

Planning

Growth & Development

Delegated officer report for planning application

Application no. 142912/LO/2025

Date registered valid: 16 May 2025

Proposal: Listed building consent for internal refurbishment of office, canteen, toilet and shower facilities and the addition of an accessible toilet and female WC and shower facilities.

Address: Bus Depot, Queens Road, Manchester, M8 8UT

Ward(s): Cheetham Ward

Applicant: Francis Kyekye, Transport for Greater Manchester (TFGM)

Agent (if any): Sean Monaghan, MOJO Architects

Case officer: Ellie Knowles
Tel: 0161 219 6633
Email: ellie.knowles@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 10 July 2025

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 10 June 2025

Standard consultations:

Printed: 27 May 2025 Expired: 17 June 2025

Neighbour notifications

Printed: 27 May 2025 Expired: 17 June 2025

Site notice

Posted: 10 June 2025 Expired: 1 July 2025

Press advert

Published: 3 June 2025 Expired: 24 June 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application property contains part of the grade II listed Bus Depot and Transport Museum (list entry no. 1247471), which was designated in 1988. The former electric tram shed, now bus depot, was constructed in 1901. The property comprises red brick construction, with slate roofs.

The layout and configuration of the bus depot is broadly consistent with that of the former tram shed and illustrates its historic use. The office range to Queens Road is the principal architectural focus of the building (designed in Arts and Crafts style), and the left return elevation (western elevation), though more utilitarian in character, reflects its former function. The north and east elevations were not intended to be visible and are of less architectural interest. The bus depot also draws architectural interest from the open plan and functional character of its interior and from original structural features including steel columns and roof trusses.

The site now forms part of a highly developed and varied urban area to the north of Manchester City Centre containing a mixture of 19th and 20th century dwellings, commercial buildings and public amenities including schools. Queens Road has become an important arterial road linking different parts of northern Manchester and connecting to principal routes into the City Centre, including Cheetham Hill Road to the southwest of the Site. The area is therefore relatively highly trafficked both by pedestrians and vehicles.

There are also further listed buildings located in close proximity to the Site, including a group to the north west containing the Ruins of Church of St Luke (grade II listed); Churchyard Railings to Former Church of St Luke (grade II listed); Temple Bank (grade II listed); 9 and 11, Smedley Lane; and 13 and 15, Smedley Lane (grade II listed).



Figure 1: Views of the south elevation of the former tram shed (now bus depot) from the south west on Queens Road; 1902 (left) and 2025 present day (right).

Listed building: Grade II

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of development

Listed Building Consent is sought for internal refurbishment of office, canteen, toilet and shower facilities and the addition of an accessible toilet and female WC and shower facilities (areas shown in figure 2).

