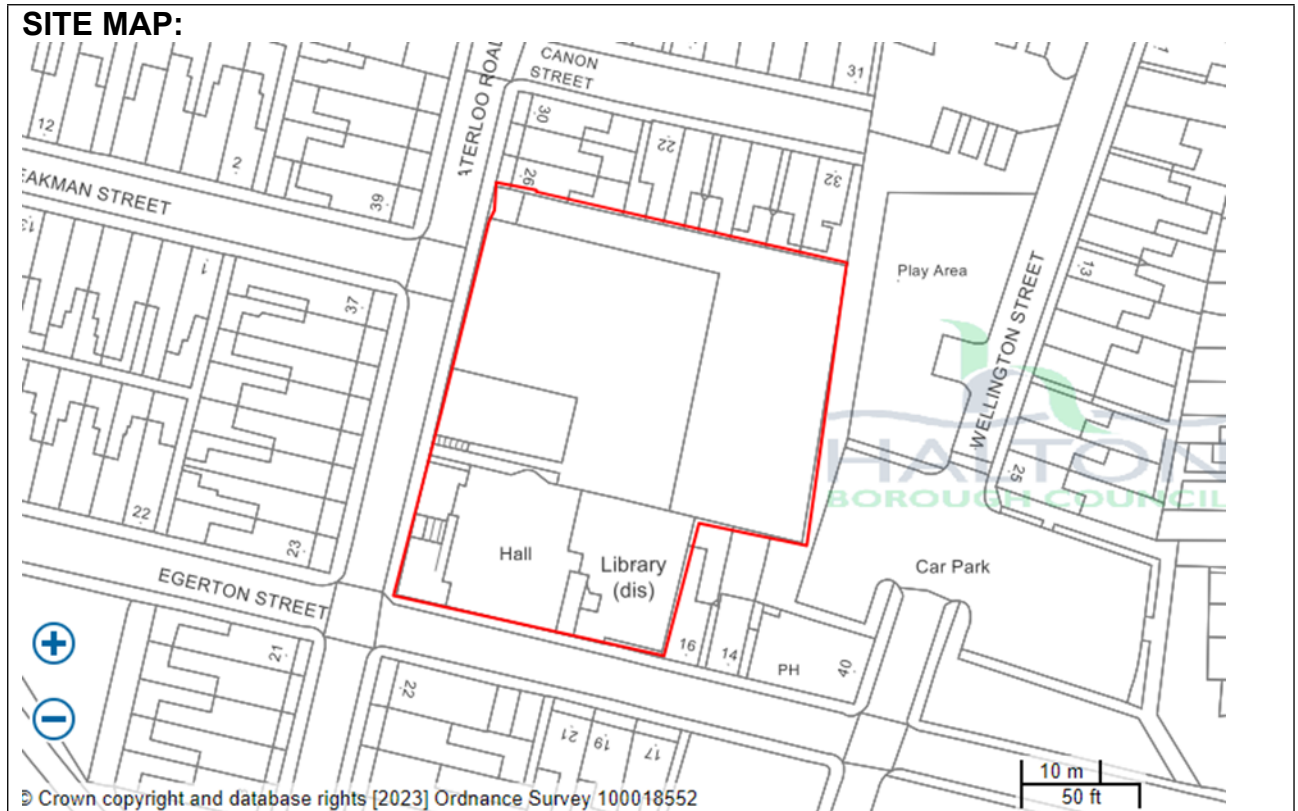


APPLICATION NUMBERS:	20/00476/FUL and 20/00477/LBC
LOCATION:	Waterloo Centre and Carnegie Library, Egerton Street, Waterloo Road, Runcorn, Cheshire, WA7 1JL
PROPOSAL:	<p>20/00476/FUL</p> <p>Proposed refurbishment of existing Carnegie Library building to provide a new community hub, demolition of Waterloo Centre, erection of new build development of 29 one-bedroom supported living / extra care apartments with ancillary facilities, provision of access, parking and landscaping.</p> <p>20/00477/LBC</p> <p>Application for Listed Building Consent for proposed refurbishment of existing Carnegie Library building to provide a new community hub, demolition of Waterloo Centre and remedial works to adjacent listed building.</p>
WARD:	Mersey and Weston
PARISH:	None
AGENT(S)/APPLICANT(S):	Goodwin Planning Service Ltd / Signature Housing Group
DEVELOPMENT PLAN:	
Halton Delivery and Allocations Local Plan (2022) (DALP)	Part of Residential Allocation – R66 – Former Egerton Library and Rathbone Institute.
Joint Merseyside and Halton Waste Local Plan (2013) (WLP)	
DEPARTURE:	No
REPRESENTATIONS:	<p>20/00476/FUL – Representations received from 60 contributors.</p> <p>20/00477/LBC – Representations received from 4 contributors.</p>
KEY ISSUES:	Development on a Residential Allocation, Impact on Heritage Assets, Community Facilities, Design and Layout of Development, Amenity, Highways and Transportation and Ecology.
RECOMMENDATION:	<p>20/00476/FUL - Grant planning permission subject to conditions</p> <p>20/00477/LBC – Grant listed building consent subject to conditions</p>

SITE MAP:



1. APPLICATION SITE

1.1 The Site

The application site is located at the junction of Egerton Street and Waterloo Road in Runcorn. Located on the site is the Grade II Listed Carnegie Library a two-storey, red sandstone building which fronts Egerton Street along with the two-storey brick built Waterloo Centre (also known as Waterloo House or the Waterloo Building) located on the corner of Egerton Street and Waterloo Road. The Waterloo Centre is a non-designated heritage asset which is vacant with the windows and other openings being boarded up. The northern part of the site is an overgrown grassed area which features several trees. This was formerly the location of the Rathbone Institute up until its demolition approximately ten years ago.

Located to the South of the site on the opposite side of Egerton Street are residential properties. Located to the West of the site on the opposite side of Waterloo Road are residential properties. Located to the North of the site are residential properties fronting Cannon Street. Located to the East of the site are residential properties and the Wellington Hotel fronting Egerton Street with a public car park and play area located further North.

The site forms part of a wider residential allocation (R66 – Former Egerton Library and Rathbone Institute). Residential allocation R66 includes the

aforementioned public car park and play area as well as a garage court accessed from Wellington Street and two smaller parcels of land to the South of Egerton Street.

1.2 Relevant Planning History

04/00129/HBCFUL- Proposed single storey rear extension to provide w.c./lobby – Granted 07 April 2004.

13/00429/DEM- -Proposed demolition of Rathbone building – Granted 03 December 2013.

19/00502/HBCLBC- Application for Listed Building Consent for necessary works and alterations to the Carnegie Library, as a result of and to facilitate, the demolition of the adjacent Waterloo Building – Application Withdrawn 09 September 2020.

22/00253/FUL- Proposed demolition of the Waterloo Centre and remedial works to the Carnegie Library – Application Withdrawn 11 October 2023.

22/00254/HBCLBC- Application for Listed Building Consent for proposed demolition of the Waterloo Centre and remedial work necessary to the adjoining Carnegie – Application Withdrawn 11 October 2023.

23/00367/FUL - Proposed demolition of the Waterloo Centre and remedial works to adjacent listed building – Pending Consideration.

23/00398/HBCLBC - Application for Listed building consent to demolish the Waterloo Centre and remedial works to adjacent listed building – Pending Consideration.

2. THE APPLICATION

2.1 The Proposals

Both applications relate to the same application site and have been defined by the applicant as the following:

20/00476/FUL

Proposed refurbishment of existing Carnegie Library building to provide a new community hub, demolition of Waterloo Centre, erection of new build development of 29 one-bedroom supported living / extra care apartments with ancillary facilities, provision of access, parking and landscaping.

20/00477/LBC

Application for Listed Building Consent for proposed refurbishment of existing Carnegie Library building to provide a new community hub, demolition of Waterloo Centre and remedial works to adjacent listed building.

The proposed works/development can be split into three main categories.

Works to Carnegie Library

The proposed works to the Grade II Listed Carnegie Library include a number of internal and external repair and restorations in order that the building can be repurposed. Three community rooms will be created which can be used for a number of community focused purposes such as meeting spaces for local groups and Counselling services.

The proposed physical works aim to reinstate and repair the building and take the form of both external and internal works including repairs to stonework, repointing, roof repairs, replacement of ironworks, window repairs and the replacement of external doors along with internal repairs to the fabric of the building.

