on good design and, together with associated SPDs, the Borough’s design code. It can therefore be given full weight in the decision making process.
13. Policy R1 of the Core Strategy states that all new development must take account of surrounding building styles, landscapes and historic distinctiveness (R1.1) and that developers must demonstrate how their development will complement and enhance existing features of historic significance, including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets (R1.2). Accordingly developers will be required, where appropriate, to demonstrate how their development will protect, preserve and enhance listed buildings and their wider settings (R1.6). This policy does not reflect case law or the tests of ‘substantial’ and ‘less than substantial harm’ in the NPPF. Thus, Core Strategy Policy R1 is out-of-date and can be given limited weight.
14. The Government has set out its planning policies for the historic environment and heritage assets in the NPPF and the accompanying National Planning Practice Guidance. Both the NPPF and the NPPG are material considerations relevant to this application and as the Government’s expression of planning policy and how this should be applied, should be given significant weight in the decision making process.
15. The NPPF states at paragraph 8 that *“Achieving sustainable development means that the planning system has three overarching objectives...which includes an environmental objective – to protect and enhance our natural, built and historic environment”*.

16. Of relevance to the determination of this application is paragraph 195 of the NPPF: *“local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal”*.
17. Paragraph 197 of the NPPF states that *“In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness”*.
18. Paragraph 199 of the NPPF establishes 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. The NPPF sets out that harm can either be substantial or less than substantial. Significance is defined in 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.’ Setting of a heritage asset is defined in the NPPF as ‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’.
19. Paragraph 200 of the NPPF states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of grade II listed buildings should be exceptional. Paragraph 201 goes on to say that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
  - (a) the nature of the heritage asset prevents all reasonable uses of the site; and
  - (b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - (c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

- (d) the harm or loss is outweighed by the benefit of bringing the site back into use.
20. Paragraph 204 of the NPPF states that *“local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred”*.
21. Paragraph 205 of the NPPF states that *“local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted”*. Additionally, paragraph 193 states that *“Local planning authorities should make information about the historic environment, gathered as part of policy-making or development management, publicly accessible”*.
22. The Planning (Listed Buildings and Conservation Areas) Act 1990 refers to the ‘preservation’ or ‘enhancement’ of the special architectural or historic interest of the heritage asset or its character and appearance. The NPPF sets out in Chapter 16 of the document decision-making policies using different terminology, referring in particular to ‘conservation of significance’. It is important to note that ‘conservation’ and ‘preservation’ are concerned with the management of change in a way that sustains a heritage asset’s special interest or significance. However, ‘conservation’ has the added dimension of taking opportunities to enhance significance where opportunities arise and where appropriate.

Significance of the affected heritage assets:

23. Significance is defined in 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’. In essence, ‘significance’ is the sum of the heritage interests and so the special architectural and historic interest in a listed building is part (or all) of its significance.
24. The boldly-detailed and well-preserved office building 1896-7 (Grade II listed) formed the prominent centrepiece of the substantial Linotype and Machinery Company Ltd and was designed by architects Stott & Sons of Oldham, later Manchester. At this time they were the leading northern cotton mill architects. The works factory produced typesetting machines and printing equipment and its success led to the enlargement of the Broadheath manufacturing district, and the consequential growth of Altrincham’s population in the early 20th century. The factory employed hundreds of workers, leading to housing being built for the workers to the south east of the site which is now the Linotype Conservation Area

(since 2016 also including the L&M Works itself). During the first and second world wars, the Linotype Works were requisitioned for the manufacture of weaponry. After the war the factory returned to its original purpose and became a world leader in this type of machinery. The works declined from the 1970's and the site has been occupied by various industrial uses before redevelopment commenced.

25. The design of the works was initially by William Dawes, later completed by Stott & Sons and bears similarities to their early work. Its ambitious scale and the richness of its exterior detailing distinguish it from many other commercial buildings of the period and its clock tower ensures its continued prominence in the landscape and in views from the Bridgewater Canal. The building forms a stepped linear range, extending north south and formed the frontage range to an extensive workshop development to the west.
26. Whilst the site has been the subject of an extensive residential redevelopment in recent years and a number of 20<sup>th</sup> century buildings demolished, the key 19<sup>th</sup> century buildings remain such as the Engine House; base of the chimney; central and western traveller bay gables as well as the new drawing office and matrix store constructed in 1921. These remaining elements illustrate the flow of processes through the works as well as demonstrating the considerable expansion of the works from its original core.
27. The Engine House and chimney base (reduced in height in late 20<sup>th</sup> century) were also erected in 1897 designed by Stott & Sons for the Linotype Company and are listed at Grade II principally for their architectural and historic interest and their group value (together with the main Linotype office building). The Engine House along with the boiler House were physically attached to the Works and performed a vital function. The Engine House was a second focus to the Work's design fronting the Bridgewater Canal as a significant focal point and rose above the factory roof. The exterior of the building is adorned with the same architectural embellishments as elsewhere on the Works, with terracotta pilasters and decorative arches above the windows. In addition the Works name is displayed on the central gable with a date of 1897 in the apex. The Engine House has similarities to other Stott & Sons designs especially that of Delta Mill in Royton built in 1901. Of particular interest are the following elements of the building and its history:
  - The quality of the terracotta detailing to both the exterior and interior of the Engine House;
  - The works name and date on the principal north façade of the Engine House;
  - The original decorative wall tiles and a travelling crane to the interior;
  - The name of Stott & Sons who were employed as company architects, designing both the industrial complex and estate village for the workers;

- The location of the building within the Linotype Works on the Broadheath Industrial Park, created in 1885 and thought to be the first planned industrial park; and
  - The role the building played in the manufacture of Linotype machines, which revolutionised newspaper publishing by speeding up the process of typesetting.
28. The Engine House, boiler and chimney were built alongside the Bridgewater Canal, which formed the northern boundary of the site. The canal was used to bring coal and materials to the works and provided water for the boiler house. The building originally housed the steam-powered engines that provided the motive energy required to operate machinery across the site. Water was drawn from the Bridgewater Canal for steam generation in the nearby – but now demolished – boiler house to operate its engines. An historic plan of the Linotype works shows an adjacent canal layby and two jack wells for water intake are marked. Originally the Engine House had two tandem horizontal engines manufactured by B Goodfellow of Hyde, but in the 1920s these were replaced by two turbines manufactured by James Howden & Co of Glasgow. In 1912 a second engine house was constructed on the east side of the original Engine House. It has since been demolished.
29. The Engine House comprises of a rectangular plan form over three storeys aligned north-south, with the north gable wall facing directly onto the Bridgewater Canal and intended to be seen across the canal. The building measures 24m long by 11m wide by 11m high and is constructed from brick with terracotta and stone dressings and a double pitched roof clad with blue slate. The roof structure is supported on timber composite and wrought iron trusses. The chimney base is adjacent on its west side.
30. The Engine House is built in polychrome bands of red and brindle brickwork with an attic storey defined by a moulded terracotta cornice band below and a moulded terracotta eaves band above with terracotta ball finials at the corners. The north gable wall is the principal elevation and most decorated elevation. It has a high plinth and four bays defined by brick pilasters with terracotta panels to the bases and terracotta fluted bands beneath Ionic capitals with a moulded terracotta cornice. Between the pilasters are round-headed arch windows with moulded terracotta impost bands and voussoir bands with giant keystones and stone sills. The lower part of the third and fourth windows and the dividing pilaster have been lost due to the modern insertion of a large square-headed entrance. A pedestrian doorway with a roller shutter has been inserted beneath the second window and there is a rectangular opening beneath the first window. All the windows are presently boarded. A frieze band has square outer panels separated by narrow brick pilasters. Picked out in white glazed brick is the name LINOTYPE to the attic storey and WORKS to the frieze band below. The elevation is topped by a shaped pediment with a terracotta finial, moulded coping and decorative scrolled side console brackets. Within the pediment is the date 1897 in white brickwork.

31. The south gable wall has a similar shaped pediment with terracotta decoration. Beneath the lower cornice band there is the outline of a demolished abutting building. Within that outline are two large, square openings (boarded). At ground-floor level is a square-headed doorway with a sliding door.
32. The east side elevation is of seven bays. Scars and painted walling indicate that there was formerly an abutting building, now demolished. The right-hand corner has a clasping pilaster continued round from the principal elevation. At first-floor level are seven basket-arched windows with giant keystones, all infilled with brick. Between the windows at impost level are shaped stone corbels. Above, the attic storey has seven elliptical windows with giant terracotta keystones and timber-framed, multi-pane pivoting windows.
33. The west side elevation formerly abutted the boiler house; the lower part of the wall is painted. It is of seven bays and is similarly detailed to the east elevation. The left-hand corner has a clasping pilaster continued round from the principal elevation. At first-floor level are seven basket-arched windows with giant terracotta keystones; all have been infilled with brick except the first window (boarded). Above, the attic storey has seven elliptical windows (boarded and the left-hand window infilled with brick) with giant terracotta keystones.
34. The interior of the Engine House is now a single space, the engine floor having been removed. The side walls are articulated by pilasters with terracotta detailing between the windows and there is a deep dentil cornice beneath the attic storey, which retains a travelling gantry crane. The area between the former engine floor and the sills of the side elevation windows is tiled in dark brown glazed tiles with a yellow and green decorative tile cornice at sill level (the tiles are mostly painted over at present). Between the sixth and seventh windows to the west elevation is a high-level doorway to the boiler house, now infilled behind. The decorative terracotta architrave and six-panelled, partially glazed door remain in-situ. There are several, infilled, cast-iron bearing boxes in the walls.
35. The site is also within the Linotype Conservation Area, the significance of which stems predominantly from the large-scale survival of the original estate plan form, and its association with the late 19th century movement for providing homes and amenities for workers. The presence of the Linotype Works immediately adjacent provides the historic context for the construction of the estate and a grand and impressive flagship office building to demonstrate the company's stature.
36. The Engine House and chimney base also lie within the setting of the Office Block and remaining factory structures, Grade II listed as well as the Bridgewater Canal, identified as a non-designated heritage asset in accordance with Annex 2 of the NPPF.