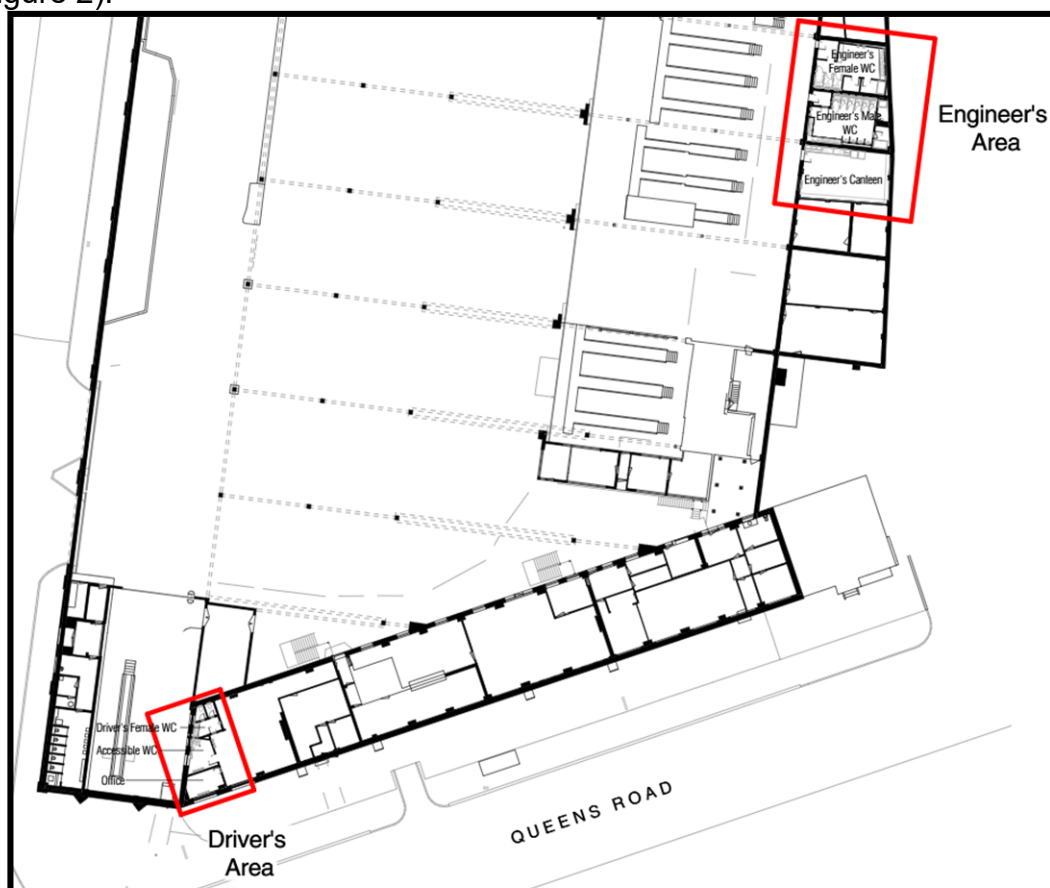


Figure 2: Plan of the Listed building showing the areas that will be affected by the proposals: The Driver's Area and the Engineer's Area. Source: MOJO Architects.

The proposals generally consist of the removal of late 20th century partitions and doors (Figure 3), installing new wall linings and suspended ceilings to encase the historic brickwork and ceilings, and installing upgraded facilities. This includes new kitchen, toilet, and shower facilities, which will reuse the current service openings and infrastructure already in place wherever possible (detailed in figs 4 & 5).



Figure 3: Plan showing the modern partitions, doors and floors to be removed (indicated in red).
Source: MOJO Architects.

In totality, the works to be carried out, entail the following:

Driver's Area

- Driver's Female Toilets: The existing modern doors and partition walls forming the lobby area will be removed. The toilet facilities will be upgraded to modern units with an extraction system installed. A removable opaque film will be applied to the historic windows for privacy, the existing suspended ceiling will be replaced, new doors fitted, and new floor and wall tiles installed.

- Kitchen (to become Accessible WC): The kitchen will be converted into an accessible toilet, with new facilities, alarm system, and extract ventilation system installed. A removable opaque film will be applied to the historic windows for privacy, the existing suspended ceiling will be replaced, new door fitted, and new floor and wall tiles installed. The existing original radiator and overhead sprinkler system in this space will be retained.
- Office: The office will be refurbished with suspended ceilings and new carpet floor finishes. The structural defects affecting the masonry at the west wall will be repaired prior to the modern fit-out. A new door will replace the existing late 20th century door.

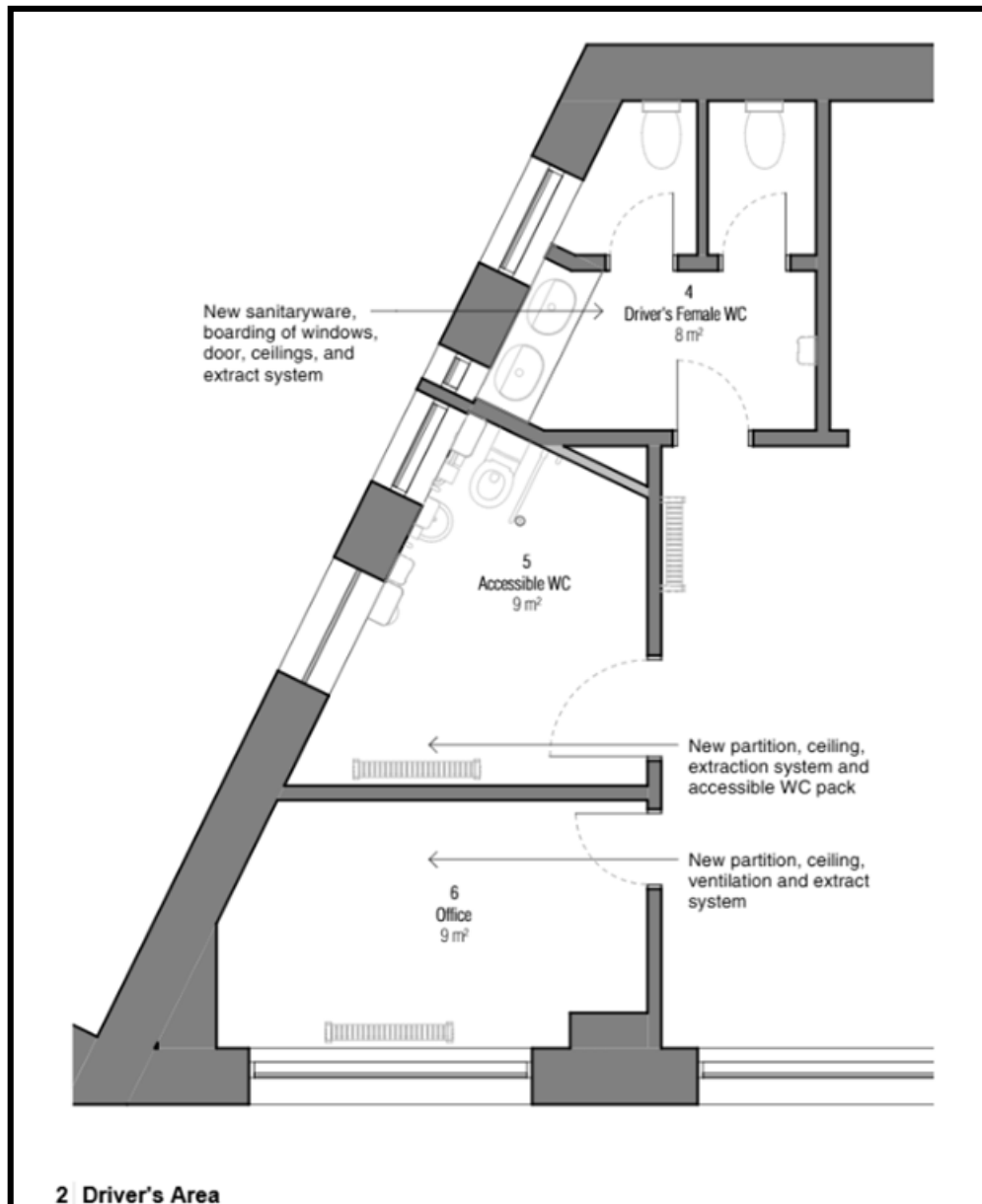


Figure 4. Plan showing proposed insertions in Driver's Area. Source: MOJO Architects.

Engineer's Area

- Workshop (to become Engineer's Female WC): One of the existing workshop areas will be renovated into the female toilets and shower facilities. This is to include new cubicles, toilets, showers and extract ventilation system. The existing modern door will be removed. All existing modern fixed furniture will be removed. New partition walls, doors,

sanitaryware, suspended ceilings, ventilation and extraction system, cubicles and flooring will be introduced. The floors will be screeded, and a new floor finish introduced. A new wall lining system will be introduced, which will conceal services and provide a suitable hygienic surface.

- Engineer's Male WC: The existing modern doors, cubicles, sanitaryware and stub wall will be removed. New sanitaryware, cubicles, suspended ceilings, ventilation and extract system, doors and flooring will be introduced. The floors will be screeded, and a new floor finish introduced. Walls will be retiled.
- Engineer's Canteen: The existing modern fixed furniture and doors will be removed. A wall lining system to the kitchen wall, suspended ceiling which follows the pitch of the roof, vinyl flooring, new door, ventilation and extraction system, kitchen and breakfast bar facilities will be introduced. The window at the west wall will be refurbished i.e., repainted and the glazing replaced.

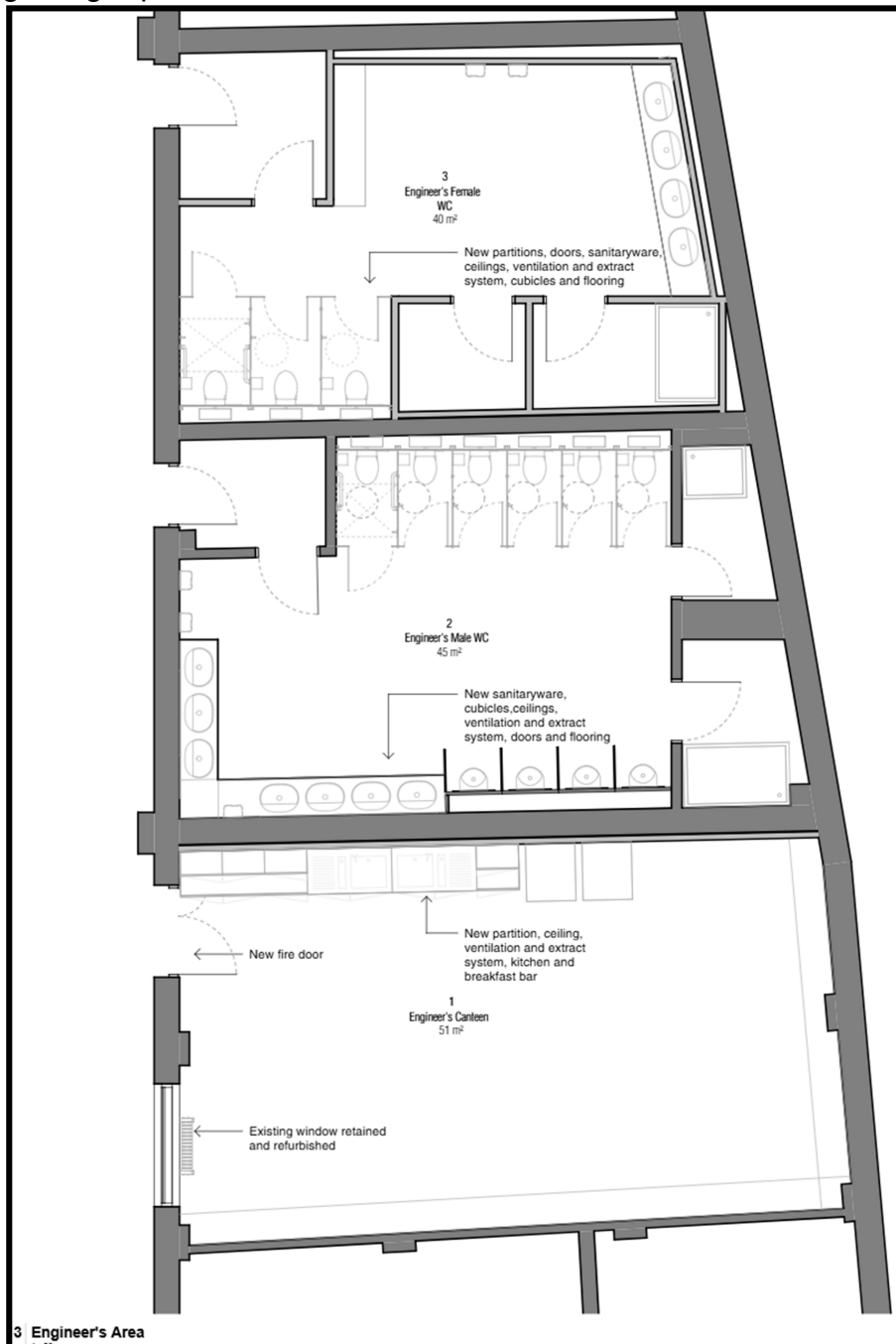


Figure 5. Plan showing proposed insertions in Engineer's Area. Source: MOJO Architects.

Consultations & Notification Responses

None

Relevant Planning History

141935/LO/2025 – Listed Building Consent for external alterations to the eastern and western elevations to provide new access doors, along with internal modifications to facilitate the installation of EV charging infrastructure. Approved 27/06/2025.

141934/FO/2025 – Elevational alterations to the existing eastern and western elevations to provide new access doors. Approved 27/06/2025.

141748/LO/2024 – Listed Building Consent for internal refurbishment of office, canteen, toilet and shower facilities and the addition of an accessible toilet and female WC and shower facilities. Withdrawn 24/02/2025.

Local Planning Policies

Places for Everyone (2022-2039) – Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

The PfE Plan and its policies are now a material planning consideration in the determination of planning applications. The PfE Plan and its policies must therefore be given full weight in the planning balance.

Manchester Core Strategy Development Plan Document (2012-2027) - The Core Strategy was adopted on the 11 July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan. Parts of the policies have been superseded by the Places for Everyone Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant **Places for Everyone** policies for this application are as follows:

JP-Strat2 – City Centre
JP-S1 – Sustainable Development
JP-P1 – Sustainable Places
JP-P2 – Heritage

The relevant **Core Strategy** policies for this application are as follows:

DM 1 – Development Management
SP 1 – Spatial Principles (partially superseded by PfE)
CC 9 – Design and Heritage
EN 1 – Design Principles and Strategic Character Areas
EN 3 – Heritage

The relevant saved **UDP** policies for this application are:

National Planning Policy Framework

The NPPF (December 2024) sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt. Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors. The Local Planning Authority consider the following sections relevant to this proposal.

- Section 2 – Achieving sustainable development
- Section 16 – Conserving and enhancing the historic environment

Para 195 - Heritage assets should be conserved in a manner appropriate to their significance.

Para 200 - Local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be sufficient to understand the potential impact of the proposal on their significance.

Para 201 - LPAs should ensure that any conflict between the heritage asset's conservation and any aspect of the proposal is avoided or minimised.

Para 202 - Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state should not be taken into account in any decision.

Para 203 - In determining applications, LPA's should take account of, the desirability of sustaining and enhancing the significance of heritage assets.

Para 205 - When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Para 206 - Any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification.

Para 208 - Proposals of less than substantial harm to the significance of a designated heritage asset should be weighed against the wider public benefits of the proposal.

Para 212 - Local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets, to enhance or better reveal their significance.

Para 215 - Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Issues

Principle of development:

The proposal comprises a series of minor internal works associated with the refurbishment of staff areas, which feature modern facilities that have been inserted into the original building envelope. These areas have been identified as being in poor condition and no longer fit for purpose.

The internal alterations have been kept to a minimum with care taken to minimise any impact to heritage features. Any impact to either heritage or visual amenity is considered in this case to be outweighed by the public benefits that the highly necessary facility will deliver.

As such, the proposal is considered pursuant to policies JP-P1 and JP-P2 Places for Everyone, policies SP1, DM1 and EN3 of the Core Strategy (2012), therefore the principle of development is considered acceptable.

Impact on heritage and visual amenity:

The application has been supported by a Heritage Impact Assessment which considers the historic significance of the listed building and the impact of the proposed works on the historic fabric and heritage value. In summary, it is considered that the works will have less than substantial harm upon the listed building.

The proposed works to the Driver's area, including refurbishment of existing female toilets, former kitchen and office as detailed in the description of development above, have been assessed as neutral in nature. Given that any building fabric to be removed is considered modern and of no historical significance. Whilst the historic windows at the west wall are being obscured with opaque film to provide privacy, which are acknowledged would detract to a small degree from an appreciation of the original fixture, it is of minor significance and the works are considered reversible in nature. Structural defects to the historic fabric of the building are to be repaired and the external issue addressed through appropriate repair works not considered within the remit of listed building consent, as confirmed by the MOJO's email dated 01/07/2025.

The proposed works to the Engineer's Area, including refurbishment of existing male toilets and shower facilities, as detailed in the description of development above, have been assessed as neutral in nature. Given that any building fabric to be removed is considered modern and of no historical significance.

Whereas moderate adverse harm to the significance of the listed building has been identified through the proposed refurbishment of the existing workshop to create female toilets and shower facilities, and canteen. These negative impacts are attributed to the obscuring of historic roof trusses with suspended ceilings to encase services in the area to be converted to female WC and showers and the existing Engineer's Canteen. Notwithstanding this it is appreciated that the proposals are necessary to allow for permanent facilities for female staff to be provided (and which are currently lacking on site) and the proposed design of the canteen suspended ceiling which follows the apex of the line of the pitched roof will enable the spatial quality of the space to continue to be legible and appreciated despite the occlusion of the trusses and structural elements.

The historical window to the west wall of the existing canteen will be retained and refurbished in-situ, by redecorating and replacing the glazing, which will be conditioned. The restoration of the original fixture is judged to be minor beneficial in nature.

Notwithstanding the principle of works supported above, proposed specification and samples will be conditioned including;

- paint including colour and finish
- internal fit-out and finishes, including tiling, flooring, the WCs, kitchen fit out and obscured film to the windows
- specification and methodology of lime plaster repair
- full and final details of MEP services, including vents
- window repair details & method statement

Notwithstanding the limited negative impacts identified, it is considered that the proposed works, including the structural repairs, the refurbishment of the canteen window, insertion of female engineer's toilets and shower facilities, accessible facilities and upgraded office and kitchen/canteen space, will secure the continued function of the building going forward, contributing to its long-term conservation by ensuring it is still fit for purpose.

It is believed that on balance, the proposed works will meet an established need and would still sustain the heritage significance of the listed building. It is considered that less than substantial harm would be caused and on balance when weighed against the public benefits that the proposal will deliver, including the improvement of existing facilities and accommodation of more inclusive set of essential facilities for staff members, the proposed development is considered acceptable and would have minimal impact to both the internal and external appearance of the building.

Conclusion:

In summary, the minor scheme of works enables an upgrade of the staff facilities within the Bus Depot in a minimally intrusive way and to provide the means to facilitate the continued use of the building in line with its historical function.

The proposals are supported, given that harm to the asset has been minimised through omission of the most harmful elements and areas of intervention are now limited. Where it has been identified, it is at the lower end of the less than substantial scale.

Significant public benefits would be delivered enabling the bus depot, to offer essential facilities for female staff members and improvement of the overall comfort and environmental quality of these internal spaces where staff frequent, whilst preserving the integrity, fabric and character of the heritage asset. The proposal accords with Core Strategy policies SP1, DM1 and EN3 of the Core Strategy, JP-P1 and JP-P2 of Places for Everyone, saved UDP Policy 19.1 and the guidance within Section 16 of the NPPF.

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 in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. The proposal is considered to be acceptable and therefore determined within a timely manner.

Condition(s) 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 documents labelled:

- PL0002 P03: Proposed GA – Level 00 (Prepared by MOJO, Dated 14/04/25)
- PL0003 P02: Proposed Demolition Plan – Level 00 (Prepared by MOJO, Dated 30/01/25)
- PL2201 P03: Proposed Internal Partition Types – Level 00 (Prepared by MOJO, Dated 14/04/25)
- PL2202 P02: Proposed Wall and Ceiling Lining Sections (Prepared by MOJO, Dated 31/01/25)
- PL2204 P01: Roof Lining Sections (Prepared by MOJO, Dated 14/04/25)
- PL3502 P03: Proposed Reflected Ceiling Plan – Level 00 (Prepared by MOJO, Dated 14/04/25)
- PL4202 P04: Proposed Wall Finishes – Level 00 (Prepared by MOJO, Dated 22/04/25)
- PL4302 P03: Proposed Floor Finishes – Level 00 (Prepared by MOJO, Dated 14/04/25)

- Heritage Statement (Prepared by Stephen Levrant Heritage Architecture, Dated 24/04/2025)
- Design & Access Statement (Prepared by MOJO, Dated 09/05/2025)
- Email detailing heritage matters (MOJO, Dated 01/07/2025, 10:36am)

All stamped as received by the City Council as Local Planning Authority on 9 May 2025.

Reason - To ensure the development is carried out in accordance with the approved plans, pursuant to Policies SP1 and DM1 of the Core Strategy.

3) Prior to the commencement of any lime plaster repairs, a detailed report shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include a

survey identifying all affected areas, a detailed method statement, a detailed repair specification including the type of repair proposed for each area and samples of repairs.

The approved details shall be carried out 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 (2012), saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

4) Paint

Notwithstanding the details as set out in condition 2 above, prior to the commencement of the internal redecoration of the building, full details of the paint (including specifications, finishes and colours) to be used in the redecoration of walls, ceilings and features shall be submitted to and approved by the City Council as local planning authority.

The approved details shall then be implemented as a part 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 (2012), saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

5) Internal fit out and finishes

Notwithstanding the details as set out in condition 2 above, prior to the commencement of any proposed internal fit out, including new tiling, flooring, toilets and shower facilities, kitchen and new obscure film to the windows, detailed method statements and specifications (including how they will be fitted and fixed to the historic fabric - appropriate sections, design/elevations and materials including colour and finishes) shall be submitted for approval in writing by the City Council, as Local Planning Authority. This should also include any removal, alteration and repair of the historic fabric.

The works shall then be carried out in accordance with this method statement and specification as part of the development and be completed within a time scale to be agreed in writing by the City Council, as Local Planning Authority.

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 (2012), saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

6) MEP

Notwithstanding the details as set out in condition 2 above, prior to the installation of any MEP services, full and final MEP drawings, including details of any new penetrations, installations, and internal & external manifestation, including vents, comprising floor plans, ceiling plans, cross-sections, specifications and method statements and shall be submitted to and approved in writing by the City Council as local planning authority prior to the installation of any such equipment.

The works shall then be carried out in accordance with these method statements and specifications as part of the development and be completed within a time scale to be agreed in writing by the City Council, as Local Planning Authority.

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 (2012), saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

7) Window repair

Notwithstanding the details as set out in condition 2 above, prior to the restoration and repair of the historical window to the west wall of the existing canteen, a survey and details shall be submitted to and approved in writing by the City Council, as Local Planning Authority. This survey should include a full record of all glass proposed to be replaced, methodology and details of repair/restoration.

The development shall be implemented 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 (2012), saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

Transport Museum, Boyle Street, Manchester, M8 8UW

Flat 3, 5 Appleford Drive, Manchester, M8 8XA

Flat 1, 5 Appleford Drive, Manchester, M8 8XA

Flat 2, 5 Appleford Drive, Manchester, M8 8XA

24 Queens Road, Manchester, M8 8UF

20 Queens Road, Manchester, M8 8UF

16 Queens Road, Manchester, M8 8UF

14 Queens Road, Manchester, M8 8UF

60 Boyle Street, Manchester, M8 8UW

57 Boyle Street, Manchester, M8 8UW

54 Smedley Street, Manchester, M8 8UN

22 Queens Road, Manchester, M8 8UF

7 Darrell Walk, Manchester, M8 8UE

1A Signet Walk, Manchester, M8 8UH

20 Smedley Street, Manchester, M8 8UN

Flat 4, 5 Appleford Drive, Manchester, M8 8XA

18 Queens Road, Manchester, M8 8UF

5 Forston Walk, Manchester, M8 8XU

5 Darrell Walk, Manchester, M8 8UE

5 Mullion Walk, Manchester, M8 8UA

2 Temple Square, Manchester, M8 8UP

1 Temple Square, Manchester, M8 8UP

53 Smedley Street, Manchester, M8 8UN

7 Luke Walk, Manchester, M8 8UX

5 Luke Walk, Manchester, M8 8UX

78 Boyle Street, Manchester, M8 8UW

77 Boyle Street, Manchester, M8 8UW

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55 Boyle Street, Manchester, M8 8UW

2 Holborn Drive, Manchester, M8 8US

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4

Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Historic Landfill Site 50m Buffer -

Susceptible to Surf Water Flood (Less) -

Susceptible to Surf Water Flood (Middle) -

Area Team Boundary - Name: NORTH AREA