

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141151/LO/2024
Date registered valid: 14 May 2025
Proposal: Listed Building Consent for proposed external and internal alterations
Address: Victoria Station, Manchester, M3 1WY
Ward(s): Deansgate Ward

Applicant: Mr William Brand Vextrix Management Ltd
Agent (if any):
Case officer: Michael Pearson
Tel: 0161 219 2735
Email: michael.pearson@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 18/09/2025

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:

Printed: 22 May 2025 Expired: 13 June 2025

Neighbour notifications

Printed: 22 May 2025 Expired: 13 June 2025

Site notice

Posted: 22 May 2025 Expired: 13 June 2025

Press advert

Published: 27 May 2025 Expired: 17 June 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application relates to the Grade II listed Victoria Railway Station. The property consists of a variety of buildings of varying ages, the oldest of which is the former booking office, that fronts out onto the corner of Hunts Bank and Victoria Station Approach and dates from 1848 with 1865 upper floor extension. The main body of the station, this being the Victoria Buildings, dates from the station's major remodelling in 1909. The station then went through significant renovation in the 2010's with the removal of the Edwardian train sheds to the rear of the site and its replacement with a modern glazed roof structure. The application concerns the original 1848 construction and more modern 1909 addition. The site was a former book seller's premise, now in use as offices associated with the running of the station. The building has been subject to heavy intervention internally, with original finishes having largely been removed and historic floor pattern heavily altered.

Listed building: Grade II

Conservation area: Cathedral Conservation Area 1972

Tree Preservation Order: Not applicable

Description of area

The application site and neighbouring area lie at the northern edge of Manchester City Centre, where the high density development of said centre borders Salford across the River Irwell, and gradually gives way to smaller scale development to the north and north-west to the neighbourhoods of Red Bank and Cheetham Hill. Built development is varied in character, age, scale and design. More modern buildings form the immediate surroundings around the application site, this includes the Manchester Arena, Stoller Hall and the New-Vic apartment complex. More historic development is then situated to the south of the site in the form of the Grade I listed

Cheetham's School of Music. Neighbouring uses are largely commercial, with the exception of residential accommodation present on the grounds of Cheetham's and the New-Vic apartment complex.

Description of development

The application seeks listed building consent for internal and external alterations to the former Bookstall and booking office.

Works to the former 1848 booking office consist of the removal of non-original partitions and ceiling and floor finishes. An existing non-original doorway would be closed up to create a segregated office/store and accommodation space. New partitions would then see the creation of a new kitchenette, meeting room, office and prayer room. A former opening in the platform elevation of the building would be opened back up with traditional doorway and timber window above. An additional existing door and boarded up fanlight would be removed and replaced with a matching traditional doorway and timber window to the aforementioned. Redundant inlet and outlet points would be removed from the platform elevation of the property and be replaced with glazing.

Other works would see the insertion of a new ticket window within the 1909 construction of the ticket office, with an existing doorway being closed up to create an enclosed space to be used as retail. A new internal doorway to the proposed ticket window would be introduced.

Planning History

A high number of applications are on record for the application site, the most relevant of which are show below:

139343/LO/2024 - Listed Building Consent for internal non structural fit-out – Approved October 2024.

118423/LO/2017 - LISTED BUILDING CONSENT for the installation of 2 no. replacement ticket vending machines, 2 no. new ticket vending machines, smart retail wall and 13 no. wireless access points for Internet access inside station building – Approved March 2018.

107009/LO/2014/C1 - LISTED BUILDING CONSENT for internal works associated with conversion of former First Class Refreshment Room to coffee shop – Approved November 2014.

100356/LO/2012/C1 - LISTED BUILDING CONSENT Redevelopment of railway station comprising demolition and replacement of the existing train shed roof and replacement with a new roof structure, provision of a new link bridge to the Arena, reconfiguration and refurbishment of the concourse, provision of new passenger facilities, refurbishment of heritage features including Heritage rooms, Soldier gate, memorial wall and ancillary works. The scheme also includes the provision of additional Metrolink tracks and platforms within the station – Approved December 2012.