37. In summary the significance of the Engine House derives from its aesthetic value, in particular the richness of the architectural detailing, materials and its landmark quality in views along the Bridgewater Canal. Its historical value is illustrated by the role the Engine House had in facilitating the production of printing machines; the association with the Linotype & Machinery Company Ltd as well as the main office building and chimney base. Evidential value is found in the remaining historic fabric and the construction of the building. In particular the marks of the adjoining demolished boiler house, ranges and chimney base as well as the construction of the walls, roof, foundations and interior. Lastly the structures are significant for their communal value. The factory employed hundreds of workers over a considerable period and was a statement about the success of the L&M Company and its relocation to what was then a greenfield site.

Principle of, and justification for, demolition/replacement:

38. The application proposes the demolition of the existing Engine House and its replacement with a residential building to accommodate 18no two-bed apartments. This is intended to generally replicate in part the external appearance of the existing building with a contemporary extension. The applicant has submitted a number of supporting documents to accompany the application, and which seek to provide justification for the demolition/replacement of the building. These include a Heritage Statement, Demolition & Reconstruction Report by Kevin Neary (building surveyor and structural engineer), Design and Access Statement, Photographic Survey and Structural Report by Atkinson Peck. A further two Structural Reports (DW Consulting & Conisbee) were submitted during the application process, the latter has been produced by a CARE (Conservation Accreditation Register for Engineers)-accredited engineer as advised by the local planning authority and the Victorian Society. This was requested to ensure that an objective assessment of the redevelopment proposals was undertaken, informed by the conservation philosophy and methods routinely applied to historic buildings of this type.
39. Both Atkinson Peck & DW Consulting advised that demolition and like-for-like reconstruction of the Engine House will be necessary to address insurmountable problems with its substructure and superstructure. The Conisbee Structural Assessment (28<sup>th</sup> May 2021) summarises these issues as follows.
40. There are several primary concerns regarding its structural integrity; the long term integrity of the foundations and the ironwork banding embedded in the brickwork walls.
41. The Engine House is located on variable waterlogged ground, like the other large buildings on the site and is founded on timber piles topped with concrete pile caps. The pile caps support brickwork piers between which span iron beams in an arrangement which provides a linear substrate that supports the substantial brickwork walls of the superstructure. A number of the exposed wrought iron beams indicate significant corrosion and are no longer structurally viable. The



beams are partially built into the surrounding brickwork so some portions are embedded and hidden from view, therefore all beams would need to be exposed to accurately assess their condition and structural integrity.

42. Trial pits at the base of the east and west elevations exposed the concrete pile caps and upper portion of the timber piles beneath confirming that the foundations, at least where they have been exposed, are in reasonably good condition. Nevertheless, ensuring that the timber piles remain in good condition throughout the future life of the redeveloped Engine House is a critical factor in justifying their retention. There is evidence that the groundwater level in the vicinity of the Engine House is variable. Its reduction for a substantial period of time would increase the vulnerability of the timber piles to decay and failure and could also potentially lead to shrinkage and instability of the ground as it dried. There is currently a lack of clarity about the relative contribution made by the nearby Bridgewater Canal to the groundwater level near the Engine House due to leakage, and how any water ingress into the site would be impacted by future repair or upgrade of the canal lining so a formal evaluation of this would be required.
43. The redevelopment proposals would lead to an approximately 20% increase in the load carried by the existing foundations. Completion of a complex internal structural frame on independent piled foundations, or load testing of the concrete pile caps and the timber piles using non-destructive techniques would be required, possibly in addition to destructive techniques if deemed necessary.
44. To address these concerns it would be necessary to implement a long term means of monitoring the groundwater level, plus provision of a system that would maintain it at the necessary level such as a groundwater recharge system. A similar approach could potentially be explored at the Engine House, however this would constitute a long term investment requiring continuous maintenance and management by external parties. It is also potentially complex and would require detailed monitoring, modelling and analysis of the general groundwater levels at the site which is not considered to be practical option.
45. The brickwork walls are reinforced throughout their thickness with wrought iron bands embedded in the mortar bed joints and play a role similar to modern bed joint reinforcement. Based on the construction of similar buildings elsewhere on the site it is likely that further transverse wrought iron ties are built into the brickwork walls to enhance their robustness, strength and stiffness. The mortar is lime-based but contains a high proportion of ash acting as an accelerant to speed up curing and also enhancing the mortar strength.
46. Corrosion of embedded wrought iron bands and associated cracking of brickwork is visible at the south west corner of the building near ground level, near high level and at the parapets especially where vegetation has taken hold. Vertical cracks in the faces of bricks at high level indicate that they have suffered from structural

distress, likely caused by corrosion of embedded wrought iron ties laid transversely across the thickness of the wall.

47. The arrangement of the wrought iron bands embedded within the brickwork walls comprises of five bands, each measuring approximately 43mm wide by 3mm thick and built into the wall, spaced approximately 130mm apart. The outermost and innermost bands are placed very close to the wall surface, being covered by a layer of mortar approximately 20mm thick. The ironwork where visible has light surface corrosion but is otherwise in good condition with no significant degradation or related cracking of the brickwork around it, and appears to retain its structural integrity.
48. Nevertheless, a concern is the long term integrity of the wrought iron bands built into the brickwork walls. The cracks now present in the walls of the Engine House are likely due to the expansive corrosion of the embedded ironwork. The risk of embedded ironwork corrosion has been enhanced by removal of the buildings that once abutted large areas of its east, south and west elevations, increasing the exposure of the walls and the ironwork within to moisture. The significance of the moisture content of the walls is enhanced by the lime-based, ash-rich mortar within which the bricks are laid. The ash used in the mortar mix acts as an accelerant to speed up curing and also enhance the mortar strength, but it also contains a high proportion of sulphur compounds which when combined with water generate a mildly acidic solution that can attack embedded ironwork. The ironwork is considered prone to corrosive expansion and will require complete isolation from the elements or complete removal and replacement.
49. Despite the reasonable condition of the walls there is a distinct outward lean of the upper portion of part of the west elevation and it is possible that further areas of distortion will be discovered during construction works. The roof structure has lost patches of slates in several areas and is suffering from exposure to rainwater following the partial failure of its finishes. The timber structure is undergoing localised decay with some fungal growth visible, however there may be scope to re-use some of its timbers if sound in the new roof or floors. Timber decay and possible infestation may be in an advanced state near the currently inaccessible eaves where the gutters and other rainwater collection and disposal goods are in poor condition, missing or otherwise defective.
50. The Conisbee report concludes: *“Taking into account all of the considerations and complex challenges that can be anticipated in any attempt to retain and refurbish the existing structure I feel that there are reasonable grounds to justify its proposed demolition and reconstruction as stated in the application documents, namely that the nature of the existing substructure and superstructure will make it more difficult and dangerous to retain the existing walls than to demolish them and rebuild them on new foundations. My view is based on a clear assessment of the possible challenges and risks, and the importance of the Power House to the integrity of the former Linotype Works site. I am satisfied that these proposed*

*measures are, on balance, a matter of necessity rather than convenience. Based on my discussions with Morris Homes and inspection of similar reconstruction works undertaken at the Large Travel Bay building I am reassured that this will be done with the greatest care and as accurately as possible, reproducing the form of the building, its characteristic materials and its structural polychromy which are all important parts of the Engine House's significance".*

51. Drawing ref. KN 11 indicates the extent of repairs and rebuilding required to the standing structure to facilitate residential conversion. To address the aforementioned structural issues, extensive rebuilding of the Engine House would be required. This would result in the removal of iron and metal items embedded into existing structure; removal of metal ties (approx. 12 ties per m<sup>2</sup>); removal of frost damaged, unsuitable and unstable brickwork; removal of section of brickwork to facilitate new window and door openings; removal of existing slates and relaying on new roof structure. The extensive works required result in little of the historic building remaining.
52. The submitted demolition and reconstruction report by Kevin Neary provides an initial statement for the recording of architectural elements, dismantling of the building and its reconstruction. Nonetheless, more detailed methodologies and accompanying technical drawings should be required via condition.