Demolition of The Waterloo Centre

The applicant proposes to demolish the Waterloo Centre which they have stated is a dangerous building that is beyond viable economic repair.

Erection of supported living / extra care apartments

Permission is sought to erect a 3 storey, flat roofed brick built apartment building partly on the site of The Waterloo Centre and on the grassed area to the North of the Waterloo Centre alongside Waterloo Road.

The building will deliver 29 one bedroom supported living / extra care apartments, 9 for occupation by a single person and 20 for occupation by 2 persons. The apartments will provide accommodation for adults with early onset dementia and other special needs. The applicant's intention is for the future residents to live with the care and support on site, as required. The building will contain space for onsite staff including an office at ground floor and a staff rest room on the first floor.

The proposed residential unit will feature a communal garden area at the rear of the accommodation block. The proposals include 20 parking spaces accessed from Waterloo Road, eight of which are disabled spaces. 2 motorcycle spaces are proposed adjacent to the vehicular entrance. Secure cycle parking for 6 cycles would be provided at the rear of the parking area.

2.2 Documentation

The applications are supported by the completed application forms, certificates, related plans and drawings. A number of supporting documents have been submitted these are listed below:

- Planning Statement;
- Design and Access Statement;

- Heritage Statement;
- Heritage Review;
- Heritage Technical Note;
- Proposed Outline Schedule of Works – Carnegie Library;
- Façade Retention Report;
- Valuation Report;
- Structural Inspection and Letter Report;
- Arboricultural Impact Assessment and Method Statement;
- Site Investigation;
- Ecological Statement;
- Bat Activity Surveys;
- Nocturnal Bat Survey;
- Transport Statement and Addendum.

3. POLICY CONTEXT

Members are reminded that planning law requires for development proposals to be determined in accordance with the development plan, unless material considerations indicate otherwise.

THE DEVELOPMENT PLAN

3.1 Halton Delivery and Allocations Local Plan (2022)

The following policies contained within the Halton Delivery and Allocations Local Plan are of relevance:

- CS(R)1 Halton’s Spatial Strategy;
- CS(R)3 Housing Supply and Locational Priorities;
- CS(R)5 A Network of Centres;
- CS(R)12 Housing Mix and Specialist Housing;
- CS(R)13 Affordable Homes;
- CS(R)15 Sustainable Transport;
- CS(R)18 High Quality Design;
- CS(R)19 Sustainable Development and Climate Change;
- CS(R)20 Natural and Historic Environment;
- CS(R)21 Green Infrastructure;
- CS(R)22 Health and Well-Being;
- CS23 Managing Pollution and Risk;
- CS24 Waste;
- RD1 Residential Development Allocations;
- RD4 Greenspace Provision for Residential Development;
- C1 Transport Network and Accessibility;
- C2 Parking Standards;
- HC5 Community Facilities and Services;

- HE1 Natural Environment and Nature Conservation;
- HE2 Heritage Assets and the Historic Environment;
- HE5 Trees and Landscaping;
- HE7 Pollution and Nuisance;
- HE8 Land Contamination;
- HE9 Water Management and Flood Risk;
- GR1 Design of Development;
- GR2 Amenity;
- GR3 Boundary Fences and Walls.

3.2 Joint Merseyside and Halton Waste Local Plan (2013)

The following policies, contained within the Joint Merseyside and Halton Waste Local Plan are of relevance:

- WM8 Waste Prevention and Resource Management;
- WM9 Sustainable Waste Management Design and Layout for New Development.

Supplementary Planning Documents (SPD)

- Planning for Risk SPD;
- Design of Residential Development SPD.

MATERIAL CONSIDERATIONS

Below are material considerations relevant to the determination of this planning application.

3.3 National Planning Policy Framework

The National Planning Policy Framework (NPPF) was published in September 2023 to set out the Government's planning policies for England and how these should be applied.

3.4 Equality Duty

Section 149 of the Equality Act 2010 created the public sector equality duty.

Section 149 states:-

- (1) A public authority must, in the exercise of its functions, have due regard to the need to:
 - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Officers have taken this into account and given due regard to this statutory duty, and the matters specified in Section 149 of the Equality Act 2010 in the determination of this application.

There are no known equality implications arising directly from this development that justify the refusal of planning permission.

3.5 Other Considerations

The application has been considered having regard to Article 1 of the First Protocol of the Human Rights Act 1998, which sets out a persons rights to the peaceful enjoyment of property and Article 8 of the Convention of the same Act which sets out his/her rights in respect for private and family life and for the home. Officers consider that the proposed development would not be contrary to the provisions of the above Articles in respect of the human rights of surrounding residents/occupiers.

4 CONSULTATIONS SUMMARY – FULL RESPONSES CAN BE LOCATED IN APPENDICES.

4.1 Highways and Transportation Development Control

20/00476/FUL & 20/00477/LBC - No objection subject to conditions.

4.2 Merseyside Environmental Advisory Service – Ecology and Waste Advisor

20/00476/FUL & 20/00477/LBC - No objection subject to conditions.

4.3 Lead Local Flood Authority (LLFA)

20/00476/FUL – No objection subject to conditions.

4.4 Conservation Advisor

20/00476/FUL - The conclusion remains that, the total loss of Waterloo House would result in substantial harm. They do not consider that, despite the conclusions of the current surveys and the additional information submitted, that the requirements of Policy HE2 Part 12 have been satisfied.

20/00477/LBC – No objection subject to conditions.

4.5 Environmental Health Officer

20/00476/FUL & 20/00477/LBC - No objection to the proposed development subject to conditions.

4.7 Open Spaces Officer

20/00476/FUL - No objection raised subject to conditions.

4.8 Natural England

20/00476/FUL & 20/00477/LBC - Habitat Regulations Assessment required. Under Regulation 63 of the Habitat Regulations the determination of likely significant effect is for the competent authority, in this case the Local Planning Authority. If your authority can be satisfied that the proposal can conclude no likely significant effects there is no further need to consult Natural England.

4.9 Cheshire Police

20/00476/FUL - No objection. Observations to be attached as an informative.

4.10 United Utilities

20/00476/FUL - No objection subject to conditions.

4.11 Archaeological Advisor

20/00476/FUL - No objection subject to a condition.

4.12 Health and Safety Executive

20/00476/FUL - HSE does not advise, on safety grounds, against the granting of planning permission in this case.

4.13 Historic England

20/00476/FUL & 20/00477/LBC - They do not wish to offer any comments and suggest that the views of the Council's Conservation and Archaeological Advisors are sought.

4.14 Contaminated Land Officer

20/00476/FUL - No objection subject to conditions.

4.15 Cadent Gas

20/00476/FUL & 20/00477/LBC - Observations to be attached as an informative.

4.16 Ancient Monuments Society

20/00477/LBC - Objection raised.

5 REPRESENTATIONS

5.3 Application 20/00476/FUL was originally publicised by fifty notification letters sent on 10/09/2020, three site notices posted in the vicinity of the site on 10/09/2020 and a press advert in the Widnes and Runcorn Weekly News on 17/09/2020.

5.4 Following the receipt of amended plans / submissions, further publicity in the form of fifty-three (increased to cover those originally consulted plus additional representations received and not previously notified directly) neighbour notification letters sent on 25/03/2022, more recently, fifty-six neighbour notification letters sent on 05/01/2023 and fifty-six letters sent on 13/10/2023. A further site notice posted in the vicinity of the site on 16/10/2023 and a press advert in the Widnes and Runcorn Weekly News on 19/10/2023.

5.5 Application 20/00477/LBC was originally publicised by fifty-one notification letters sent on 10/09/2020, three site notices posted in the vicinity of the site on 10/09/2020 and a press advert in the Widnes and Runcorn Weekly News on 17/09/2020.

5.6 Following the receipt of amended plans / submissions, further publicity in the form of fifty-two (increased to cover those originally consulted plus additional representations received and not previously notified directly) neighbour notification letters sent on 25/03/2022, more recently, fifty-four neighbour notification letters sent on 05/01/2023 and fifty-four letters sent on 13/10/2023. A further site notice posted in the vicinity of the site on 16/10/2023 and a press advert in the Widnes and Runcorn Weekly News on 19/10/2023.