100355/FO/2012/C1 - Redevelopment of railway station comprising demolition and replacement of the existing train shed roof and replacement with a new roof structure, provision of a new link bridge to the Arena, reconfiguration and refurbishment of the concourse, provision of new passenger facilities, refurbishment of heritage features including Heritage rooms, Soldier gate, memorial wall and ancillary works. The scheme also includes the provision of additional Metrolink tracks and platforms within the station – Approved December 2012.

095939/LO/2011/C1 - LISTED BUILDING CONSENT for internal alteration associated with the installation of comfort cooling to staff areas and the installation of 4 external air conditioning units, timber screen and alteration of 2 windows to accommodate associated ductwork – Approved August 2011.

095938/FO/2011/C1 - Installation of 4 new air conditioning units to serve internal staff areas, erection of timber screen and alteration of 2 windows to accommodate associated ductwork – Approved August 2011.

032594 - LISTED BUILDING CONSENT Change of use from a stockroom/bookstall to a stockroom/offices removing counter front and installing traditional shopfront facade maintaining marble/mosaic cladding – Approved February 1989.

032697 - Alterations to existing bookstall to form stock and office accommodation – Approved October 1988.

Consultations & Notification Responses

Publicity – A site notice and press notice were issued, as well as neighbour notification letters sent to nearby properties. No representations were received.

Network Rail – No objection received.

Transport for Greater Manchester/Metrolink – No objection.

Policy

The Places for Everyone Plan - Joint Development Plan Document, for nine of the 10 boroughs which make up Greater Manchester adopted on 21st of March 2024:

- Policy JP-Strat2 – City Centre
- Policy JP-P2 – Heritage

The Manchester Core Strategy – Development Plan Document 2012-2027 (“the Core Strategy”) was adopted by the City Council on the 11th of July 2012:

- Policy SP1 – Spatial Principles
- Policy EC1 – Employment and Economic Growth in Manchester
- Policy EC3 – The Regional Centre
- Policy CC1 – Primary Economic Development Focus (City Centre and fringe)
- Policy CC2 – Retail
- Policy CC4 – Visitors – Tourism, Culture and Leisure
- Policy CC9 – Design and Heritage
- Policy CC10 – A Place for Everyone
- Policy EN1 – Design Principle and Strategic Characters Areas
- Policy EN3 – Heritage
- Policy DM1 – Development Management

The Unitary Development Plan for Manchester – For the reasons outlined below the following saved UDP Policies are of relevance to this application:

- Policy DC18 – Conservation Areas
- Policy DC19 – Listed Buildings

National Planning Policy Framework (NPPF)

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

Other Legislative Requirements

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (LBCA Act) states that in considering whether to grant Listed Building Consent for any works the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 of the LBCA Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting.

Section 72 of the LBCA Act requires the local planning authority to have pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

Issues

Impact upon Heritage Asset

Victoria Railway Station is a listed building of high significance, representing the growth of the railway industry and its key role within the industrialisation and expansion of Manchester. Whilst the station has been subject to heavy modern intervention, the 1848 booking office and former booksellers still contribute a highly to the asset's significance with their ornate facades and the link that they provide to the historic layout of the station. Notwithstanding this, the station building has been subject to various unsympathetic internal fitouts since the post-war period and also features multiple non-original doors and inlet and outlet points that detract from the significance of the building.

External alterations to the station building would include the insertion of a new timber ticket desk to the station's former book stall, insertion of 2no new timber doors with fanlights seeing the replacement of a bricked upped former opening and a non-original door, as well as the removal of redundant inlet and outlet points on the property's windows. The insertion of a new ticket desk within the timber frontage of the previous book stall is considered, subject to a condition that would control its final material finish, to incur a low level of less than substantial harm, unbalancing the frontage of the elevation slightly, though not harming original historic material. The removal of non-original brick and a non-original doorway, as well as the reinstatement of an original opening on the station building's elevation to platform 3a is considered to have a positive impact on the significance of the listed building, though this being subject to conditions that would control their final material finish and require evidence that inlet and outlet points have been removed.