Detailed design and appearance of replacement building and 'extension':

53. The dismantling and rebuilding of the Engine House would enable its reconstruction on new foundations, addressing the issues of the current waterlogged ground conditions. The proposals comprise of the careful deconstruction of the listed building and the reconstruction of the north elevation and one bay of the west elevation to the original design by Stott & Sons using as much salvaged and repaired original fabric as possible. The walls will be constructed from metric red stock brick to match existing and used elsewhere across the development. Existing polychromatic brick detailing will be recreated, laid in an English Garden wall bond. Finials, string courses, copings, pilasters, kneelers and terracotta cornices will be re-used where possible to rebuild the distinctive gable to the Bridgewater Canal. New ceramic white brick will be incorporated to recreate the lettering '1897 Linotype Works' to the frontage. Windows throughout the building will be painted timber matching the existing pattern of fenestration to the north elevation with simple side opening casements to new openings on the remaining elevations. The west elevation will include one bay of windows to match the existing pattern of fenestration and double hardwood doors with lattice detail inspired by the original drawings.
54. The remainder of the building will be constructed on the same footprint built in a similar red brick with polychromatic detailing and recreating the existing rectangular form with distinctive gable to the south elevation. Elliptical windows, arched heads and key stones to the west and east elevations will be incorporated

and a pitched roof will be clad with re-used slate, supplemented where required. Where not sound, materials will be replaced on a like-for-like basis with templates and moulds created prior to demolition.

55. As demonstrated by the Design and Access Statement the treatment of the east, west and south elevations has been carefully considered. Due to the demolition of the adjoining buildings, there has been some interpretation of the existing appearance of the listed building in order to facilitate the proposed use. The design seeks to incorporate elliptical windows at third floor level with re-instatement of the string course. The arched windows and key stones will be reinstated at second floor extending to ground floor terminated by a plinth which runs around the perimeter of the building. A profiled terracotta spandrel panel is proposed to obscure the end of each floor, details of which will be secured by condition. The fenestration to the south elevation is simplified, partly reflecting some of the scars of the structure previously removed.
56. Following consultation with Historic England, the size of the proposed atrium has been increased to express the existing floor to ceiling height inside the building. The proposals also include the partial recreation of the yellow, green and brown tiled interior which demarked the location of the engine floor at first floor height. The tiling will be reinstated internally to the north elevation and the sixth and seventh bays of the west elevation. At ground level the walls will be plastered to indicate the area previously obscured by the engine platform. Several arches, keystones, pilasters and heavy cornice will also be recreated to the part of the west elevation and north elevation incorporating salvaged material where possible. An existing door and frame will be re-positioned in the sixth bay at first floor as per Stott & Sons' original design. The existing windows in the seventh bay at first and second floors will be recreated with two further blind windows at second floor replicating the existing pattern of fenestration. The travelling gantry crane will be reinstated across the rear of the north elevation. Part of the timber boarded ceiling will be incorporated including primary and secondary beams, cornice and three cast iron ceiling vents.
57. The proposed three storey 'extension' to the Engine House is considered to be appropriate in terms of its detailed design. It is noted that the existing approval for the Engine House conversion included an extension with a similar scale and form, which the current application generally seeks to replicate. The extension is interconnected to the Engine House at the fourth bay on all floor levels on the west elevation. The current proposals for this element of the scheme are considered to represent an improvement on the previous iteration in design terms, with elements of render removed and more contemporary, narrower fenestration detailing incorporated. The rhythm and proportion of window openings are considered to complement the fenestration of the Engine House and will incorporate aluminium windows to differentiate the extension from the rebuilt Engine House. The palette of materials will include common brick and sandstone dressings, including a coping and profiled terracotta spandrel panels. Details of materials will be sought

via condition including the proposed balcony balustrades. The proposed extension is considered to sit more comfortably with the (albeit rebuilt) Engine House than the consented scheme and is acceptable in design terms.

Impact on Linotype Conservation Area, setting of Office Block and Bridgewater Canal:

58. The loss of the Engine House would be contrary to Policy 40 of the Linotype Estate Conservation Area Management Plan SPD, which states that the key built elements of the Linotype Works site will be preserved and enhanced. The development would impact on the character and appearance of this Conservation Area, though this would be mitigated to some degree by its reconstruction.
59. The development is also considered to cause major (less than substantial) harm to the setting of the Grade II listed Office Block, given the group value of these buildings identified above. The Bridgewater Canal is considered to be a non-designated heritage asset and harm to the setting of this would arise as a result of the proposed development. As noted above, the building is a second focus to the Work's design fronting the Bridgewater Canal, and the canal was also of importance historically to the operation of the Works. The loss of the original Engine House building would cause harm to the significance of this relationship.

Consideration of harm:

60. In assessing the level of harm associated with the development, Reference ID: 18a-018-20190723 of the NPPG provides some guidance: *"...in general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting."*

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting".*

61. The demolition of the Engine House, Grade II listed will result in the loss of the entire building, with the exception of the chimney base, and will clearly impact on the historic illustrative and evidential significance of the designated heritage asset. The proposal will also result in the loss of a key building in the Linotype

Conservation Area. It is considered therefore that the harm will be substantial to the Grade II listed building and Conservation Area, and needs to be assessed against the requirements of paragraph 201 of the NPPF. Furthermore, the loss of the building will cause major (less than substantial) harm to the setting of the Office Block, Grade II listed and to the setting of the Bridgewater Canal (non-designated heritage asset).

62. Having regard to paragraph 201 of the NPPF, it is not considered that all four of the criteria listed would be met by the proposed development. Whilst it could be argued that the nature of the heritage asset prevents all reasonable uses of the site (criterion 'a'), and that the harm is outweighed by the benefit of bringing the site back into use (criterion 'd'), no evidence has been provided to demonstrate compliance with criteria 'b' or 'd' (set out in full earlier in this report). In terms of whether 'substantial public benefits' would be achieved, Reference ID: 18a-020-20190723 of the NPPG provides the following guidance: *"public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit. Examples of heritage benefits may include: sustaining or enhancing the significance of a heritage asset and the contribution of its setting; reducing or removing risks to a heritage asset; securing the optimum viable use of a heritage asset in support of its long term conservation"*.
63. There would be some public benefit associated with the provision of 18no additional dwellings in a sustainable location and enabling a building which replicates the appearance of the original listed building to remain on site. However the listed building itself would be lost and overall, any public benefits associated with the proposed development are not deemed to be 'substantial'.
64. The development is not considered to be in compliance with Policy R1 of the Core Strategy, in that it will not directly protect, preserve and enhance the Engine House (R1.6). The proposals do however take account of the building style of the wider site, existing building and historic distinctiveness in terms of the approach to the rebuild (R1.1).
65. Whilst the requirements of paragraph 201 have not been met, the application has demonstrated that due to the severity of the structural condition of the Engine House, its rebuilding is the only way to ensure the building (in some form) will be retained on the site in the long term, and incorporated within the wider development. The rebuilding of the Engine House and its extension is fundamental

in ensuring the residential scheme is completed across the wider site which has, and continues to secure the long term future of these heritage assets.

66. The application is accompanied by a detailed Heritage Statement in accordance with paragraph 194 of the NPPF. The document assesses the significance of the listed building and concludes that the design for the rebuilt Engine House is sympathetic to local character and history and maintains a strong sense of place. This is on the basis that it incorporates many elements of the historic design, particularly the height, massing, high level detailing and the reinstatement of the historic design of the canal side elevation.
67. In accordance with paragraph 200 of the NPPF, the applicant has provided, in the supporting documentation, a clear and convincing justification for the harm to and loss of this designated heritage asset.
68. In accordance with paragraph 195 of the NPPF, the applicant has sought where possible 'to minimise any conflict between the heritage asset's conservation and any aspect of the proposal'. The Engine House will be rebuilt on the same footprint to the same dimensions and form (with the exception of the extension), reinstating the north elevation and two bays of the west elevation with some minor alterations. The remaining elevations will be rebuilt with more substantial alterations to facilitate the residential use. It is considered these changes are sympathetic to the overall appearance of the building. Where possible existing materials will be salvaged and re-used. This will include terracotta and sandstone dressings; slate, cast iron roof vents and the gantry crane. New terracotta and coloured decorative tiling will be cast to replicate existing materials on a like-for-like basis. Timber painted windows on the north elevation and several on the west elevation will be replicated; all new windows to the Engine House will be painted timber. New brickwork which will be a metric size but will match the colours of the existing polychromatic brickwork (red stock and common brick) and white ceramic bricks. As such the applicant has sought to retain the aesthetic and communal value of the Engine House, its landmark presence on the Bridgewater Canal and functional relationship with the remaining chimney base, Office Block and other structures on the site. During the dismantling of the Engine House, evidential value regarding its construction will also be recorded.
69. Historic England has been consulted on the application and concludes that it is satisfied the building is not capable of conversion and re-use as it currently stands, advising that the most sensitive approach to the heritage significance of the building is to record, dismantle and re-build the structure, repairing the damage that has been done by multiple unsympathetic adaptations over the past decades. No objections are raised to the proposals and Historic England considers that it would be reasonable to judge that the harm to the significance of the listed Engine House will be outweighed by the benefits of restoring the building and bringing it back into an active, economically viable new use. Nevertheless, officers do not agree with this particular conclusion, given it could be repeated too often, and in

cases where it was more convenient to demolish and rebuild a heritage asset rather than it being a matter of absolute structural necessity.

