KIRKLEES METROPOLITAN COUNCIL
INVESTMENT & REGENERATION SERVICE

DEVELOPMENT MANAGEMENT

Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) – SECTION 16

DELEGATED DECISION TO DETERMINE APPLICATIONS FOR LISTED BUILDING CONSENT

Reference No:	**2021/65/93433/W**
Site Address:	Brookes Mill, Armitage Road, Armitage Bridge, Huddersfield, HD4 7NR
Description:	Listed Building Consent for change of use and alterations to Mill Building 29 to form Wellness Centre (Sui Generis mixed use of Class E(e) Provision of health services and F1(a) Provision of education) (Listed Building within a Conservation Area)
Recommending Officer:	Callum Harrison

DECISION – Consent Granted

I hereby authorise the approval of this application for the reasons set out in the officer's report and recommendation annexed below in respect of the above matter.

Victor Grayson

AUTHORISED OFFICER

Date: 21-Apr-2023

Officer Report

2021/93433 - Brookes Mill, Armitage Road, Armitage Bridge, Huddersfield, HD4 7NR

Site Description

Building 29 is a five-storey high, 15 bay long former hand loom shop which is part of the much larger Brookes Mill complex. Brookes Mill, at the heart of Armitage Bridge Conservation Area, represents one of the best examples of an integrated woollen type mill within the Huddersfield area. It is also an exemplar of the mixed-use regeneration of mill sites and is a credit to the commitment and investment of the Brooke family.

Building 29 - the former loom shop - is one of the earliest buildings within the site and contributes to the narrative of the development of the mill on its transition from hand power to mechanisation. Its form and scale make a positive contribution to the setting of the grade II listed tower, giving context and a sense of enclosure and being a prominent building in views from the recently created courtyard.

The principal listed buildings within the complex are the Grade II listed warehouse Building 18 and the Grade II listed clocktower, and as part of this complex Building 29 is included within the listing from and is listed by association. Understood to date from 1830, it is one of the earlier buildings on the site and is constructed in hammer dressed stone with a stone slate roof and ranges of timber windows.

Description of Proposal

The application is seeking permission for the change of use and alterations to Mill Building 29 to form Wellness Centre. The wellness centre would be mixed use (sui generis) and contain elements of Use Classes E(e) Provision of health services and F1(a) Provision of education.

The proposal would see all 5 floors used to provide facilities such as hair, beauty and therapy facilities, an art and craft studio, an IT suite, several open plan versatile spaces and ancillary office and kitchen facilities. A new lift would also be installed. The existing open plan floor layouts will be divided using timber stud partitions to accommodate a combination of therapy rooms, offices for the wellbeing centres combined health and education use.

The external changes are minimal. The external roof and walls would be subject to spot repairs only, whilst the windows would be replaced with timber triple glazed windows. Existing sealed up windows on the south elevation would be reopened up and fitted with new frames as indicted on the application drawings and two now openings would be formed at first floor level to the rear/south elevation.

Internally, the building would be reinforced structurally. The existing floors are largely open spaces given the historic mill use. As such, the existing internal walls would be largely retained with additional internal stud walls erected to create a usable layout.

A garden area is proposed to the south. An existing access link between the existing Bank foot Lane carpark through the Northlight Gallery main circulation corridor to the new external garden area would link with B29 at first floor level via a new steel structure and timber deck access link bridge.

The applicants are endeavouring to aim for Zero Carbon and propose to install solar panels to the south slope of the wellness centre roof. These panels would service an air source heat pumps system heat and cool the building, the floors would be overlaid with a floating under floor heating system. The outside condensing units would be positioned at ground level on the south elevation, to keep them discreetly positions and allow easy access for maintenance.

Full details can be found on the submitted plans.

History of Negotiations

The applicant and officers have worked with the agent to discuss matters relation to heritage, and biodiversity. Revisions have been made to the scheme based upon the applicant finding a tenant as well as additional information being submitted as per officer's request. Officers have also worked closely with the agent to agree the trigger points of the conditions to be imposed. Additional information has also been received to address technical details of the works.