Internally, the development would see the installation of new floor finishes, with the addition and removal of partitions and false ceilings. The internal layout of the station building is heavily compromised with internal partitions and significant remodelling having taken place post-war. The proposal would see the removal of some partitions that would help rationalise the floorplate and create space for a commercial unit within the former book stall area of the station building that would front out onto the station concourse. The installation of 3no new partitions within the property is on balance considered to have a neutral impact given the removal of a significant number of existing partitions. With regard to false ceilings, the proposal would see the removal of

existing false ceilings in two locations, including the aforementioned proposed commercial unit. Subject to a condition that would control the repair and reinstatement of any surviving features discovered, this element of the development is considered to provide slight public benefit. In turn the introduction of a new false ceiling within a back of house corridor is considered to cause a very low level of substantial harm, with this lying within an area already heavily compromised by post-war redevelopment, which saw the removal of original floors and first floor floorplate.

The last of the proposed internal works would include the removal of a small section of original wall to allow for access to the newly proposed ticket desk independent from the proposed commercial unit. This is considered would lead to a low level of substantial harm being incurred via the removal of original material. In the event of an approval, it is considered necessary to condition this element of the proposal to secure a proper methodology for the proposed works.

Heritage Assessment and Conclusion

As previously stated within this report, it is acknowledged that Victoria Station has been subject to unsympathetic alteration, with the most noticeable and harmful of these being those to the Station Building's façade. It is also appreciated that the commercial offer provided by railway stations is a key function of their purpose and assists in making them more pleasant environments for railway passengers. Whilst the proposal would encounter some low level less than substantial harm, it is considered that the identified public benefits, this being the significant improvement of the station building's façade and the diversification of its commercial offer, are sufficient to outweigh the identified harm in this instance. Therefore, the proposal meets the requirements as set out under Section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990, and as such accord with policies JP-Strat2 and JP-P2 of the Places for Everyone Plan, Policies SP1, EC1, EC3, CC1, CC2, CC4, CC9, CC10, EN1, EN3 and DM1 of the Core Strategy, Saved Unitary Development Plan Policy DC19, the National Planning Policy Framework, and the Planning (Listed Buildings and Conservation Areas) Act 1990. On this basis the application is recommended for approval.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant/agent in a positive and proactive manner in determining this application by assessing the proposal against relevant planning policies and all material considerations, identifying matters of concern with the proposal and discussing those with the applicant/agent. In this instance negotiation has been able to successfully resolve the identified concerns and issues.

Conditions to be attached to decision for approval

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

- o Location Plan (Planning Portal Reference PP-12989080v1; Received 03/10/2025)
- o 3266-101 Rev B: Proposed Station Plan
- o 3266-LBC102 Rev C: Proposed CIP GA Plan
- o 3266-LBC103 Rev B: Proposed Reflected Ceiling Plan

- o 3266-LBC104 Rev B: Proposed Sections 1-1 AND 2-2
- o 3266-LBC105 Rev B: Proposed Sections 3-3, 4-4 and 5-5
- o 3266-LBC106 Rev B: Proposed Platform 3A Building External Doors Details (D01 & D02)
- o 3266-LBC107: Existing and Proposed External Elevation (Received 18/10/2025)
- o 3266-108 Rev S4: Proposed Brew Kit Details (Received 06/06/2025)
- o 3266-109 Rev S4: Proposed Internal Door Details and Schedule D.01 (Received 06/06/2025)
- o 3266-LBC109: Proposed Platform 3A Building Elevation
- o 3266-110 Rev S4: Proposed Internal Door Details and Schedule D.02 (Received 06/06/2025)
- o 3266-113 Rev S4: Proposed Finishes Schedule (Received 06/06/2025)
- o 2037-VEX-MCV-XX-DR-S-1001 Rev B04: Manchester Victoria - Structural Alterations General Arrangement
- o 2037-VEX-MCV-XX-DR-S-9000 Rev B01: Manchester Victoria - CIP - Proposed Floor Plan
- o 22611(52)002 Rev B01: Proposed Strip Out & Remedial Works Above Ground Drainage Area 1
- o 22611(53)002 Rev B01: Proposed Strip Out & Remedial Works Domestic Water Services Area 1
- o 22611(56)002 Rev B01: Proposed Strip Out & Remedial Works Heating and Comfort Cooling Area 1
- o 22611(60)001 Rev B01: Proposed General Electrical Services Area 1

Stamped as received by the City Council as Local Planning Authority on 16/09/2025, unless specified otherwise.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy and the National Planning Policy Framework.