70. It is considered that the above matters constitute a significant material consideration in the determination of this application which should carry substantial weight in the planning balance. The reports submitted with the application have demonstrated that the Engine House cannot be safely retained/refurbished and in this context, its rebuilding in a sympathetic manner is a positive solution which is supported by both the Council's Heritage Development Officer and Historic England.

#### Conclusion on heritage matters:

71. It is considered that the applicant has robustly demonstrated that the demolition and rebuilding of the Engine House is the only safe way for the building (in some form) to be retained and brought into use. The development would result in substantial harm to the Grade II listed Engine House itself and the Conservation Area, as well as major (less than substantial) harm to the setting of the Grade II listed Office Block and to the setting of the Bridgewater Canal (non-designated heritage asset). Whilst Officers are unable to conclude that the development is in accordance with paragraph 201 of the NPPF, or Policy R1 of the adopted Core Strategy the explanation and justification provided for the demolition and replacement of the Engine House constitutes a significant material consideration which should carry substantial weight in the planning balance.
72. In arriving at this conclusion, considerable importance and weight has been given to the desirability of preserving the Grade II listed building, the Linotype Conservation Area and designated/non-designated heritage assets in its setting.

#### AMENITY

73. Policy L7 of the Trafford Core Strategy states that *"In relation to matters of amenity protection, development must: Be compatible with the surrounding area; and not prejudice the amenity of the future occupiers of the development and / or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and / or disturbance, odour or in any other way"*.
74. The Council's Guidelines for new residential development recommends that where there would be major facing windows, two storey dwellings should retain a minimum distance of 21m across public highways and 27 metres across private gardens. Distances to rear garden boundaries from main windows should be at least 10.5m. Where there is a main elevation facing a two storey blank gable a minimum distance of 15m should normally be provided.



75. The proposed rebuilt Engine House/extension would occupy the same location within the site as the approved development. The committee report for that application noted the following:

*For the most part the proposed layout complies with the Council's guidelines for new residential development. Whilst there are some instances where proposed dwellings would fail to meet the guidelines, it is considered that within the context of this development overall, and the steps taken to deal with the numerous heritage issues in a sensitive manner, that these shortfalls are not critical to the acceptability of the development.*

*Despite these shortfalls in relation to the Council's standards, it is acknowledged that this is a relatively high-density urban environment where it may be appropriate to apply guidelines flexibly to facilitate development on a brownfield site. The shortfalls only affect dwellings proposed within the development; therefore the future occupiers would be aware of the situation before choosing to live here. Having regard to the above and that the shortfalls are not so significant they would create clearly unacceptable living conditions for future occupiers, it is considered that the proposal would provide a satisfactory level of amenity for future occupiers of the development.*

76. Officers have reached the same conclusions for the proposed development, which would have a very similar relationship to the approved conversion/extension. It is considered that the proposed development is acceptable with regard to any overlooking/overshadowing impacts on neighbouring properties and future occupiers of the proposed development.
77. With regard to noise, the Council's Environmental Protection service advises that it is aware of recent noise complaints relating to noise from across the canal impacting upon new residents of some of the dwellings forming part of the wider development. This includes daytime and night time noise. To protect future residents, acoustic insulation measures are likely to be needed for a number of the properties, and it is therefore necessary for the applicant to review the noise situation and ensure that appropriate noise mitigation is installed to protect the occupants from noise relating to business and industrial premises across the canal. As such conditions are requested to this effect, requiring details of any necessary noise mitigation measures to be submitted. Such measures will need to be designed to ensure no harm to the character or appearance of the Engine House arises. Subject to these recommended conditions, the application is considered to be acceptable in this respect.

## HIGHWAY MATTERS

78. Policy L4 of the Trafford Core Strategy states that “*when considering proposals for new development that individually or cumulatively will have a material impact on the functioning of the Strategic Road Network and the Primary and Local Highway*

*Authority Network, the Council will seek to ensure that the safety and free flow of traffic is not prejudiced or compromised by that development in a significant adverse way”.*

79. Paragraph 109 of the NPPF states that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*. Given the more stringent test for the residual cumulative impacts on the road network set by the NPPF, it is considered that Core Strategy Policy L4 should be considered to be out of date for the purposes of decision making.
80. No change to the approved scheme for the wider site is proposed with regard to car parking provision. Residents of the proposed apartments will have access to 34no car parking spaces in the adjacent car park which accords with the Council’s standards set out in SPD3. In terms of cycle parking, 19no spaces are proposed which is also in accordance with the requirements of SPD3. The Local Highway Authority (LHA) has confirmed that this is acceptable and conditions should be attached requiring the approved facilities to be made available for use by residents of the replacement building.
81. The existing access arrangements, approved under the earlier application for the wider site, are not proposed to be amended as part of the proposed development. Vehicular access to the site is to remain as existing with the main site access off the junction of Norman Road and Lawrence Road. The existing site access off Norman Road has been retained to serve both the new residential development and the existing commercial/warehouse units off Lady Kelvin Road. The LHA has not raised any concerns in this respect and the application is considered to be acceptable with regard to accessibility. The LHA has suggested that details of areas to be offered for adoption within the wider site should be submitted, however the current application only relates to the Engine House building itself, with all internal roads formal part of the earlier approval. It is therefore not appropriate or necessary to require anything further in this respect.
82. It is proposed to provide adequate and suitably located refuse/recycling storage facilities for the development in accordance with plans previously submitted and approved to discharge condition 11 of the original consent. The LHA is satisfied with these arrangements and a condition is recommended to ensure they are delivered and made available for use.
83. Overall, the application is considered to be acceptable with regard to highway matters subject to the conditions referenced above.

## FLOODING AND DRAINAGE

84. Policy L5 of the Trafford Core Strategy states that *“the Council will seek to control development in areas at risk of flooding, having regard to the vulnerability of the*

*proposed use and the level of risk in the specific location*". At the national level, NPPF paragraph 163 has similar aims, seeking to ensure that development is safe from flooding without increasing flood risk elsewhere. Policy L5 is considered to be up to date in this regard and so full weight can be attached to it.

85. The application site falls within Flood Zone 1 as defined by the Environment Agency, having a low probability of river or sea flooding. The applicant has submitted a drainage plan and advises that the drainage strategy approved in relation to the original application will be implemented as part of the current proposals.
86. On the basis that the approved drainage strategy remains unchanged, the Lead Local Flood Authority advises that it is satisfied, subject to a condition requiring the approved strategy to be implemented. Given the above, the proposed development is considered to be acceptable in this respect.

## ECOLOGY

87. Policy R2 of the Trafford Core Strategy seeks to ensure that all developments protect and enhance the Borough's biodiversity. In addition, paragraph 175 of the NPPF states that *"if significant harm to biodiversity resulting from a development cannot be avoided...adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused"*.
88. Greater Manchester Ecology Unit has been consulted and advises that the buildings have been previously assessed as having low potential to support bats. Since the time of this assessment, the area has been subject to significant disturbance arising from the redevelopment of the wider site, including the demolition of adjacent buildings, so the chances of bats using the building now are negligible. It is requested that the submission of a demolition method statement is conditioned, to include measures to protect the adjacent canal from harm during the course of any approved demolition.
89. A condition should be attached however to require the installation of bat and bird bricks in the interest of ecological enhancement. On this basis, the application is considered to be acceptable with regard to matters of ecology.

## CONTAMINATED LAND

90. The Council's Environmental Protection service has been consulted and notes that the proposed development site is part of a larger site that required a contaminated land site investigation and remediation strategy as part of the earlier planning permission. A full contamination survey was undertaken, with partial discharge provided in 2017. The proposal is for residential buildings upon land that potentially may have been contaminated by a former industrial usage as a boiler/engine house, and the Council will need to be provided with information

which confirms that the development will be safe for future site users. On this basis, conditions are requested to require the submission of contaminated land investigations and remediation strategy. Subject to these conditions, the application is considered to be acceptable in this respect.

## SECURITY AND SAFETY

91. Policy L7.4 of the Trafford Core Strategy states that, in relation to matters of security, development must demonstrate that it is designed in a way that reduces opportunities for crime and must not have an adverse impact on public safety.
92. A Crime Impact Statement (CIS) has been submitted alongside the application and notes that the proposed scheme is acceptable in general, subject to a number of recommendations being implemented. Specifically, these relate to the entrance to the apartments, external illumination and defensible space to ground floor elevations.
93. Greater Manchester Police's Design for Security section has been consulted and recommends that a condition to reflect the physical security specifications set out in the Crime Impact Statement is attached to any consent issued. On this basis, the proposed development is considered to be acceptable with regard to matters of security and safety subject to the condition requested above.

## SUSTAINABILITY AND ENERGY EFFICIENCY

94. Policy L5.1 of the Core Strategy states that new development should maximise its sustainability through improved environmental performance of buildings, lower carbon emissions and renewable or decentralised energy generation. L5.4 goes on to say that development will need to demonstrate how it contributes towards reducing CO<sub>2</sub> emissions within the Borough. It is considered that Policies L5.1 to L5.11 are out-of-date as they do not reflect NPPF guidance on climate change.
95. A condition should be attached to any consent issued requiring the submission of energy efficiency measures in order to demonstrate compliance with the above policy.

## DEVELOPER CONTRIBUTIONS

96. The proposed development would be liable to a CIL (Community Infrastructure Levy) rate of £0 per sqm (apartments in a moderate charging zone).
97. Affordable housing for the wider site was secured under the original application, whilst it is considered unreasonable to require an education contribution in this instance given that no such contribution was required for the earlier application for the wider site, and there is little change to the number of units proposed.

98. There is no requirement for any further developer contributions.

## EQUALITIES

99. The Equality Act became law in 2010. Its purpose is to legally protect people from discrimination in the workplace and in wider society. The Act introduced the term 'protected characteristics', which refers to groups that are protected under the Act. These characteristics comprise: age, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.

100. As part of the Act, the 'public sector equality duty' came into force in April 2011 (Section 149 of the Act), and with it confirmed (via Section 19 of the Act) that this duty applies to local authorities (as well as other public bodies). The equality duty comprises three main aims: A public authority must, in the exercise of its functions, have due regard to the need to:

1. Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
2. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
3. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

101. Case law has established that appropriate consideration of equality issues is a requirement for local authorities in the determination of planning applications, and with this requirement directly stemming from the Equality Act 2010.

102. Within the applicant's submission, it is stated that the lobby and staircase within the Engine House are designed to comply with Part M of the Building Regulations. No individuals or groups would be discriminated against or prevented from accessing the development. Officers are satisfied that no disbenefits have been identified in this respect and on this basis, the proposed development is considered to have appropriately addressed matters of equality.

## CONCLUSION AND PLANNING BALANCE

103. Section 38(6) of the Planning and Compulsory Purchase Act 2004 is clear that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 12 of the NPPF reiterates the statutory status of the development plan as the starting point for decision-making. Paragraph 11 of the NPPF is a material consideration which carries significant weight in the decision-making process, however this does not preclude the possibility of other material considerations indicating that permission should be granted, when the NPPF does not.

104. In this case, Officers are unable to conclude that the development meets the tests set out in paragraph 201 of the NPPF to justify 'substantial' harm to designated heritage assets. Paragraph 11(d)(i) of the NPPF is therefore engaged which would indicate that the proposals should be refused. The development would also be contrary to Policy R1 of the adopted Core Strategy which seeks to protect, preserve and enhance heritage assets. The development would result in substantial harm to the Grade II listed Engine House itself and the Conservation Area, as well as major (less than substantial) harm to the setting of the Grade II listed Office Block and to the setting of the Bridgewater Canal (non-designated heritage asset). However, it is considered that the applicant has robustly demonstrated that the demolition and rebuilding of the Engine House is the only option for protecting the heritage value of the site. The benefits of restoring the building and bringing it back into an active, economically viable new use carry substantial weight, and the information accompanying the application is clear that these benefits would not be possible without such intervention.
105. On the basis that the building is not capable of safe use in its current form, it is important to have regard to the alternative of granting consent for a viable, sympathetic development such as is currently proposed. It is likely that the building would remain disused and in a state of deterioration and eventually, given the issues with the timber piles be at risk of collapse, or require demolition. In this event, the possibility of reconstructing the building and using salvaged material (as proposed under this application) would be diminished. The intervention now proposed would ensure that the building is reinstated on site in a form that is not only thoughtful and sympathetic to its history, but also safe. This material consideration is deemed to carry such compelling weight as to warrant the approval of the planning application, despite the conflict of the proposals with both the NPPF and the development plan in respect of heritage assets.
106. All other planning matters have been assessed, including impacts on the highway network, ecology, amenity and flooding issues. No conflict with the development plan or the NPPF have been found in respect of any of these issues, which have been found to be acceptable, with, where appropriate, specific mitigation to be secured by planning condition.
107. Given the above, the application is recommended for approval.

### **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 by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the following submitted plans:

<b>Plan Number</b>	<b>Drawing Title</b>
13088 (PI) 600 M	The Power House – Ground Floor Plan
13088 (PI) 601 M	The Power House – First Floor Plan
13088 (PI) 602 M	The Power House – Second Floor Plan
13088 (PI) 603 M	The Power House – Third Floor Plan
13088 (PI) 604	The Power House – Roof Plan
13088 (PI) 610 E	The Power House – Proposed Site Plan
13088 (PI) 681 G	Proposed North (Canal Side) Elevation
13088 (PI) 682 K	Proposed East Elevation
13088 (PI) 683 J	Proposed Southern (Inward Facing) Elevation
13088 (PI) 684 F	Proposed West Elevation
13088 (PI) 701 G	Proposed Colour Section A-A
13088 (PI) 702 C	Proposed Section B-B
KN 06 (Rev F)	Proposed Powerhouse Elevations
KN 07 (Rev C)	Proposed Internal Elevations and Ceiling
KN 08 (Rev F)	Powerhouse Proposed Terracotta and Window Details

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy.

3. No demolition or other works of site preparation shall take place (either inside or outside the building) unless and until a contract has been made for the works for the rebuilding and restoration of the building, in full accordance with the scheme hereby permitted. The contract made shall be with a firm suitably qualified and experienced in the restoration of heritage assets, and approved by the Local Planning Authority (in consultation with Historic England, if necessary). No less than fourteen days before any demolition or site preparation works take place on site the Local Planning Authority shall be supplied with a copy of the contract for its approval in writing. Should the approved firm be at any time be unable to fulfil the contract, then an alternative shall first be agreed in writing by the Local Planning Authority before the contract is remade.

Reason: To ensure provision is in place for the replacement building to be erected prior to the existing building being demolished, having regard to Policies L7 and R1 of the Trafford Core Strategy and the NPPF.

4. The Demolition and construction work shall be limited to the following hours:

07.30-18.00 Monday to Friday (no operation of heavy plant and machinery or major demolition/construction works until after 08.00)  
09.00-13.00 Saturdays

No demolition or construction work shall take place on Sundays, Bank Holidays and Public Holidays.

Reason: To minimise disturbance and nuisance to occupiers of nearby properties and users of the highway, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

5. No development, including demolition, shall take place unless and until a Construction and Pre-Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The CEMP shall include details of the proposed measures to manage and mitigate the main environmental effects of the development and shall address, but not be limited to the following matters:
- a. Suitable hours of construction and pre-construction (including demolition) activity (in accordance with hours specified in condition 3);
  - b. The parking of vehicles of site operatives and visitors (all within the site);
  - c. Loading and unloading of plant and materials (all within the site), including times of access/egress;
  - d. Storage of plant and materials used in constructing the development;
  - e. The erection and maintenance of security hoardings;
  - f. Wheel washing facilities;
  - g. Measures to control the emission of dust and dirt during demolition and construction and procedures to be adopted in response to complaints of fugitive dust emissions;
  - h. A scheme for recycling/disposing of waste resulting from demolition and construction works (prohibiting fires on site);
  - i. Measures to prevent undue impact of disturbance from noise and vibration in accordance with the principles of Best Practicable Means as described in BS 5228: 2009 (parts 1 and 2), including from piling activity and plant such as generators;
  - j. Information on how asbestos material is to be identified and treated or disposed of in a manner that would not cause undue risk to adjacent receptors;
  - k. Measures to protect the Bridgewater Canal from harm; and
  - l. Information to be made available for members of the public.

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

Reason: To ensure that appropriate details are agreed before works start on site and to minimise disturbance and nuisance to occupiers of nearby properties and users of the highway, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.



6. No development, including demolition, shall take place unless and until a programme of historic building recording to be undertaken has been submitted to and approved in writing by the Local Planning Authority. The programme shall meet the requirements of 'Level 4', set out in 'Understanding Historic Buildings. A Guide to Good Recording Practice' (Historic England, May 2016) and shall be undertaken before, during and after the approved structural works. The development shall be carried out in accordance with the approved programme.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

7. No development shall take place unless and until a methodology for dismantling the existing building has been submitted to and approved in writing by the Local Planning Authority. This should include the phasing and method of demolition (whether by hand or mechanical demolition); a schedule of, and the tagging and storage of all salvaged materials to be re-used in the rebuild of the Engine House and associated hard landscaping. The development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

8. No development, including demolition, shall take place unless and until detailed technical drawings at a scale of 1:20 for the rebuilding of the Engine House, and a schedule of all salvaged materials to be re-used in the rebuild of the Engine House and associated hard landscaping have been submitted to and approved in writing by the Local Planning Authority. The drawings shall specify how and where on the building the salvaged materials will be used in conjunction with new materials.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

9. No demolition shall take place until details of the templates and locations of all existing external and internal decorative materials, including terracotta, stonework and glazed brickwork, to be replicated in the rebuild of the Engine House have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

10. Other than the demolition of buildings and structures down to ground level, and site clearance works, including tree felling, no development shall take place unless and until an investigation and risk assessment in relation to contamination on site (in addition to any assessment provided with the planning application) has been submitted to and approved in writing by the Local Planning Authority. The assessment shall investigate the nature and extent of any contamination on the site (whether or not it originates on the site). The assessment shall be undertaken by competent persons and a written report of the findings submitted to and approved in writing by the Local Planning Authority before any development takes place other than the excluded works listed above. The submitted report shall include:
- (i) a survey of the extent, scale and nature of contamination;
  - (ii) an assessment of the potential risks to human health, property (existing or proposed) including buildings, crops, livestock, pets, woodland, and service lines and pipes, adjoining land, ground waters and surface waters, ecological systems, archaeological sites and ancient monuments;
  - (iii) where unacceptable risks are identified, an appraisal of remedial options and proposal of the preferred option(s) to form a remediation strategy for the site;
  - (iv) a remediation strategy giving full details of the remediation measures required and how they are to be undertaken; and
  - (v) a verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

The development shall thereafter be carried out in full accordance with the approved remediation strategy before the development is first brought into use.