Relevant Planning History

2021/90584 and 2021/90585 – Full Planning Application and Listed Building Consent for the Change of use and alterations to Mill Building 29 to form Wellness Centre (Listed Building within a Conservation Area) – Withdrawn.

2020/91576 and 2020/91577 - Full Planning Application and Listed Building Consent for the Change of use and alterations to Mill Building 29 to form Wellness Centre (Listed Building within a Conservation Area) – Withdrawn.

2007/93658 - Conversion of Woollen Spinning Mill to Offices (Part Listed Building Within a Conservation Area) – Approved.

Representations

The application was advertised by site notice, in the press and by neighbour letters. Final publicity expired on 3rd November 2021. No representations were received.

Consultations

KC Conservation and Design – No objections subject to conditions to secure technical details.

Historic England – Support the scheme.

Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory Development Plan for Kirklees is the Local Plan (adopted 27th February 2019).

The site lies within the Armitage Bridge Conservation Area and within the listed Brookes Mill complex but is not one of the principal listed building within the complex.

LP 1 – Achieving Sustainable Development
LP 24 – Design
LP 35 – Historic Environment

National Policies and Guidance:

National planning policy and guidance is set out in National Policy Statements, primarily the National Planning Policy Framework (NPPF) published 20th July 2021, the Planning Practice Guidance Suite (PPGS) first launched 6th March 2014 together with Circulars, Ministerial Statements and associated technical guidance.

The NPPF constitutes guidance for local planning authorities and is a material consideration in determining applications.

Chapter 12 – Achieving Well-Designed Places
Chapter 16 – Conserving and Enhancing the Historic Environment

Assessment:

1) Principle of Development
2) Impact on Character and Significance of Listed Building
3) Representations
4) Conclusion

<u>1. Principle of Development</u>

As the application is for Listed Building Consent, the only issues that fall to be considered are the impact the development would have on the character and significance of the Listed Building. Under Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Local Planning Authorities must, in considering whether to grant listed building consent for any works 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. In this context preservation means not harming the interests of the building as opposed to keeping it unchanged. Furthermore, Chapter 16 of the NPPF states that in determining applications local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets. If harm would result this should not be allowed without a proportionate justification. This approach is supported by policy LP35 of the Local Plan. Local Plan policies LP24 and LP25, along with Chapter 12 of the NPPF are also relevant in terms of the design being appropriate considering the heritage matter.

2) Impact on Character and Significance of Listed Building

Building 29 is a five-storey high, 15 bay long former hand loom shop which is part of the much larger Brookes Mill complex situated within the Armitage Bridge Conservation Area. The principal listed buildings within the complex are the Grade II listed warehouse Building 18 and the Grade II listed clocktower, and as part of this complex Building 29 is included within the listing. Understood to date from 1830, it is one of the earlier buildings on the site and is constructed in hammer dressed stone with a stone slate roof and ranges of timber windows. An RCHME report for Armitage Bridge Mills, dated April 1986, states that 'the importance of the loom shop lies in the evidence which it provides for the persistence of hand-powered weaving in the woollen branch of the industry…'. In context with the entire mill complex the building itself is considered to be of medium significance, adding to the narrative and evolution of the site and contributing to the character of the conservation area. In short, Building 29 has been vacant for approximately 35 years and the applicant proposes to bring it back into a sustainable use to secure its future, with the proposed alterations as outlined earlier in the report. KC Conservation and Design and Historic England have been consulted on this application whereby this assessment considered their responses.

The majority of the existing single-glazed timber windows are understood to have been installed in the early-mid 20th century, with two historic 25 pane blocked up windows remaining in line with the lift shaft on the north elevation. To understand the historic window detailing in this building a single surviving window will be retained and restored or replaced like for like (details and method should be agreed by condition). The existing windows are of varying configurations, and many are beyond repair, with several openings blocked up with masonry. As with the previously approved applications in 2020, the proposal is to replace them with triples-glazed white timber windows. These windows would be energy efficient whilst also complement the surrounding buildings and respecting the original openings of the mill building.

The mass of the building, construction materials and repetition of building elements contribute to the significance of the building, along with reference to the evolution of the site. The existing 20th century windows are not considered to contribute to the significance of the building, although being timber framed and simple in design, they sit comfortably within this context. Building 29 is set towards the rear of the site and its visibility from outside the

complex is limited, with the south elevation facing towards a steep hillside. Given its location within the site and lack of surviving historic windows, the impact of the replacement windows which are white timber, would not cause any harm whatsoever.

In terms of structural repairs, the building has stood empty for a significant amount of time and structural defects have been identified. The applicant proposes to invest in this building and prevent further deterioration, carrying out structural repairs, reinstating blocked up window openings, removing later interventions and providing a sustainable use linked to the use in the adjacent building. In addition, external repairs will be carried out in stone, slate and cast iron to match the existing. These repairs are clearly supported by the forementioned heritage-related policy. The structural report attached to the application identifies a number of concerns. It concludes that there is lateral instability, deflection of the outer leaf of the external walls, structural cracking to the upper floors and significant deflection to the upper floors. In addition, the safe load capacity of the building is insufficient for the proposed use and needs to be increased. Structural repairs are proposed to address these issues and includes the removal of the existing timber floor construction and the insertion of some new structural concrete floors supported on steel beams on all levels, secured into the external walls by resin anchored restraints so that there are no visual interventions on the external face of the walls. The loss of some of the historic timber floors is regrettable, but the public benefits of providing stability and increased loadings for this vulnerable building are considered to outweigh this harm as per Chapter 16 of the NPPF.

The proposal also includes patch repairs to the walls and roof. All repairs would be carried out in in natural stone and stone slate tiles to match the existing and pointing would be in lime mortar. This also respects the heritage value of the building in accordance with national and local policy.

Solar panels are proposed on the south facing roof pitch, with air source heat pump condensing units on the east gable above the adjoining roof, and underfloor heating within the building. In regard to heritage impact, these would not cause any harm given the siting in the Brookes Mill complex. Furthermore, they would reduce the running costs of the building making it more viable to run and help ensure the building remains in use for the future. It shall be conditioned that details of the solar panels be submitted and approved by the LPA as to prevent any harm to the listed building by means of their fixings.

Some subdivision of the internal space is proposed which is necessary for the proposed use. This will lead to less than substantial harm to the significance of the building by altering the floorplans and the open plan context of the former loomshop. Some corridors and larger rooms are proposed which retain this open space to some extent and give some understanding of the historic spaces. The metal stairs at the east end of the building will be replaced with a new staircase to improve circulation. Again, it is accepted that this intervention is necessary for the proposed use. The historic stone staircase at the west end of the building will be retained and restored. This represents a sensitive

redevelopment and accords with Local Plan Policy LP35 and Chapter 16 of the NPPF.

Conclusion

The buildings on site have been vacant for decades and is in a poor state. The proposed change of use would provide a viable sustainable use with clear public benefits with regard to the use and restoration of the building. Furthermore, the viable use proposed would ensure the protection and enhancement of the important heritage asset with the minimal interventions to the historic fabric and significance. As such, the Impact on Character and Significance of Listed Building is considered acceptable.

3. Representations

The application was advertised by site notice, in the press and by neighbour letters. Final publicity expired on 3rd November 2021. No representations were received.

4. Conclusion

The NPPF has introduced a presumption in favour of sustainable development. The policies set out in the NPPF taken as a whole constitute the Government's view of what sustainable development means in practice. This application has been assessed against relevant policies in the development plan and other material considerations. It is considered that the development would constitute sustainable development and is therefore recommended for approval.