5.7 Representations from sixty contributors on application 20/00476/FUL and four contributors on application 20/00477/LBC have been received from the publicity given. A summary of the issues raised are below:

- Should the development not be described as sheltered housing based on the level of parking proposed?
- Concerns over parking in the locality;
- Disappointed in the overall design;
- The amenity space / communal garden would be heavily overshadowed;

- There is no justification for Waterloo House to be demolished;
- The proposal would have an adverse impact on the setting of Carnegie Library;
- Waterloo House is not without interest and can be repurposed. This proposal represents unsustainable development;
- Waterloo House is significant to the setting of the Carnegie Library because they are one building both physically and historically;
- Waterloo House is a landmark building which gives the area character;
- The loss of Waterloo House would result in substantial harm to the historic environment;
- Grant money should have been used to restore this building;
- The flats and the community hub do not align and it is highly likely that the community hub would also be converted to flats in the future;
- Lack of need for housing/ More need for family housing;
- That the building has been allowed to fall into ruin;
- Concerns on the type of persons going to live here;
- Is the old library going to be for public use?
- Impact on nature and biodiversity;

6 ASSESSMENT

6.1 Principle of Development

The application site forms part of the wider Residential Allocation – R66 – Former Egerton Library and Rathbone Institute which is 0.66ha in area and has a notional capacity of 18.

6.2 The proposed development would therefore deliver 29 one and two bedroom supported living / extra care apartments on a residential allocation. This proposal would follow the brownfield focus through the re-use of previously developed land. This is considered to be acceptable in principle. Representations have been received questioning the types of people who would reside in the supported living / extra care apartments. The suitability of the proposed land use is the consideration of this planning application. No evidence has been provided in this regard and, in land use planning terms, it is a residential land use proposed on a residential allocation within a wider area which is predominantly residential in nature.

6.3 Located on the application site is the existing Carnegie Library which is a Grade II listed building. This application proposes the refurbishment of this building to provide a new community hub. The building was last used as a library which was a community facility. That particular community facility has since been relocated to another location within Runcorn Old Town. Whilst the building may form part of a residential allocation, it is considered that the introduction of a community hub

(another community use) is acceptable in principle as this would not preclude the implementation of wider residential allocation. The suitability of the remedial works for the Carnegie Library building and also the proposed community use will be considered later in the report.

6.4 Representations consider that the apartments and the community hub use do not align and it is highly likely that the community hub would also be converted to flats in the future. In land use planning terms, the uses are considered to be compatible. The applications need to be considered on the basis that they are made. Should there be any subsequent proposed changes in the future, they would need to be considered on their merits.

6.5 In conclusion, the principle of residential development and the re-use of the Grade II listed Carnegie Library building is considered to be acceptable in principle and in accordance with policies CS(R)1, CS(R)3, CS(R)20 and RD1 of the DALP.

6.6 Arrangements for Handling Heritage Applications – Notification to Historic England and National Amenity Societies and the Secretary of State (England) Direction 2015

It is important to note that the above arrangements set out requirements for notification to Historic England and the National Amenity Societies on applications for Listed Building Consent. The National Amenity Societies comprise of the following:

- i. The Society for the Protection of Ancient Buildings;
- ii. The Ancient Monuments Society;
- iii. The Council for British Archaeology;
- iv. The Georgian Group;
- v. The Victorian Society, and
- vi. The Twentieth Century Society.

6.7 For Historic England, this only includes relevant works in respect of any grade II (unstarred) listed building. Relevant works means works for the demolition of any principal building, works for the alteration of any principal building which comprise or include the demolition of a principal external wall of the principal building; or works for the alteration of any principal building which comprise or include the demolition of all or a substantial part of the interior of the principal building.

6.8 Based on the definition of relevant works, the works for which listed building consent is sought do not meet this definition and there was no statutory requirement to consult Historic England in this instance.

6.9 For the National Amenity Societies, this includes works for the demolition of a listed building; or for works for the demolition of a listed building which comprise or include the demolition of any part of that building.

6.10 The works for which listed building consent is sought does not meet this definition. Whilst the demolition of the Waterloo Centre may be in the description of the proposed works, due to its interrelationship with the Carnegie Library building, the listing for the Carnegie Library building explicitly excludes the Waterloo Centre. On this basis, it is not considered that there was a statutory requirement to consult the National Amenity Societies in this instance.

6.11 Designated Heritage Asset – Carnegie Library – Grade II Listed Building

The Carnegie Library building is Grade II listed and therefore a designated heritage asset. Policy CS(R)20 of the DALP makes clear that the Borough's historic environment, heritage assets and their setting will be conserved and enhanced and opportunities to enhance them or increase understanding through interpretation and investigation will be encouraged, especially those assets at risk.

6.12 Noting the above designation, the applicant has submitted a Heritage Statement, a Heritage Review and a Heritage Technical Note to accompany the application as required by Policy HE2 of the DALP.

6.13 Paragraph 6.2 of the Heritage Statement sets out the proposed works to both the exterior and interior of the Carnegie Library building. These works have been considered by the Council's Conservation Advisor. A non-statutory consultation was sent to Historic England and they advised that they do not wish to offer any comments and suggested that the views of the Council's Conservation and Archaeological Advisors are sought. A non-statutory consultation was sent to the National Amenity Societies. The Ancient Monuments Society have objected to listed building consent application, however their observations relate to the demolition of the Waterloo Centre rather than works to the Carnegie Library building.

6.14 The renovation and re-use of the Grade II Library building is welcomed and will bring with it several positive benefits both to the historic building and the community in continuing the philanthropic works of its original benefactor, Andrew Carnegie.

6.15 Representations have been received stating that the proposed works would have an adverse impact on the setting of Carnegie Library. The Council's Conservation Advisor has carefully considered the works

proposed and is of the view that they are acceptable in principle and would bring the long term vacancy of the building to an end and create a vibrant community hub.

6.16 Prior to any works commencing, the following detail / information is required to demonstrate their suitability:

- Existing and proposed elevation drawings to show areas of repair and change. Including elevation drawing of the infill section where link removed;
- Updated and detailed schedule of works for each area of work to include photographs and methodology;
- Elevation and section of no more than 1:20 of proposed new window to infilled section;
- Details and drawing of new gate to top of spiral stair and fencing to Egerton Street elevation;
- Details of secondary glazing to all windows
- Details of any new doors to be added (internal or external)
- Methodology for vegetation removal

6.17 The submission of the above for approval should be secured by condition on both applications as necessary. This would ensure the safeguarding / enhancement of the listed building and address concerns raised in the representations in compliance with both Policies CS(R)20 and HE2 of the DALP.

6.18 Non-Designated Heritage Asset – Waterloo Centre

The applications propose the demolition of the Waterloo Centre which has been vacant for some time with the windows and other openings being boarded up. The applicant's Heritage Statement states that the building does not meet the criteria for nominating non-designated heritage assets for its local list.

6.19 The Council's Conservation Advisor notes that the listing description for the Carnegie Library explicitly excludes the Waterloo Centre, however this is in the national context. Locally, it is part of the evolution of Runcorn and has, during its lifetime, served as the civic core. Waterloo House, therefore, is of local significance and is worthy of local listing.

6.20 The significance of Waterloo House is derived from the following heritage values:

Historic value - HIGH

Association with the industrial development of Runcorn – it was constructed for Charles Hazelhurst of Hazelhurst and Sons, a prominent manufacturing family in the town.

Use as Town Hall following creation of the Improvement Commissioners in 1852

Housing of first Public Library in Runcorn.

Clear historic connection with Carnegie Library both physically and in terms of historic uses.

Evidential value – HIGH

Evidence of the development of the immediate area as a civic centre

Map evidence shows Waterloo House in use as a library, then Town Hall, and a Technical Institute to the north of Waterloo House(now lost)

Purposeful design of Carnegie Library to abut Waterloo house – then in use as Town Hall (circa 1907).

Aesthetic value – MEDIUM

Early Victorian building constructed of red brick with detailed stone coursing and parapet.

The house is of five bays and takes on elements of the Georgian order and symmetry in its fenestration.

Although pre-dating the library Waterloo house makes a positive contribution to the setting of the Grade II listed library.

6.21 Based on the above assessment, there are reasonable grounds to consider Waterloo House as a non-designated heritage asset. Both Save Britain's Heritage and the Ancient Monuments Society consider the building to be of local interest in their observations which have been made. It should be noted that the observations made by the Ancient Monuments Society are made in a non-statutory capacity. The applicant has since acknowledged the Council's position on this matter and accepts that the Waterloo Centre is a non-designated heritage asset.

6.22 Policy HE2 (10) of the DALP states that *proposals that conserve and enhance the significance of non-designated heritage assets will be supported, subject to a balance of all other material planning considerations*. This proposal would result in the demolition of a non-designated heritage asset which will ultimately need to be balanced with other material planning considerations. Representations received consider that there is no justification for Waterloo House to be demolished and that it can be repurposed and therefore this proposal represents unsustainable development causing substantial harm to the historic environment and the character of the area. Representations also

state that grant money should have been used to restore this building. Noting the comments made in representations, it is compliance with the policies in the Development Plan should be the basis on which these applications should be determined unless other material considerations indicate otherwise.

6.23 As the proposal is for the demolition of Waterloo House, Policy HE2 (12) of the DALP as set out below is of particular relevance:

Partial or total-loss of a non-designated heritage asset will only be permitted where the benefits are considered sufficient to outweigh the harm. Where harm would be acceptable the following will be required:

- a. An appropriate level of survey and recording which may also include an archaeological excavation;*
- b. Provision or replacement of buildings of comparable quality and design;*
- c. The salvage and reuse of special features within the replacement development;*

6.24 The applicant has submitted a document which considers the retention of the Waterloo Centre and façade. This document acknowledges the dangerous condition of the building and its refurbishment would be uneconomical for the following reasons:

- Cost of structural and building fabric repairs required;
- Loss of housing units with consequential loss of income;
- The internal layout of the Waterloo Centre does not easily lend itself to adaption for supported housing.

6.25 The document also considers several options for retaining the existing façades to the Waterloo Centre by setting out different floor levels. None of these are considered feasible due to the following:

- Floor levels passing across existing window openings;
- Increases in the overall height and mass of the proposed new build to the detriment of the surrounding context.

6.26 The applicant considers that the demolition of the unsafe structure remains the only viable solution to develop this site and that the proposed supported housing would repair the gap in the urban fabric and bring residential amenity to the neighbourhood. The content of this report is noted.

6.27 The Council's Conservation Advisor has stated that the submissions made by the applicant go some way to addressing the

justification for the demolition of Waterloo House, however it is not demonstrated that all the options have been explored. Whilst they have acknowledged that the likely outcome due to a combination of the degradation of the building and the associated costs to retain and repair the building in its full form would be to support demolition, their position remains that substantial harm would result from the total loss of Waterloo House.

6.28 More recently, an updated Structural Inspection and Letter Report has been undertaken dated 28 June 2023. This report relates to Waterloo House accompanies these applications to be determined. The conclusion of that report is that the property is so severely affected structurally that it is beyond repair and should be demolished. The report also states that the building is considered to be in dangerous condition and access must not be permitted. The report also notes that if the structure is allowed to remain in place, there is a high risk of uncontrolled collapse.

6.29 The report notes that the single storey structure to the right hand side is leaning outwards considerably and the side wall must be provided with shoring as a matter of urgency. The front corner of this part of the structure has also moved out by approximately 100mm at the top of the wall where the roots / trunk to the tree which is growing within the brickwork has grown larger and has forced the brickwork outward. Once the side wall is stabilised by the proposed shoring, this tree is to be removed including the roots as this issue will force the bricks out entirely causing a localised collapse. To remove the tree will require localised removal and replacement of the brickwork. Calculations for the shoring up of the building with props have been undertaken.

6.30 Further clarification has been provided from the author of the Structural Inspection and Letter Report noting that the raking shores are a temporary measure to protect the public should the structure continue to move (which has been the case for a number of years). The shoring is not designed to exert any pressure on the structure and as such will not make the whole structure any less stable until it is demolished in a controlled manner.

6.31 It was questioned whether or not other steps (short of demolition) could be employed in order to remove the danger posed by the building. The author of the Structural Inspection and Letter Report states that shoring of the structure is not achievable because the walls could collapse inwards or outwards. As the roof and floor structures within have collapsed, firstly it is not safe to enter the building to install shoring and secondly, there is no stable structure to prop back to. So there is nothing that can be done to stop the walls from falling inwards. They are

increasingly concerned about the structure because ongoing movement has been noted and further roof and floor areas have collapsed. The ongoing and more recent collapses within the Waterloo Building now pose a significant threat to the Library Building. The rot within the Waterloo Building has extended into the Library structure due to part of the Waterloo Building being constructed over the Library. The floor and flat roof over the library are rotten and at significant risk of collapse now too, due to the ongoing delays. In their professional opinion, the Waterloo Building needs to be demolished in a controlled manner before an uncontrolled collapse occurs.

6.32 Section 78(1) of the Building Act 1984 relates to emergency measures for dangerous buildings and states the following:

(1) If it appears to a local authority that—

(a) a building or structure, or part of a building or structure, is in such a state, or is used to carry such loads, as to be dangerous, and

(b) immediate action should be taken to remove the danger,

they may take such steps as may be necessary for that purpose.

6.33 The Council's Operational Director – Policy, Planning and Transportation noted the dangerous condition of the building and has determined that demolition is the only viable option to remove this danger. The scheme to shore up the most dangerous sections of the building with props would have removed the danger to that section of the building, however would not have remedied the rest of the danger.

6.34 The above legislation does not circumvent controls imposed by the planning legislation. The requirement to obtain planning permission and listed building consent is not lifted. The Council has submitted applications in this regard (refs: 23/00367/FUL and 23/00398/HBCLBC). These applications will be dealt with on their merits but do not preclude the potential for the demolition works to be carried out in advance under the above legislation. In this case, there is requirement for remedial works to the Carnegie Library building as a result of the demolition of Waterloo House which would include the infilling of openings in the Library's western elevation.

6.35 In conclusion, the value of Waterloo House is clearly set out as assessed by the Council's Conservation Advisor with its historical and evidential value being higher than its aesthetic value. Waterloo House was clearly excluded from the listing of the Carnegie Library building is therefore provided with less protection than that afforded to a listed

building. In order to ensure policy compliance in this instance, the benefits of the proposal would need to be sufficient to outweigh the harm. The dangerous condition of this building and the potential imminent demolition under emergency powers are a key factor in this case. The applicant has undertaken an investigation into the retention of the Waterloo Centre and its façade, however for the reasons already set out, this is not feasible or economical in this case. The demolition would remedy the risk currently proposed. The granting of these applications would also give the opportunity for the site to be redeveloped noting that it has been vacant for many years. This proposal would also allow the part development of a residential allocation in the DALP to help meet the boroughs need for additional dwellings over the plan period. For the reasons set out within this report, it is considered that the harm resulting from the loss of the non-designated heritage asset would be outweighed by the identified benefits in this instance.

6.36 Where harm is considered acceptable, an appropriate level of survey and recording which may also include an archaeological excavation is required. It is considered reasonable for a condition to be attached securing an appropriate level of recording noting the dangerous condition of the building. The requirement for archaeological excavation is to be considered later in the report and any requirement should be secured by condition. More detailed design consideration can be found later in the report, however it should be noted that negotiations have taken place with the applicant to deliver a building of an appropriate design quality. No special features have been identified which could be incorporated within the replacement development.

6.37 In relation to the Non-Designated Heritage Asset – Waterloo Centre, it is considered that the harm would result from its demolition, however the outlined benefits outweigh the harm that would result. Subject to the attachment of conditions relating to building recording / archaeological excavation, the proposal would be compliant with Policies CS(R)20 and HE2 of the DALP.

6.38 **Archaeology**

The Council's Archaeological Advisor notes that the application site is located within Runcorn's area of archaeological potential as outlined in the Cheshire Historic Town Survey. The Council's Archaeological Advisor has reviewed the applicant's Heritage Statement and the information held on the Cheshire Historic Environment Records, and notes that the area of the proposed new development has some potential for the below ground remains of the technical institute (Rathbone Institute) seen on the second edition OS Map which was demolished approximately 10 years ago.

6.39 As the new building would undoubtedly impact these remains, the Council's Archaeological Advisor suggests that a programme of archaeological observation is undertaken in order to identify and record these remains during key phases of development. This would likely take the form of a developer funded watching brief during key aspects of the development including initial ground clearance and excavations for foundations and services. This should be secured by condition.

6.40 In conclusion in respect of Archaeology subject to the attachment of the suggested condition, the proposed development is considered compliant with Policies CS(R)20 and HE2 of the DALP.

6.41 **Housing Mix and Specialist Housing**

During the processing of the application, further clarity has been added to the description of development on the planning application to reflect the supported living / extra care use of the apartments for which planning permission is sought.

6.42 Policy CS(R)12 (2) of the DALP states that proposals for new specialist housing for the elderly, including extra-care and supported accommodation, will be encouraged in suitable locations, particularly those providing easy access to local services and community facilities. Development proposals for specialist housing should provide adequate amenity space and parking.

6.43 The application site is a designated residential allocation in a sustainable location just over 100m from the boundary of the defined Runcorn Old Town Centre. It is accessible to local services and community facilities. The re-use of the Carnegie Library building as a community hub would further add to this. Amenity space has been designed into the proposed development including a communal garden and a roof terrace. The Council's Highway Officer raises no objection on the grounds of parking and provision would be made on site for 20 cars, 2 motorcycles and cycles.

6.44 Based on the above, the specialist housing proposed is considered to accord with Policy CS(R)12 (2) of the DALP.

6.45 **Affordable Housing**

Policy CS(R)13 of the DALP relates to Affordable Homes. Schemes including ten or more dwellings are usually expected to provide affordable housing. There is however an exception for brownfield sites. As the site subject of this application meets the definition of previously developed land as set out in NPPF and is therefore brownfield, no

affordable housing is required in this instance. The proposal in respect of affordable housing is considered to be compliant with Policy CS(R)13 of the DALP.

6.46 Community Facility

As noted previously, the site has previously been used for purposes which constitute a community facility. The site is now designated as a residential allocation and there are no operational community facilities at this site. It is also noted that when the library moved from the Carnegie Library building, it was relocated to another location within Runcorn Old Town Centre Boundary.

6.47 The relevant policy consideration for the development of new community facilities is set out in Policy HC5 of the DALP. This is not located within a town, district or local centre, however it is located just over 100m from the boundary of the Runcorn Old Town Centre as identified in Policy CS(R)5 of the DALP and is therefore considered adjacent. On this basis the below wording from Policy HC5 (3) of the DALP is relevant:

The Council will support the development of new Community facilities, within or adjacent to the town centres, district and local centres identified in policy CS(R)5 and on sites allocated in policy HC2 , or the enhancement , extension or refurbishment of an existing Community Facility, provided that:

- a. The facility is accessible by walking, cycling and public transport.*
- b. The proposal would not give rise to significant traffic congestion or road safety problems.*
- c. Any new buildings, extensions and structures are well designed, of an appropriate scale, in keeping with the character of the area and appropriately landscaped.*

6.48 The proposed community hub is considered to be accessible by walking, cycling and public transport by virtue of its sustainable location close to the Runcorn Old Town Centre. The proposed community hub is unlikely to give rise to significant traffic congestion or road safety problems based on users likely to reside locally. It should also be noted that the Council's Highway Officer raises no objection to the proposed development. The proposed community hub would bring the long-term vacancy of the listed building to an end and the alterations are considered sympathetic and in keeping with the character of the area.

6.49 Based on the above, the proposed community facility is considered to be compliant with Policy HC5 of the DALP.

6.50 Residential Greenspace

Policy RD4 of the DALP relates to Greenspace Provision for Residential Development. All residential development of 10 or more dwellings that create or exacerbate a projected quantitative shortfall of greenspace or are not served by existing accessible greenspace will be expected to make appropriate provision for the needs arising from the development, having regard to the standards detailed in table within the policy. The proposed development is 29 supported living / extra care apartments and the policy is therefore applicable as it exceeds the threshold and does not form one of the types of residential developments that will not require open space contributions.

6.51 The proposed development does not look to provide Greenspace to meet the Residential Development Standards on the application site. The policy wording above is clear that appropriate provision should be made where a development would create or exacerbate a projected quantitative shortfall of greenspace. Within the wider neighbourhood comprising the former wards of Mersey, Heath, Halton Broom and Grange, a deficit is identified in the Provision for Children and Young People, Parks and Gardens, Natural and Semi Natural and Allotments typologies. Looking at this on a more localised level, there are at least two facilities for Children and Young People within 800m of the site (Dukesfield Playground and Trinity Garden Playground), the site is less than 170m from the nearest Parks and Gardens, it is also located less than 740m from the nearest Natural and Semi Natural site. Heath Road allotments, Westfield Road allotments and allotments near Old Coach Road are within the accessibility standard.

6.52 Based on the application site being within the accessibility standard of the relevant greenspace typologies, it is not considered that it would be reasonable to seek additional greenspace provision in this instance nor could a refusal on this basis be sustained. It is therefore considered that the proposal is compliant with Policy RD4 of the DALP.

6.53 Design and Layout

During the processing of the application, the proposal has been amended to reduce the scale and mass of the proposed building which has resulted in the number of residential units reducing from 36 to 29 as well as the setting back of the 2nd floor accommodation and revised roof material. The applicant has also attempted to break up the Waterloo Road elevation into domestic scale modules to reflect the terraced building in the surrounding area. The Egerton Street elevation has been amended to ensure that complements rather than competes with the Carnegie Library elevation through its scale, mass and detailing. There

is now a 2.75 metre gap between the proposed building and the Carnegie Library.

6.54 It is now considered that the proposed development has been designed to provide active frontages to both Egerton Street and Waterloo Road as well as improved relationships with existing buildings adjacent to the site including the Carnegie Library building.

6.55 The applicant's Design and Access Statement sets out the likely palette of external facing materials including a red multi brick with dark grey mortar and zinc cladding for the inset roof element. This is considered to be acceptable in principle and would result in appropriate external appearance in this locality. The precise details of external facing materials to be used should be secured by condition.

6.56 The proposal would provide parking space for the apartments in the north section of the site. This would be positioned in a manner which would not be unduly prominent and logical in layout terms. The communal garden would be concealed within the site and is again logical in layout terms.

6.57 The retained Carnegie Library building would be subject to refurbishment and remedial works. As set out in the earlier assessment, the detail to ensure that the proposal is acceptable from a design perspective and ensure the safeguarding / enhancement of the listed building should be secured by condition.

6.58 In conclusion, the design and layout of the proposed development is considered acceptable in compliance with Policies CS(R)18 and GR1 of the DALP and the Design of Residential Development SPD.

6.59 **Amenity**

The application site is a residential allocation and is within a predominantly residential area. The principle of the residential development proposed in respect of amenity is considered to be acceptable. The proposed community hub is a use which is compatible with a residential land use and is therefore considered to be acceptable.

6.60 The locality predominantly comprises of terraced buildings which are either located at the back of the footway or have a small setback. Plot lengths in the locality are also limited. The result of this is that separation distances do not generally meet the guidelines in the Council's Design of Residential Development SPD. Paragraph 6.24 of the SPD does however note that the application of minimum distances between habitable rooms has not always adequately addressed privacy and made it difficult to achieve other design principles. It then goes on

to state that if adequate separation distances are not met, it is the responsibility of the applicant to demonstrate through the development application how they have achieved privacy and outlook for existing and new residents.

6.61 The SPD also states the following: *In any case where it may be accepted that the development does not satisfy the minimum separation distances, the Council will utilise the 25-degree assessment to ensure suitable daylight is maintained to any habitable rooms within developments. This approach applies where any potentially affected habitable room window will, as a result of the development, directly face another building, wall or other structure. It is considered that suitable daylight is achieved where a clear unobstructed view above a line of 25-degree from the horizontal is maintained from the centre of the lowest level habitable room window as indicated in the diagram below. The impact of the height, scale and massing of a development should be considered in specific relation to an individual site and its surroundings. These privacy standards will be enforced more stringently to protect the amenity and outlook of existing neighbours adjoining development sites. A much greater degree of flexibility will be allowed within new developments where the Local Planning Authority is satisfied that separation distances can be justified through quality urban design and an innovative approach.*

6.62 In terms of resultant relationships, there are three key ones to consider the suitability of. The applicant has undertaken the above referenced 25-degree assessments for each one.

6.63 Firstly, considering the relationship between the front elevation of terrace containing numbers 23-37 Waterloo Road which face Waterloo House and previously faced the Rathbone Institute, the building for which planning permission is sought would result in not dissimilar separation to that which currently exists. It should also be noted that both buildings referenced whilst only being two storey were both grand structures and were elevated compared to the terrace opposite. The proposed building is three storey in height, however the second floor of the building is inset further to reduce its impact both visually and also in terms of amenity. The applicant's 25-degree assessment does show that the very top of the building does cut the 25-degree line drawn from the lowest level habitable room window, however based on the character of the area and the separation distances historically, it is not considered that the impact of this interrelationship would be significantly detrimental to warrant the refusal of the application and is therefore considered to be acceptable.

6.64 Secondly, considering the relationship between the properties to the north of the application site, no.26 Waterloo Street has a blank gable facing and would not be unduly impacted by the proposed development. The resultant relationship would be better in amenity terms than that experienced prior to the demolition of the Rathbone Institute. The relationship which needs considering more closely is rear of the terrace on Canon Street (in particular number 20 and 22) and the building for which planning permission is sought. The applicant's 25-degree assessment does show that the very top of the building does cut the 25-degree line drawn from the lowest level habitable room window, however based on the character of the area and noting the siting of the Rathbone Institute previously, it is not considered that the impact of this interrelationship would be significantly detrimental to warrant the refusal of the application and is therefore considered to be acceptable.

6.65 Thirdly, considering the relationship between no.22 Waterloo Road which has its gable end at the back of the footway on the southern side of Egerton Street and the building for which planning permission is sought, the applicant notes that there are two secondary windows at ground floor level and a bedroom window at first floor level. The submitted plans note that the separation distance between the gable of no.22 Waterloo Road and the building for which planning permission is sought would be 8.7m. This is significantly below the guidelines in the Council's Design of Residential Development SPD, however is reflective of the separation to the Waterloo Centre. Noting the relationship with the adjacent Carnegie Library building and also the separation distance across Egerton Street, the scale and massing of the proposed development in the Egerton Street elevation has been reduced so that it is two storey in height with an additional storey which is set back by over 3 metres and the flat roof utilised as a roof terrace. The Egerton Street elevation whilst creating interest through the use of mock windows, limits the number of window openings in this elevation. These include entrance lobby, office, communal lounge and stairwell/landing. The applicant's 25-degree assessment shows that the proposed building does not cut the 25-degree line drawn from the lowest level habitable room window (in this case the first floor bedroom window at no.22 Waterloo Road). If the assessment would have been done from the ground floor windows which the applicant has considered to be secondary openings, the building would cut a 25-degree line drawn from those openings. Based on the historic character of the area, the close proximity of buildings to each other and the reduced scale of the proposed development so that it would not be significantly higher than the Waterloo Centre, it is not considered that the impact of this interrelationship would be significantly detrimental to warrant the refusal of the application and is therefore considered to be acceptable.

6.66 In conclusion in respect of amenity, it is considered that an appropriate standard of amenity would be provided for both existing and future residents in terms of privacy and outlook. Following the reduction in scale and footprint of the proposed development, it is considered that sufficient outdoor amenity space in the form of the communal garden and the roof terrace would be provided for the residents of the new development and that they would be suitably functional. The proposal whilst being on a wider residential allocation is not considered to preclude the other parts of the allocation coming forward for development based on access and relationship to existing development. The proposal is therefore considered to be compliant with Policy GR2 of the DALP and the Design of Residential Development SPD.

6.67 Landscaping, Trees and Boundary Treatments

The application is accompanied by an Arboricultural Impact Assessment and Method Statement. The proposed development would result in the loss of two trees. Tree T9 is a Purple Plum and has suppressed form due to its location beneath the canopy of Tree T10, it has an asymmetric crown and no long-term viability (Category C2). Tree T10 is a Cherry, has been topped in the past, is of poor structural form and no long-term viability (Category B2). The Council's Open Spaces Officer raises no objection to their removal subject to replanting taking place. This can be secured through a soft landscaping plan condition as a detailed scheme for the site has yet to be presented. It is likely that such provision would be achieved within the communal garden area.

6.68 There are a number of trees adjacent to the site which could be impacted by the proposed development. In order to ensure their protection and longevity, it is considered reasonable to secure tree protection measures throughout the construction period as set out in the applicant's Arboricultural Impact Assessment and Method Statement.

6.69 The proposed site plan and elevation studies give some detail as to where boundary treatments including gates would likely be positioned, however the details regarding heights, materials and external finishes are yet to be defined. The principle of the boundary treatments show are acceptable, however a detailed boundary treatments scheme would need to be secured by condition to ensure they are high quality and reflective of the character and appearance of the area.

6.70 In conclusion in respect of landscaping, trees and boundary treatments, the proposal subject to the conditions suggested is considered to be acceptable and in compliance with Policies CS(R)20, CS(R)21, HE5, GR1, GR2 and GR3 of the DALP.

6.71 Highways and Transportation

The application is supported by a Transport Statement. This briefly describes the site and surrounding area, the proposals and proposed access arrangements, reviews parking provisions and considers the potential effect of the proposals on highway safety in the context of the National Planning Policy Framework.

- 6.72 The proposed development would benefit from easy access to the walking and cycling network in the locality. Cycle parking for 6 cycles is shown in the parking area to encourage access by sustainable modes. The Council's Highway Officer has suggested that additional cycle parking provision for visitors/short-term, suggested to be in the courtyard, separate from the staff/long-term cycle parking, is required and that this should be secured by condition. The scheme to be submitted should include details of CCTV mentioned by the applicant, for additional surveillance/security, for the cycle storage facility in the rear parking area.
- 6.73 The site is in close proximity to the Runcorn Old Town Centre and Runcorn Station giving access to the bus and rail network.
- 6.74 Vehicular access to the site would be gained from Waterloo Road. The Council's Highway Officer raises no objection to this access arrangement. The creation of a new access onto Waterloo Road will require off-site highway works to be undertaken. It is considered that a condition securing the submission of a detailed scheme is required.
- 6.75 Parking provision for 20 cars (8 of which would be disabled sized bays) in addition to 2 motorcycle spaces is shown on the submitted plans. This represents a significant increase to that originally proposed. The Council's parking standards are set out in Appendix D of the DALP. The proposed 29 one-bedroom supported living / extra care apartments do not neatly align with the use descriptions set out and it is important to note the site whilst not being Town Centre is only just 100m from the Town Centre boundary. Based on the parking standard for apartments, 1 space per apartment would be required (29 spaces), however this is lower for a Town Centre at 0.5-1.0 spaces per apartment (15-29 spaces). The parking requirement for residential institutions based on the number of beds if it were to be considered against that standard would result in the scheme having sufficient parking. Taking into account the use and the varying level of care which could be provided and the site's location in close proximity to the Town Centre, the level of parking proposed is considered to be acceptable.
- 6.76 The level of parking spaces per apartment is now similar to that granted by the Council on other extra care schemes which have previously been granted in the borough. The layout of the proposed

parking area is considered functional for the proposed development. The Council's Highway Officer has stated that the development as proposed and any shortfall in on-site parking (based on the parking requirement to apartments outside a Town Centre) would not be significant to the local network nor create undue on-street parking pressures to the inconvenience of local residents in the vicinity of the site, nor severe highway safety for highway users. It is considered that a condition should be attached securing the implementation and future maintenance of the parking provision shown on the submitted plans.

6.77 The Council's Highway Officer has requested that a car park management plan would be required by condition should the site be used as apartments falling within Use Class C3. Clarity has been added to the description by the applicant to confirm that this proposal is for supported living / extra care which is considered to be a mix between Use Class C2 and Use Class C3 (a sui generis use). On this basis, it is not considered that a condition is necessary.

6.78 The Council promotes the use of Ultra Low Emission Vehicles. The applicant is now looking to ensure that four of the parking bays have electric vehicle charging provision. No detail is provided on the specification of the infrastructure to be introduced, however this should be secured by condition.

6.79 The Council's Highway Officer has requested a condition securing the submission of a Construction Management Plan. This suggestion is considered reasonable.

6.80 In conclusion in respect of highways and transportation, subject to the attachment of the suggested conditions, the proposed development is considered to be acceptable in compliance with Policies CS(R)15, C1, C2 and GR1 of the DALP.

6.81 **Ecology**

The application is accompanied by an Ecological Statement, Bat Activity Surveys and a Nocturnal Bat Survey.

6.82 The development site is located in close proximity to the following European designated sites:

- Mersey Estuary SPA (400m)
- Mersey Estuary Ramsar (400m)

6.83 For residential development in the above areas, proportionate assessment of recreational disturbance impacts on the coastal designated sites resulting from the development is required via the

Screening stage of the Habitats Regulations Assessment, as required under the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations'). Natural England have stated in their consultation response Under Regulation 63 of the Habitat Regulations the determination of likely significant effect is for the competent authority, in this case the Local Planning Authority. If your authority can be satisfied that the proposal can conclude no likely significant effects there is no further need to consult Natural England.

6.84 The Council's Ecological Advisor has considered the proposals and the possibility of likely significant effects on European sites using the source-pathway-receptor model. They advise that there is no pathway that could result in likely significant effects on the European sites and the proposals do not warrant a detailed Habitats Regulations Assessment for the following reasons:

- Limited direct accessibility to European sites due to the Manchester Ship Canal,
- Low recreational pressure impacts from the additional care nature of this residential development, as it is unlikely that new homeowners will travel to European sites; and,
- Provision of SANGs within development i.e. courtyard garden.
- Nearest 'gateway access' point is Wigg Island which has moderate access to the European Sites.

6.85 Based on the above assessment, the Council conclude no likely significant effects on European sites using the source-pathway-receptor model and there is no further need to consult Natural England.

6.86 The applicant has undertaken a number of bat surveys to accompany the application. The Council's Ecological Advisor has commented that the updated emergence and re-entry survey were conducted by suitably qualified ecologists with the most recent being 21/06/2023. The report states that no bats were recorded emerging from, or re-entering, the building during the updated surveys. The Council's Ecological Advisor has stated that the Council does not need to consider the proposals against the three tests (Habitats Regulations).

6.87 The ecological observations received state that the building should be demolished removed during the period between November and February. If this is not possible, a licensed bat ecologist is required to directly supervise the removal of the roof as set out within the Recommendations section of the survey report. This can be secured by a suitably worded planning condition.

6.88 The report categorises the building as having high suitability for roosting bats and this habitat will be lost to facilitate development. To compensate for this loss, bat box provision as recommended in the applicant's report should be secured by condition.

6.89 Habitats adjacent to the site provide foraging habitat for bats. Lighting for the development may affect the use of this area so a lighting scheme to protect ecology should be secured by condition.

6.90 Built features or vegetation may provide nesting opportunities for breeding birds and a condition securing appropriate protection is suggested. As the proposal would result in a loss of breeding bird habitat, mitigation in the form of bird nesting boxes should be secured by condition.

6.91 It is acknowledged that the proposed development would impact existing habitat on the application site, however it is considered that there is sufficient potential to mitigate for this loss on the application site which should be demonstrated through a Biodiversity Net Gain Plan secured by condition.

6.92 In conclusion in respect of ecology, subject to the conditions suggested, it is considered that the proposed development is compliant with Policies CS(R)20 and HE1 of the DALP.

6.93 Ground Contamination

The application is accompanied by a site investigation report. The proposal includes residential use (apartment units) along with landscaped/garden areas, which is a land use that is considered to be sensitive to the presence of contamination.

6.94 The applicant's report recommends that the current near surface soils are not suitable for the proposed end use, and that some form of remediation will be necessary.

6.95 The Council's Contaminated Land Officer has reviewed the applicant's submission and raises no objection to the proposed development subject to conditions requiring further investigation and the development and submission of a remediation strategy and the submission of a verification report to demonstrate that the remedial objectives have been met.

6.96 In conclusion in respect of ground contamination, subject to the conditions suggested, it is considered that the proposed development is compliant with Policies CS23 and HE8 of the DALP.

6.97 Drainage and Flood Risk

The LLFA have commented that the information presented with regard to drainage and flood risk is limited to statements within the design and access statement. It is identified that the site is within flood zone 1 and is at low risk of flooding and it is stated that the drainage design would include a sustainable drainage strategy for the building.

6.98 The LLFA note that as the development is less than 1ha and is within Flood Zone 1, no flood risk assessment is required. The LLFA agrees that the development would be suitable in terms of flood risk.

6.99 The LLFA note that a drainage strategy would be required prior to the commencement of development. This strategy should demonstrate that the risk of surface water flooding to the development would remain low for its design life and that it would not increase flood risk elsewhere. This should be secured by condition along with verification reporting. United Utilities have also suggested that a drainage scheme be secured by condition along with a condition stating that foul and surface water shall be drained on separate systems. The suggested conditions from United Utilities are considered to be reasonable.

6.100 In conclusion in respect of drainage and flood risk, subject to the attachment of conditions suggested, it is considered that the proposed development is compliant with Policies CS23 and HE9 of the DALP.

6.101 Noise

As noted earlier in the report, this site is a residential allocation and is in a predominantly residential area. The principle of residential development is considered to be acceptable. The application is not accompanied by any acoustic risk assessment to consider any mitigation required to ensure that noise levels inside the proposed residential apartments do not exceed those specified in BS8233:2014.

6.102 In terms of potential noise impact, the Council's Environmental Health Officer notes that the west boundary of the site is located approximately 70m from the Queensway (A533) flyover leading from the Silver Jubilee Bridge. They indicate that the proximity to the Queensway flyover could give rise to unacceptably high noise levels within the development properties, particularly to those on the 2nd floor and towards the north of the proposed development, who may have an unobstructed line of sight to the flyover given their elevated position.

6.103 Being mindful of the fact that at the time of the submission of this application, the Silver Jubilee Bridge was closed to traffic, so an acoustic

report would have had little relevance to the future noise levels that the occupants would be exposed to, the Council's Environmental Health Officer does not raise an objection to the proposed development subject to a condition which requires an acoustic risk assessment to be undertaken along with any mitigation required prior to first occupation. It is considered reasonable to restrict hours of construction and associated activities to minimise impacts on neighbours during that phase.

6.104 The use of the Carnegie Library as community hub is considered sympathetic to surrounding land uses and would not be significantly detrimental in terms of noise or to the amenity of the locality.

6.105 In conclusion in respect of noise, subject to the attachment of the attachment of the suggested conditions, it is considered that the proposed development is compliant with Policies CS23 and HE7 of the DALP.

6.106 **Air Quality**

The Council's Environmental Health Officer has commented that they do not consider that an operational phase air quality assessment report for a development of this size is required.

6.107 The Council's Environmental Health Officer advises that appropriate consideration must be given to dust management during the construction and demolition phase of the development, particularly given the scale of demolition works taking place and built up nature of the area immediately surrounding the development site. This can form part of a Construction Management Plan which should be secured by condition.

6.108 In conclusion in respect of air quality, subject to the attachment of the Construction Management Plan condition, it is suggested that the proposed development is compliant with Policies CS23 and HE7 of the DALP.

6.109 **Major Accident Risk**

The application site is located within a consultation zone surrounding COMAH sites which requires consultation with the Health and Safety Executive (HSE).

6.110 Policy CS23 (b) of the DALP states:

To prevent and minimise the risk from potential accidents at hazardous installations and facilities, the following principles will apply:

- Minimisation of risk to public safety and property wherever practicable.
- Controlling inappropriate development within identified areas of risk surrounding existing hazardous installations or facilities, to ensure that the maximum level of acceptable individual risk does not exceed 10 chances per million and that the population exposed to risk is not increased
- Ensuring that any proposals for new or expanded hazardous installations are carefully considered in terms of environmental, social and economic factors.

6.111 Following the principles set out above, the proposed development would not expose the population to an individual risk exceeding 10 chances per million and therefore minimises risk to public safety. It is noted that the HSE do not advise on safety grounds against the granting of planning permission in this case. Based on the above, the proposal is considered compliant with Policy CS23 of the DALP and the Planning for Risk SPD.

6.112 **Crime Reduction**

Policy GR1 of the DALP states that development must be designed to reduce the fear of crime by promoting safe and connected environments. The suitability of the proposed layout has been considered earlier in the report. It is considered that proposal is designed in a way which reduces the fear of crime by promoting safe and connected environments and the detailing (some of which would be secured by condition) would ensure the scheme delivers in this regard.

6.113 The Crime Reduction Officer at Cheshire Constabulary has commented on the applications a number of times. Their observations relate to the detailing of the scheme rather than anything fundamental which would warrant any significant amendments to the proposal. Based on this, it is considered reasonable to attach the observations received as an informative on the planning decision notice. Certain points such as boundary treatments would be dealt with by condition and the observations made by Cheshire Constabulary would help inform suitable detailing.

6.114 In conclusion in respect of crime reduction, subject to the observations of Cheshire Constabulary being taken into account in subsequent condition discharge applications, it is considered that the proposed development would be compliant with Policies CS(R)18 and GR1 of the DALP and the Design of Residential Development SPD.

6.115 Sustainable Development and Climate Change

Policy CS(R)19 of the DALP requires development to be designed to have regard to the predicted effects of climate change. The applicant's Design and Access Statement contains a section relating to sustainability. It indicates that the applicant intends to take on board the principles of the former Code for Sustainable Homes and that the development will comply with the Building Regulations at the time of submission. It also explains how the development would be energy efficient through a fabric first approach and the use of large windows to maximise natural daylight and controlled solar gain. It also indicates that the applicant will explore renewable energy options during the technical design phases. The applicant also intends to source construction materials having regard for their sustainable credentials.

6.116 The attachment of a condition securing the submission of a detailed scheme which builds on the detail set out along with their subsequent implementation will ensure compliance with Policy CS(R)19 of the DALP.

6.117 Waste Management

The proposal is major development and involves excavation and construction activities which are likely to generate significant volumes of waste. The Council's Waste Advisor has advised that evidence through a waste audit or similar mechanism to comply with policy WM8 of the Merseyside and Halton Joint Waste Local Plan (WLP) and the National Planning Policy for Waste (paragraph 8) should be secured by condition. In terms of operational waste management, it is considered that there will be sufficient space for the storage of waste including separated recyclable materials as well as access to enable collection as shown on the proposed site plan in order to demonstrate compliance with Waste Local Plan Policy WM9.

6.118 In conclusion in respect of waste management, the proposed development is considered acceptable in compliance with Policies WM8 and WM9 of the WLP and Policy CS24 of the DALP.

7 CONCLUSIONS

7.1 The proposed development would deliver 29 one-bedroom supported living / extra care apartments on a residential allocation within a wider area which is predominantly residential in nature.

7.2 The proposed refurbishment of the Grade II listed Carnegie Library building to provide a new community hub is welcomed as the renovation and re-use of the building would bring with it several positive benefits

both to the historic building and the community in continuing the philanthropic works of its original benefactor, Andrew Carnegie. The proposed community hub would be accessible by walking, cycling and public transport by virtue of its sustainable location close to the Runcorn Old Town Centre and is unlikely to give rise to significant traffic congestion or road safety problems based on users likely to reside locally. The proposed use is also considered sympathetic to surrounding land uses. It is not considered that the use of the Carnegie Library building as a community hub would preclude the implementation of wider residential allocation.

7.3 The proposal would result in the demolition of Waterloo House. Waterloo House was clearly excluded from the listing of the Carnegie Library building. This building is considered to be a non-designated heritage asset and its values are set out in the report with its historical and evidential value being higher than its aesthetic value. In order to ensure policy compliance in this instance, the benefits of the proposal would need to be sufficient to outweigh the harm. The dangerous condition of this building is a key factor in this case. The applicant has undertaken an investigation into the retention of the Waterloo Centre and its façade, however this is not feasible or economical. The demolition would remedy the risk currently proposed. The granting of these applications would also give the opportunity for the site to be redeveloped noting that it has been vacant for many years. This proposal would also allow the part development of a residential allocation in the DALP to help meet the boroughs need for additional dwellings over the plan period. For the reasons set out, it is considered that the harm resulting from the loss of the non-designated heritage asset would be outweighed by the identified benefits in this instance.

7.4 During the processing of the application, the proposal has been amended to reduce the scale and mass of the proposed building which has resulted in the number of residential units reducing from 36 to 29 as well as the setting back of the 2nd floor accommodation and revised roof material. The applicant has also attempted to break up the Waterloo Road elevation into domestic scale modules to reflect the terraced building in the surrounding area. The Egerton Street elevation has been amended to ensure that complements rather than competes with the Carnegie Library elevation through its scale, mass and detailing. There is now a 2.75 metre gap between the proposed building and the Carnegie Library.

7.5 The proposed development would ensure that an appropriate standard of amenity would be provided for both existing and future residents in terms of privacy and outlook. Sufficient outdoor amenity space in the

form of the communal garden and the roof terrace would be provided for the residents of the new development and the site is accessible to a range of greenspaces within the locality.

7.6 The site is located in a sustainable location close to Runcorn Old Town and the proposed development would provide sufficient off-street parking provision to satisfy the Council's Highway Officer.

7.7 Based on the above assessment, the proposed development is considered acceptable and both the planning application and the listed building consent application are recommended for approval.

7.8 Below sets out the requirements to notify the Secretary of State on the Listed Building Consent application:

7.9 Section 13 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) sets out the duty to notify Secretary of State of applications.

7.10 The Arrangements for Handling Heritage Applications – Notification to Historic England and National Amenity Societies and the Secretary of State (England) Direction 2015 states that Section 13 of the Act does not apply to applications for listed building consent:

- (a) to carry out excluded works; or
- (b) to carry out works other than excluded works, where the local planning authority has not received an objection in relation to the applications notified by them under

7.11 Excluded works means works for demolition, alteration or extension of a grade II (unstarred) listed building which do not comprise or include relevant works. It was established earlier in the report that the works to the Carnegie Library building for which listed building consent is being sought are not relevant works. On this basis, the works subject of this listed building consent application are excluded works and therefore the Council does not need to refer the application to the Secretary of State in this instance should the Committee resolve to grant the application.

8 RECOMMENDATION

20/00476/FUL – That the application be approved subject to conditions:

1. Time Limit
2. Approved Plans

3. Use Restriction – Community Hub – Use Class F2(b) – Halls of meeting places for the principal use of the local community
4. Existing and proposed elevation drawings to show areas of repair and change. Including elevation drawing of the infill section where link removed between the Carnegie Library and Waterloo House
5. Elevation and section of no more than 1:20 of proposed new window to infilled section of the Carnegie Library.
6. Building Recording – Waterloo House
7. Archaeological Watching Brief
8. External Facing Materials
9. Implementation of Tree Protection Measures
10. Boundary Treatments Scheme
11. Soft Landscaping Scheme
12. Off Site Highway Works
13. Parking and Servicing Provision
14. Electric Vehicle Charging Point Scheme
15. Cycle Parking Scheme
16. Construction Management Plan
17. Construction Hours
18. Site Waste Management Plan/ Audit
19. Demolition between November-February or Licenced Bat Ecologist Present
20. Bat Box Scheme
21. Lighting Scheme to Protect Ecology
22. Breeding Bird Protection
23. Bird Nesting Box Scheme
24. Biodiversity Net Gain Plan
25. Additional Site Investigation / Remediation Strategy / Verification Reporting
26. Drainage Strategy
27. Separate System for Foul and Surface Water Drainage
28. Acoustic Risk Assessment
29. Sustainable Development and Climate Change Scheme

Informatives

1. Bat Informative
2. Highway Informative
3. Cheshire Constabulary Informative
4. Cadent Gas Informative
5. United Utilities Informative

20/00477/LBC – That the application be approved subject to conditions:

1. Time Limit
2. Approved Plans

3. Existing and proposed elevation drawings to show areas of repair and change. Including elevation drawing of the infill section where link removed between the Carnegie Library and Waterloo House
4. Updated and detailed schedule of works for each area of work in the Carnegie Library including photographs and methodology
5. Elevation and section of no more than 1:20 of proposed new window to infilled section of the Carnegie Library
6. Details and drawing of new gate to top of spiral stair and fencing to Egerton Street elevation
7. Details of secondary glazing to all windows
8. Details of any new doors to be added (internal or external)
9. Methodology for vegetation removal

9 **BACKGROUND PAPERS**

The submitted planning applications are background papers to the report. Other background papers specifically mentioned and listed within the report are open to inspection at the Council's premises at Municipal Building, Kingsway, Widnes, WA8 7QF in accordance with Section 100D of the Local Government Act 1972

10 **SUSTAINABILITY STATEMENT**

As required by:

- The National Planning Policy Framework (2023);
- The Town and Country Planning (Development Management Procedure) (England) Order 2015; and
- The Planning (Listed Buildings and Conservation Areas) (Amendment) (England) Regulations 2015.

This statement confirms that the local planning authority has worked proactively with the applicant to secure developments that improve the economic, social and environmental conditions of Halton.