Reason: To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework. The assessment is required prior to development taking place on site to mitigate risks to site operatives.

11. Notwithstanding the submitted information, no above-ground construction works shall take place unless and until samples and full specifications of materials and methods of construction to be used externally on all buildings and internally to the Engine House, hereby approved, have been submitted to and approved in writing by the Local Planning Authority. The specifications shall include the type, colour and texture of the materials and shall be accompanied by either 1:5, 1:10 or 1:20 drawings where appropriate to demonstrate all detailing to be incorporated. The samples shall include all proposed window and door materials, constructed panels of all proposed brickwork illustrating the type of joint, the type of bond and the colour of the mortar to be used, together with cast iron rainwater goods (including

method of support, design and surface finish), conservation rooflights, ridges, eaves and verges, roof covering including coursing and method of affixment, insulation, roof structure, any associated leadwork to BS code, fenestration and brickwork recesses, all other architectural detailing and internal wall and ceiling finishes. Sample panels shall be available on site for inspection and shall be retained on site for the duration of the build programme. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of conservation and visual amenity having regard to Policies L7 and R1 of the Trafford Core Strategy and the requirements of the National Planning Policy Framework.

12. No above-ground construction work shall take place unless and until a Noise Impact Assessment has been submitted to and approved in writing by the Local Planning Authority. This Assessment shall identify any unacceptable impacts of noise arising from commercial/industrial activities on the northern side of the canal that may affect the future occupiers of the proposed development. The Assessment should be conducted in accordance with appropriate national standards and guidelines and detail any mitigation measures that may be required to achieve suitable conditions. The approved mitigation measures shall be implemented before the development is occupied, and a verification report submitted to confirm this.

Reason: In the interests of residential amenity, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

13. Notwithstanding the submitted plans, no above-ground construction work shall take place unless and until full details of all external fixtures and fittings have been submitted to and approved in writing by the Local Planning Authority. These details shall include all extractor vents, heater flues, soil and vent pipes, door furniture, intercoms, alarm boxes, security lighting, flues and any other equipment to be installed externally on the approved building. Development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

14. No above-ground construction work shall take place unless and until a scheme for the provision of bat and bird bricks has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interest of ecological enhancement, having regard to Policy R2 of the Trafford Core Strategy and the National Planning Policy Framework.

15. Notwithstanding any previously approved details, no above-ground construction work shall take place unless and until a revised scheme for hard landscaping surrounding the Engine House has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the use of salvaged materials which are not being used on the building itself. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location, the nature of the proposed development and having regard to Policies L7 and R1 of the Trafford Core Strategy and the National Planning Policy Framework.

16. Notwithstanding the submitted details, no development involving new windows and doors to the rebuild of the Engine House shall take place until 1:5 scale drawings showing the proposed windows, doors, glazing & sills have been submitted to and approved in writing by the Local Planning Authority. All new windows and doors shall be constructed from solid timber and set back from the face of the building within a reveal by a minimum 100mm. The mouldings, timber sections, method of opening and associated furniture shall be of a traditional design and profile. All joinery shall have a painted finish to an approved colour scheme. Development shall be carried out in accordance with the approved details.

Reason: In order to preserve, as far as possible, the special architectural and historic interest of the Grade II listed building, having regard to Policy R1 of the Trafford Core Strategy and the National Planning Policy Framework.

17. The development hereby approved shall not be occupied unless and until a verification report demonstrating completion of works set out in the approved remediation strategy (condition 5) and the effectiveness of the remediation, has been submitted to and approved in writing by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan, where required (a 'long-term monitoring and maintenance plan') for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason: To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the health of future occupiers in accordance with Policies L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

18. The development hereby approved shall not be occupied unless and until an external lighting scheme has been submitted to and approved in writing by the

Local Planning Authority. The development shall be carried out in accordance with the approved scheme.

Reason: In the interests of enhancing the appearance of the building, having regard to Policies L7 and R1 of the Trafford Core Strategy and the National Planning Policy Framework.

19. The development hereby approved shall not be occupied unless and until a scheme for the installation of electric vehicle charging points within the car park serving the development has been submitted to and approved in writing by the Local Planning Authority. The approved charging points shall be installed and made available for use prior to the development being brought into use and shall be retained thereafter.

Reason: In the interests of promoting sustainable travel, having regard to Policies L4 and L5 of the Trafford Core Strategy and the National Planning Policy Framework.

20. The development hereby approved shall not be occupied unless and until details of energy efficiency measures and any low/zero carbon technologies incorporated into the development have been submitted to and approved in writing by the Local Planning Authority. This shall demonstrate how carbon emissions of at least 15 per cent below the Building Regulations Target Emissions Rate have been achieved. The approved measures shall be implemented in full.

Reason: In the interests of achieving a reduction in carbon emissions, having regard to Policy L5 of the Trafford Core Strategy and the National Planning Policy Framework.

21. The drainage strategy approved under application ref. 86703/CND/15 shall be implemented in full before the development hereby approved has been brought into use.

Reason: To reduce the risks associated with flooding, having regard to Policies L4, L5 and L7 of the Trafford Core Strategy and the National Planning Policy Framework.

22. No above-ground construction work shall take place unless and until a physical security specification has been submitted to and approved in writing by the Local Planning Authority. The specification shall be developed in accordance with the principles contained within section 4 of the submitted Crime Impact Statement dated 16 November 2020 (URN:2020/0483/CIS/01) and shall have regard to the character and appearance of the building. The development shall be carried out in accordance with the approved details.

Reason: In the interests of crime prevention, the enhancement of community safety and the character and appearance of the building, having regard to Core Strategy Policy L7 and the National Planning Policy Framework.

23. The development hereby approved shall not be occupied unless and until the car parking facilities identified for use by residents of the Engine House building approved under application ref. 82014/FULL/2013 have been implemented and made available for use. Thereafter, the parking shall be retained for use by residents of the approved development.

Reason: To ensure that satisfactory provision is made within the site for the accommodation of vehicles attracted to or generated by the proposed development and in the interests of highway and public safety, having regard to Policies L4 and L7 of the Trafford Core Strategy and Supplementary Planning Document 3: Parking Standards and Design and the National Planning Policy Framework.

24. The development hereby approved shall not be occupied unless and until the cycle storage and waste storage facilities approved under application ref. 86703/CND/15 have been implemented and made available for use.

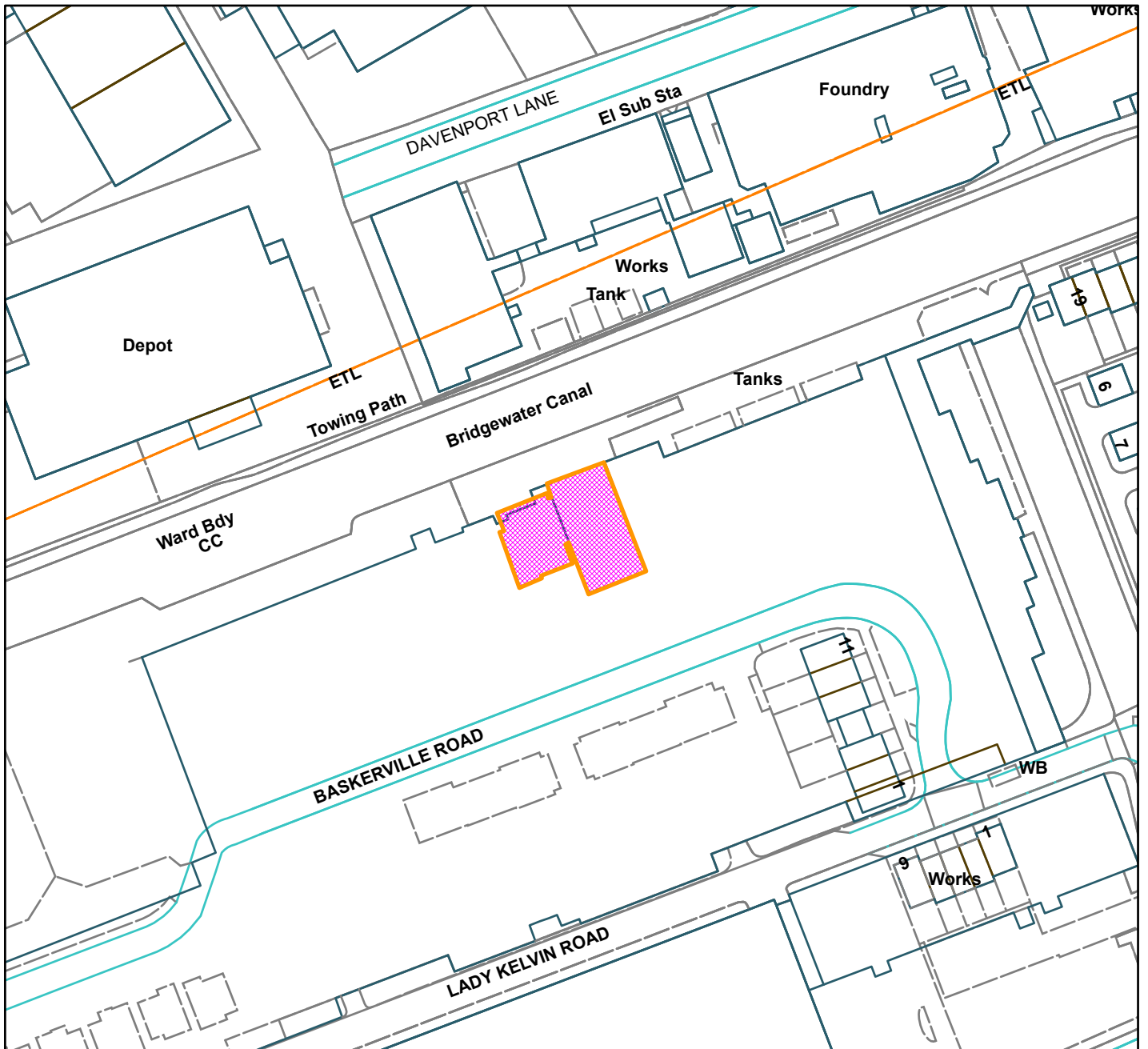
Reason: To ensure that satisfactory cycle parking and waste storage provision is made in the interests of promoting sustainable development, having regard to Policies L4 and L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 3: Parking Standards and Design, and the National Planning Policy Framework.

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Former Engine House (Prev Known As Power House & Boiler House, Norman Road, Altrincham (site hatched on plan)



**Scale:** 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date 11/11/2021
Date	29/10/2021
MSA Number	100023172 (2016)

**WARD:** Hale Central

**105806/HHA/21**

**DEPARTURE:** No

**Demolition of attached rear single storey structure and erection of single storey side and rear extensions and partial demolition of existing outbuilding including formation of new gable.**

14 Orchard Drive, Hale, WA15 8BB

**APPLICANT:** Ms E Gilbert

**AGENT:** Mr Andrew Ball

**RECOMMENDATION: GRANT**

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**The application is reported to the Planning and Development Management Committee due to officer interest.**

### **SITE**

The application site relates to a two storey semi-detached property, located on the south side of Orchard Drive, Hale.

The property is situated in a predominantly residential area, with the majority of surrounding properties being semi-detached and detached dwellings.

### **PROPOSAL**

Planning permission is sought for the erection of a single storey side and rear wraparound extension. A smaller detached outbuilding replacing the existing structure is also proposed.

The single storey extension would project approximately 1.6m to the side and 7.8m in depth. The connected rear element would project 3m to the rear and 8m across. The extension proposes a pitched roof with an eaves height of 2.6m and a ridge height of 3.75m.

The proposed outbuilding would be in a similar location to the existing structure, at the south west corner of the site. It would project 3.45m in depth and 2.75m across. It would have a pitched gable roof with an eaves height of 2.3m and a ridge height of 3.6m.

Bi-fold doors and a window are proposed on the rear elevation, alongside a door to the side, front window and roof lights. The extension would be constructed with matching materials to that of the host dwelling in relation to brick, roof tiles and fenestration.

The increase in floor space of the proposed development would be less than 100m<sup>2</sup>.



## **DEVELOPMENT PLAN**

**For the purposes of this application the Development Plan in Trafford comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L4 – Parking

L7 – Design

For the purpose of the determination of this planning application, these policies are considered 'up to date' in NPPF Paragraph 11 terms

## **OTHER LOCAL POLICY DOCUMENTS**

SPD4 – A Guide for Designing House Extensions and Alterations

## **PROPOSALS MAP NOTION**

None

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

None

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The MHCLG published the National Planning Policy Framework (NPPF) in 20<sup>th</sup> July 2021. The NPPF will be referred to as appropriate in the report.

## **NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)**

The National Planning Practice Guidance was first published in March 2014, and it is regularly updated, with the most recent amendments made in October 2021. The NPPG will be referred to as appropriate in the report.

## **PLACES FOR EVERYONE (FORMERLY GREATER MANCHESTER SPATIAL FRAMEWORK 2020)**

The Greater Manchester Spatial Framework (GMSF) was a joint Development Plan Document being produced by the Greater Manchester districts. The first consultation draft of the GMSF was published on 31st October 2016, and a further period of consultation on the revised draft ended on 18th March 2019. The GMSF is now being progressed by nine GM districts as 'Places for Everyone' (PFE) and, once adopted, will be the overarching development plan for these districts, setting the framework for individual district Local Plans. PFE is not yet at Regulation 19 stage and so will normally be given limited weight as a material consideration. Where it is considered that a different approach should be taken, this will be specifically identified in the report. If PFE / GMSF 2020 is not referenced in the report, it is either not relevant, or carries so little weight in this particular case that it can be disregarded.

### **RELEVANT PLANNING HISTORY**

None

### **APPLICANT'S SUBMISSION**

CIL Questions

### **CONSULTATIONS**

None

### **REPRESENTATIONS**

One neighbour representation has been received in response to the proposal. 12 Orchard Drive has submitted comments neither objecting to nor supporting the proposal. The comments are included below:

*I have no objections to the proposed works but would raise the following concerns and request clarifications / assurances as follows,*

*As the plans supporting the application have no dimensions it is difficult to establish how far the side extension extends beyond the existing side wall of the house and as such how close to the boundary with 12 Orchard Dr the development would be.*

*Only concern is that the driveway of 12 Orchard Dr is lower than the ground level of 14 Orchard Dr with a small PC Concrete retainer retaining the ground.*

*Any vibrations or pressure exerted on this retaining wall from the construction of foundations of the extension could result in damage to the retaining wall or fence posts, if the building line is too close to the boundary.*

*I would request that sufficient distance is kept between the construction works and the existing boundary to avoid the risk of any damage and, of course, avoid*

*any possible overbearing nature of the extension on 12 Orchard Dr due to proximity to this neighbouring lower property.*

**Officer Comments:**

The proposed side extension would project approximately 1.6m to the side and retain a sufficient distance of approximately 1.15m to the common boundary shared with 12 Orchard Drive.

**OBSERVATIONS**

**PRINCIPLE OF DEVELOPMENT**

1. Householder extensions and alterations are acceptable in principle subject to there being no undue harm to the character and appearance of the property through unsympathetic design or unacceptable harm to the amenity of neighbouring properties and residential areas. Further to this, issues relating to parking provision are also to be considered. There are no additional constraints in this instance.
2. The proposal has been assessed against Core Strategy Policy L7 and guidance contained in SPD4.

**DESIGN AND VISUAL AMENITY**

3. Paragraph 126 of NPPF states *'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.'*
4. Policy L7 of the Core Strategy states that in considering applications for development within the Borough, the Council will determine whether or not the proposed development meets the standards set in national guidelines and the requirements of Policy L7. The relevant extracts of Policy L7 require that development is appropriate in its context; makes best use of opportunities to improve the character and quality of an area by appropriately addressing scale, density, height, layout, elevation treatment, materials, landscaping; and is compatible with the surrounding area.
5. The extension(s) would have modest projections in proportion to the main dwelling. The site would retain a good area of private space to the side and the rear. The extensions would have complementary roof designs and be single storey in scale so to appear secondary to the main dwelling. Overall it is considered that the extensions would be acceptable in terms of scale and appearance.

6. The proposed fenestration is considered to complement the existing dwelling and is considered acceptable. Furthermore the extension would be constructed with matching materials to the host so as to appear in keeping with the character of the surrounding residential area.
7. The proposed outbuilding is considered to be appropriate in terms of its design and scale given that it would be single storey with modest projections and be of a suitable height so to appear subservient to the main dwelling. It proposes smaller proportions to the existing structure that the proposal would replace.
8. The proposal is considered to be appropriately positioned, using a design and materials that would appear similar and in keeping with the main dwelling. Additionally its positioning to the very rear of the site limits the potential visual impact upon the street.
9. As such, Officers consider the proposal would have no unacceptable impact in terms of the visual amenity of the street scene and the surrounding area. Subject to conditions, the proposed development is considered acceptable in terms of design and visual amenity and would comply with Policy L7 of the Core Strategy and guidance in the NPPF in this respect.

## RESIDENTIAL AMENITY

10. Policy L7 of the Core Strategy states that in relation to matters of amenity development must not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise or disturbance, odour or in any other way.
11. The relevant guidance contained within SPD4 states the following:

Paragraph 2.14.2 states *'It is important that extensions or alterations:*

- *Do not adversely overlook neighbouring windows and/or private gardens areas.*
- *Do not cause a significant loss of light to windows in neighbouring properties and/or their patio and garden areas.*
- *Are not sited so as to have an overbearing impact on neighbouring amenity.'*

Paragraph 2.17.2 states *'The factors that may be taken into account when assessing a potential loss of light or overbearing impact include:*

- *The size, position and design of the extension*
- *Orientation of the property*
- *Presence of other habitable room windows/sources of light in neighbouring rooms*
- *Relative position of neighbouring houses and existing relationship*

- *Size of the garden*
- *Character of the surrounding area'*

12. Additionally section 3.4.2 states that normally, a single storey rear extension close to the boundary should not project more than 3m from the rear elevation of a semi-detached property. This projection can be increased by an amount equal to the extra distance from the side boundary.

*Impact on properties to the front and rear of the site*

13. SPD4 states that extensions should maintain a separation distance of 21m to the elevations of neighbouring properties to avoid harmful overlooking. The side element would retain a distance of approximately 32.7m in relation to front neighbours and therefore no harm is considered to occur in this case.
14. Similarly SPD4 states that rear extensions should retain a separation distance of 10.5m to the rear boundary and 21m to the relating neighbour at the rear.
15. The rear extension would retain a distance of approximately 9.3m to the rear boundary, this is slightly below the SPD4 standard, but relates to a single storey extension. However it is recognised that the extension would retain a separation distance of approximately 21.2m to neighbouring rear elevations. This distance meets the recommendations of SPD4 (21m). As such some level of overlooking may occur towards the rear neighbours. However this is not considered to be so substantial as to warrant a refusal.
16. The proposed outbuilding would be set along the rear boundary of the site in a similar position to the existing structure. Additionally it proposes similar proportions with a matching eaves height and a slightly higher ridge height by a value of 0.1m. Therefore no additional significant harm is considered to occur in comparison with the existing context of the site.
17. As such it is considered that the proposal would not result in harmful overlooking, or be overbearing to occupiers of properties to the rear.

*Impact to no. 16 Orchard Drive*

18. The proposed single storey rear element would project 3m to the rear along the boundary with the attached neighbour, no.16 Orchard Drive. This projection complies with SPD4 and therefore no significant harm is considered to arise in this case.
19. The proposed side extension would be screened by the main dwelling in relation to this neighbour. Furthermore the outbuilding would not project any closer to the neighbour in comparison with the existing structure so to retain a 6.1m separation to the common boundary. As such no harm is considered to arise in this case.

### *Impact to no. 12 Orchard Drive*

20. Similar to the above, the proposed rear extension would project 3m to the rear whilst benefitting from a 1.15m offset to the common boundary with no.12 Orchard Drive, so to comply with SPD4.
21. Furthermore the proposed outbuilding would be set further away from neighbour in comparison with the existing structure and be screened by the neighbouring outbuilding. As such no significant harm is considered to occur in this case,
22. It is recognised that the proposed side extension would project towards no.12 but the extension would however be single storey in scale with a pitched roof falling towards the common boundary. Additionally the extension would be set 1.15m from the common boundary and 3.86m from the neighbour's side elevation. As such any harm is not considered to be sufficient as to warrant a refusal.
23. The proposed opening would be a door serving a non-habitable room (utility) and therefore no harmful overlooking is considered to occur.
24. It is therefore considered that the proposed extension would not have an unacceptable impact on the residential amenity of any neighbouring properties and would comply with Policy L7 of the Core Strategy in this respect.

### **PARKING AND HIGHWAY SAFETY**

25. The proposal would not result in the provision of any additional bedrooms, however it would result in the loss of a parking space to the side of the dwelling.
26. Trafford's SPD3 – Parking Standards and Design, indicates that for a three bedroom house in this location, two off-street car parking spaces should be provided, a minimum of 10m is required for a tandem drive.
27. The proposal would retain a distance of approximately 9.7m between the front boundary and the front of the proposed bin store. Whilst it is noted that the distance is slightly less than 10m, it is recognised that one large car and one medium-sized car could be parked on site, which is considered to be acceptable in this location. On street parking would provide additional spaces and as such it is not considered the proposal would not result in any detriment to parking provision or highway safety.

### **DEVELOPER CONTRIBUTIONS**

28. The proposed development increases the internal floor space of the dwelling by less than 100m<sup>2</sup> and therefore is below the threshold for charging. No other planning obligations are required.

## PLANNING BALANCE AND CONCLUSION

29. The application has been assessed against adopted policy and guidance, and comments received from local residents.
30. It is considered that the proposed development would be acceptable in terms of design and visual amenity, would not have any unacceptable impacts on the residential amenity of neighbouring properties and would be acceptable in terms of parking provision. As such, the development accords with Trafford Core, SPD4 and the NPPF and is recommended for approval subject to the conditions listed below.

### **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. The development hereby permitted shall not be carried out except in complete accordance with the details shown on plan numbers: 10322\_P02 A; 10322\_P02 A.

Reason: To clarify the permission, having regard to Policy L7 of the Trafford Core Strategy and the National Planning Policy Framework.

3. The materials used in any exterior work must be of a similar appearance to those used in the construction of the exterior of the existing building.

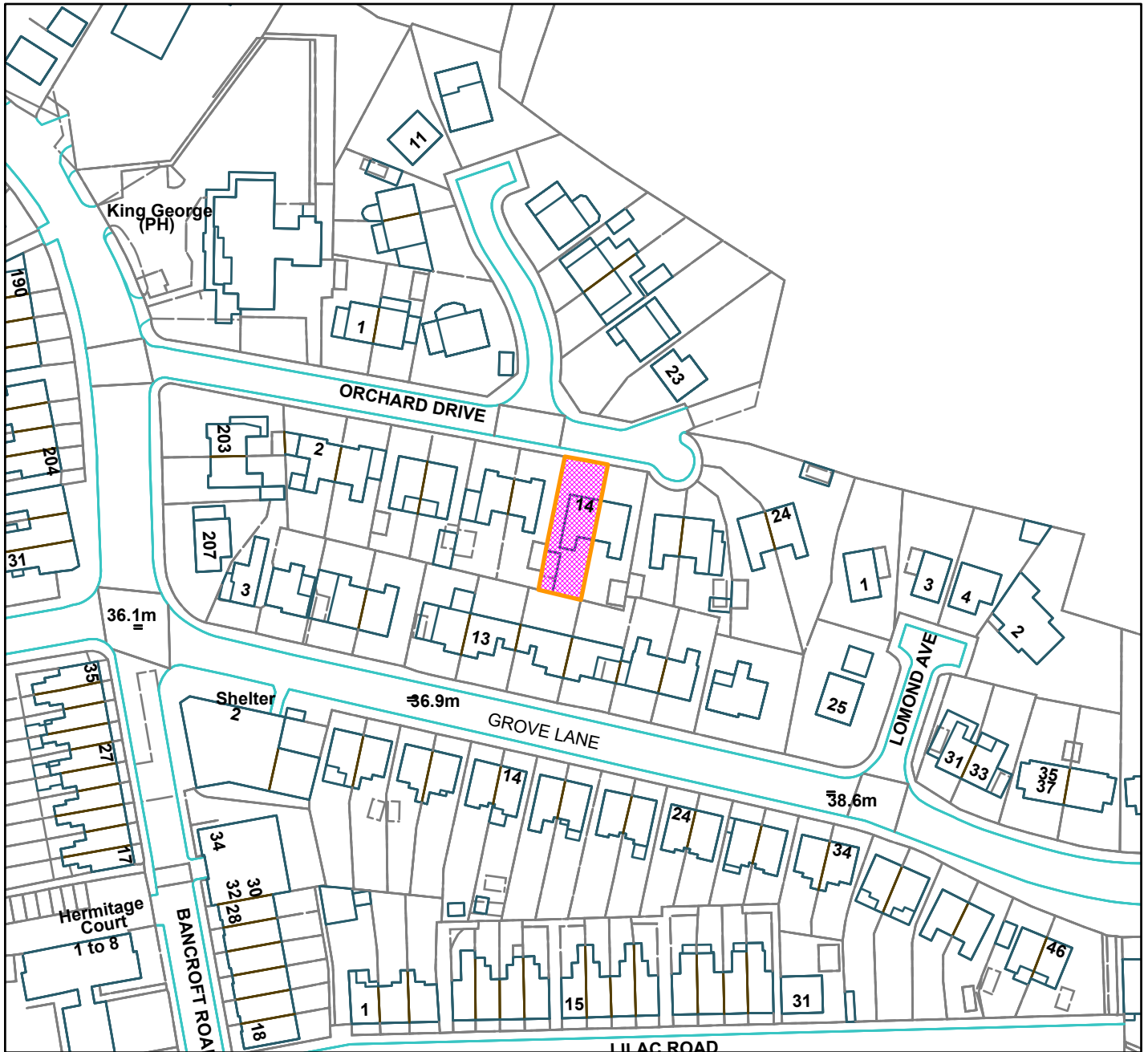
Reason: In order to ensure a satisfactory appearance in the interests of visual amenity having regard to Policy L7 of the Trafford Core Strategy, the Council's adopted Supplementary Planning Document 4: A Guide for Designing House Extensions and Alterations and the requirements of the National Planning Policy Framework.

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14 Orchard Drive, Hale (site hatched on plan)



**Scale:** 1:1,250

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Organisation	Trafford Council
Department	Planning Service
Comments	Committee Date 11/11/2021
Date	29/10/2021
MSA Number	100023172 (2016)