Recommendation: **Grant Listed Building Consent**

Conditions and Reasons

1. The development hereby permitted shall be begun within three years of the date of this permission.
Reason: Pursuant to the requirements of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in complete accordance with the plans and specifications schedule listed in this decision notice, except as may be specified in the conditions attached to this permission, which shall in all cases take precedence.
Reason: For the avoidance of doubt as to what is being permitted and to ensure the satisfactory appearance of the development on completion, and to accord with Policy LP35 of the Kirklees Local Plan, and the aims of the National Planning Policy Framework.

3. The replacement windows shall be carried out in full accordance with the details submitted on drawings 4366 identified as quotation numbers 221616, 221617, 221618 and 221619 in relation to style, design and means of fitting. The window frames shall be timber with a white or off-white finish and shall be retained thereafter.
Reason: To preserve the significance and setting of the listed building in accordance with Policy LP35 of the Kirklees Local Plan and Chapter 16 of the National Planning Policy Framework.

4. Prior to the installation of solar panels and the heat pump units, in the event that these elements are implemented, full details of the fixing methods of the solar panels and heat pump units shall be submitted to and approved in writing by the Local Planning Authority. The works shall then be carried out in complete accordance with the approved details and shall be retained thereafter.
Reason: To preserve the significance and setting of the listed building in accordance with Policy LP35 of the Kirklees Local Plan and Chapter 16 of the National Planning Policy Framework.

5. Any patch repairs conducted to the external facing roof or wall shall be completed using matching stone slate for the roof and natural stone for the walls. All pointing shall be done in lime mortar and shall not strap pointed.
Reason: To preserve the significance, visual amenity, character and setting of the listed building in accordance with Policy LP35 of the Kirklees Local Plan and Chapter 16 of the National Planning Policy Framework.

Plans and Specifications Table:-

Plan Type	Reference	Version	Date Received
Location Plan	4366-02-01a	1	27/02/2023
Existing Elevations and Sections	4366-01-02	1	27/08/2021

Existing Floor Plans	4366-01-01a	1	27/08/2021
Existing Block Plan	4366-02-02	1	27/08/2021
Proposed Floor plans	4366-07-01L	4	20/04/2023
Proposed Access Plan	4366-07-02d	2	24/02/2023
Proposed Elevations	4366-07-03a	2	24/02/2023
Proposed Wall Restraint	4366-07-06d	2	24/02/2023
Proposed Wall restraint Details	4366-07-07a	2	24/02/2023
Proposed Floor Strengthening Details	4366-07-08	2	24/02/2023
Proposed External Works	366-07-10c	2	24/02/2023
Front Elevation Ground and First Floor Windows	221629	1	31/03/2023
Window Section	-	1	31/03/2023
Stair Windows	221628	1	31/03/2023
Back Elevation Windows	221627	1	31/03/2023
Front Elevation Second, Third and Fourth Floor Windows	221626	1	31/03/2023
Justification Statement	4366 07	2	24/02/2023
Structural Report	366 07	2	24/02/2023
Ecological Impact Assessment	AE22.172	2	03/02/2023
Preliminary Ecological Appraisal	AE21.105	2	12/04/2022
Tree Planting Scheme	13328a/SR	1	01/09/2021
Arboricultural Impact Assessment	13328/SR	1	01/09/2021
Heritage Statement	-	1	27/08/2021

Pursuant to article 35 (2) of the Town and Country Planning (Development Management Procedure) Order 2015 and guidance in the National Planning Policy Framework, the Local Planning Authority has, where possible, made a pre-application advice service available, complied with the Kirklees Development Management Charter 2015 and otherwise actively engaged with the applicant in dealing with the application. The applicant and local authority have worked with the agent to discuss matters relation to heritage, and biodiversity. Revisions have been made to the scheme based upon the applicant finding a tenant as well as additional information being submitted as per officer's request. The Authority have also worked closely with the agent to agree the trigger points of the conditions to be imposed. Additional information has also been received to address technical details of the works.