3) Prior to the commencement of any works in relation to the external doors and windows to platform 3A hereby approved, as shown on drawing 3266-LBC105 Rev B & 3266-LBC106 Rev B, the following shall be submitted to and approved in writing by the City Council as Local Planning Authority:

- o A methodology for the proposed works.
- o Final design details and material samples that shall confirm proposed material finishes, glazing replacements for inlet and outlet points, and window frame width.

The development shall then proceed in accordance with the approved details.

Reason - In the interests of preserving and protecting the historic character and appearance of the listed building in accordance with policies CC9 and EN3 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

4) Prior to the commencement of any works in relation to the installation of the new ticket desk hereby approved, as shown on drawing no. 3266-LBC107, the following shall be submitted to and approved in writing by the City Council as Local Planning Authority:

- o A methodology for the proposed work that shall detail how historic material will be protected during the implementation of the development.
- o Final and detailed design of the ticket desk including scaled elevations and sections.
- o Material samples of its final finish where applicable.

The development shall then proceed in accordance with the approved details.

Reason - In the interests of preserving and protecting the historic character and appearance of the listed building in accordance with policies CC9 and EN3 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

5) Prior to the commencement of the aspects of the development referred to below, a methodology for the carrying out of such works shall be submitted to and approved in writing by the City Council as Local Planning Authority:

- a) All internal soft strip works
- b) Installation of new partitions and floor and ceiling finishes
- c) Removal of original wall to customer information point, as shown on drawing no.3266-LBC102 Rev C

The development shall then proceed in accordance with the approved details.

Reason - In the interests of preserving and protecting the historic character and appearance of the listed building in accordance with policies CC9 and EN3 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

6) Upon the removal of the false ceilings works hereby approved, as shown on drawing no.3266-LBC103 Rev B, a repair methodology for the ceilings exposed, including material samples of any decorative coving or other features that may be exposed, shall be submitted to and approved in writing by the City Council as Local Planning Authority. The development shall then proceed in accordance with the approved details.

Reason - In the interests of preserving and protecting the historic character and appearance of the listed building in accordance with policies CC9 and EN3 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

7) Upon completion of the removal of redundant inlet and outlet points, as shown on drawing nos.3266-LB102 Rev C & 3266-LBC105 Rev B, evidence that the works have been completed and glazing reinstated in their place shall be submitted to the Local Planning Authority for approval. The reinstated glazing shall then be maintained and retained for the lifetime of the development.

Reason - In the interests of preserving and protecting the historic character and appearance of the listed building in accordance with policies CC9 and EN3 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
Transport For Greater Manchester
Network Rail

Victoria Tap, Victoria Railway Station, Long Millgate, Manchester, M3 1WY
Refreshment Room, Victoria Railway Station, Long Millgate, Manchester, M3 1WY
Gourmet Coffee Bar And Kitchen, Victoria Station Approach, Manchester, M3 1NZ
Joseph Lanzante The Mens Room Barbers, Victoria Station Approach, Manchester, M3 1WY
The Stoller Hall, 8 Hunts Bank Approach, Manchester, M3 1DA
W H Smith Ltd, Victoria Station Approach, Manchester, M3 1NZ
23 Hunts Bank Approach, Manchester, M3 1AX
Club Between 7 And 9, Victoria Station Approach, Manchester, M3 1NZ
Unison, Arena Point, 1 Hunts Bank Approach, Manchester, M3 1UN
Hot Dog Stand, Victoria Station Approach, Manchester, M3 1NZ
2 - 6 Victoria Station Approach, Manchester, M3 1NY
SNIPPERS 2 LTD, 1 Victoria Station Approach, Manchester, M3 1NZ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Cathedral Conservation Area 1972
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL