MANCHESTER CITY COUNCIL

# Planning

## Growth & Development

## Delegated officer report for planning application

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| **Application no.** | 141935/LO/2025 |
| **Date registered valid:** | 20 January 2025 |
| **Proposal:** | 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 |
| **Address:** | Bus Depot, Queens Road, Manchester, M8 8UT |
| **Ward(s):** | Cheetham Ward |
| **Applicant:** | Transport for Greater Manchester |
| **Agent (if any):** | Mr Ryan Watt, Turley |
| **Case officer:** | Ellie Knowles<br>Tel: 0161 219 6633<br>Email: ellie.knowles@manchester.gov.uk |
| **Recommendation:** | Approve |
| **Date of recommendation:** | **27 June 2025** |

## Application details

**Type of application:** Listed Building Consent

**Development type:** Listed building alteration

**Date of site visit:** 20 February 2025

**Standard consultations:**
Printed: 25 March 2025 Expired: 8 April 2025

**Neighbour notifications**
No neighbour notifications have been printed and sent.

**Site notice**
Posted: 20 February 2025 Expired: 13 March 2025

**Press advert**
Published: 11 February 2025 Expired: 4 March 2025

**Departure from Development Plan:** No

**Environmental Statement:** Not required

## Description of site/building/area

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 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.

Alongside this, planning permission is sought as part of this application for external alterations to the listed building.

In totality, the works comprising both the listed building consent and planning application (141934/FO/2025) entail the following, to be carried out:

- Demolition of an existing toilet block and insertion of an ENWL substation (1) including the formation of an associated opening in the west elevation for a double leaf door with louvres and concrete lintel (Callout 01);

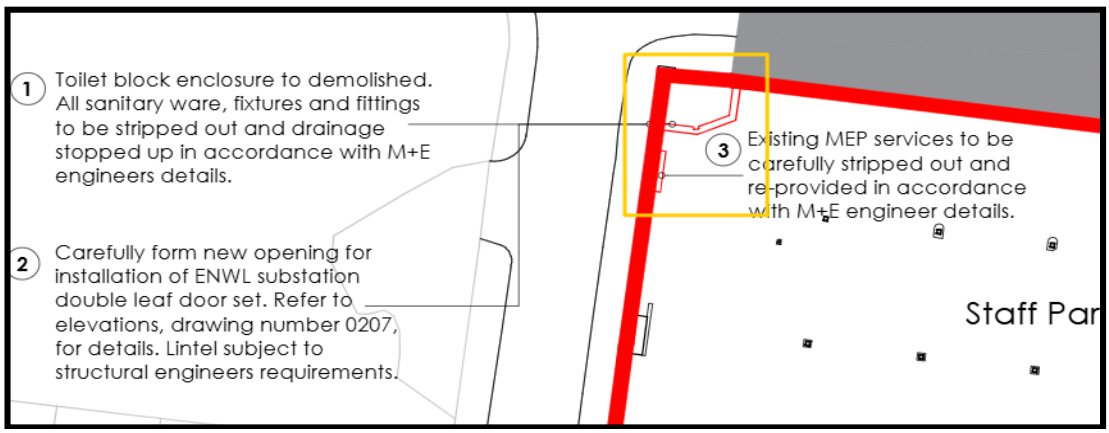



*Figure 2: Existing toilet block and MEP services in Northwestern corner of Depot*

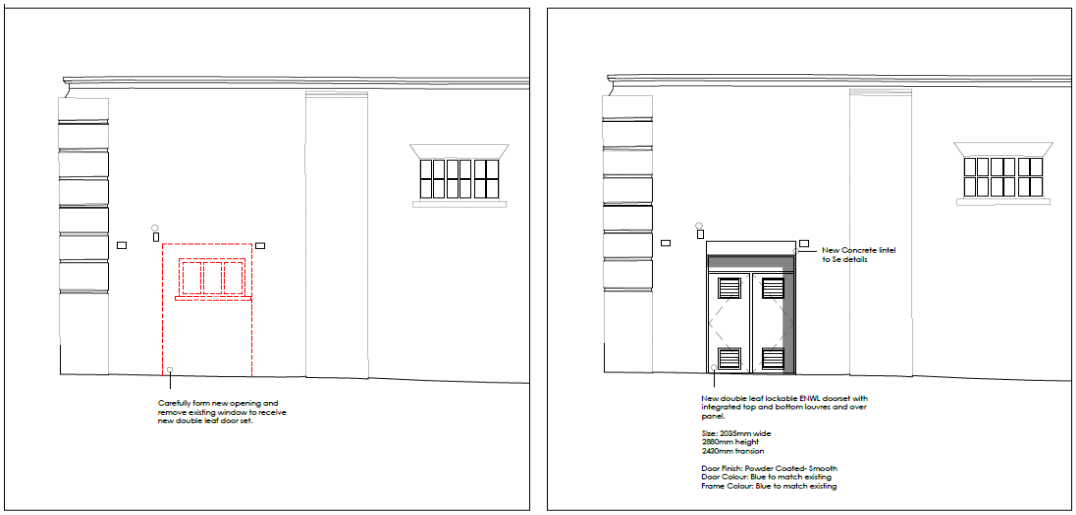



*Figure 3: Existing (left) and proposed (right) elevation drawings showing the new double leaf door opening to serve the proposed substation in western elevation*

- Reopening of an existing blocked door in the east elevation for use as a fire escape with insertion of associated galvanised metal staircase (Callout 02);

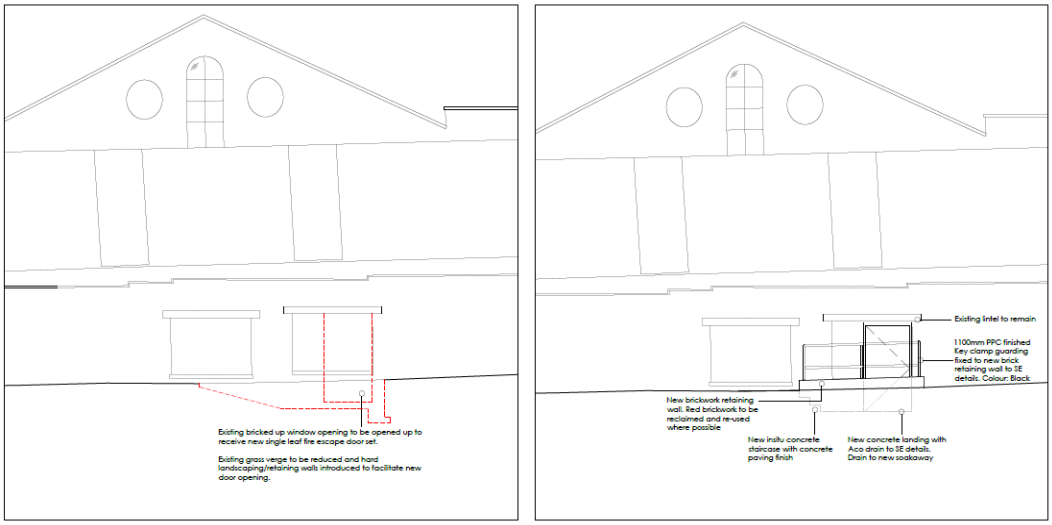



*Figure 4: Existing (left) and proposed (right) elevation drawings showing the northernmost new door opening in the east elevation*

- Formation of a new door opening with concrete lintel in the east elevation for use as a fire escape (Callout 03);

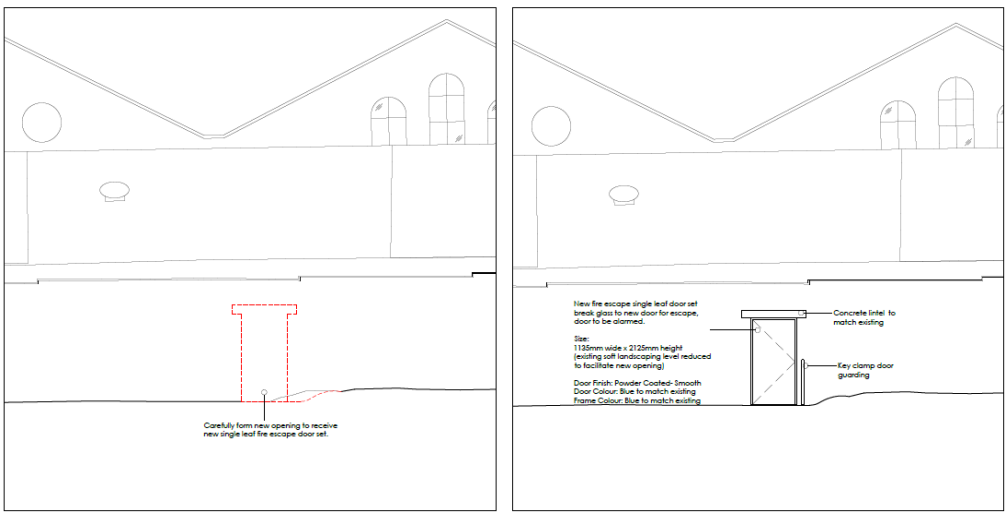


*Figure 5: Existing (left) and proposed (right) elevation drawings showing the southernmost new door opening in the east elevation*

- Removal of concrete bund;

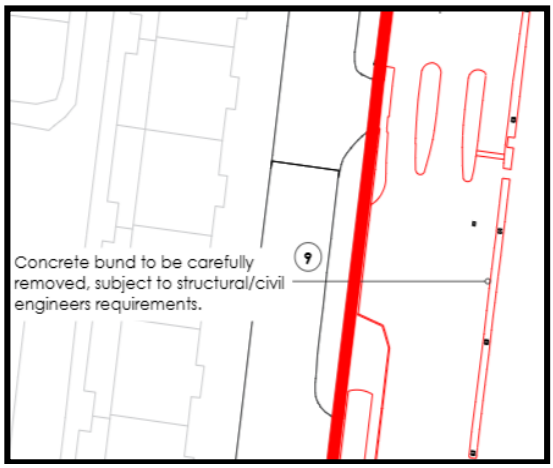



*Figure 6: Existing concrete bund to be removed shown on demolition plan*

- Strip out of redundant fuel/coolant tanks and demolition of fuelling island;




*Figure 7: Existing fuel/coolant tanks*




*Figure 8: Existing fuelling island*

- Strip out of existing bus wash and chassis wash/wheel cleaning station;



*Figure 9: Existing bus chassis wash and wheel cleaning station*

- Demolition of storerooms/back-of-house areas along eastern edge of building;

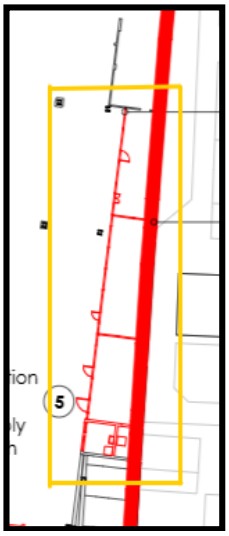







*Figure 10: Existing storerooms/back-of-house areas to be removed shown on demolition plan and photographs*

- Insertion of two new internal substations (2 & 3) along eastern internal edge;

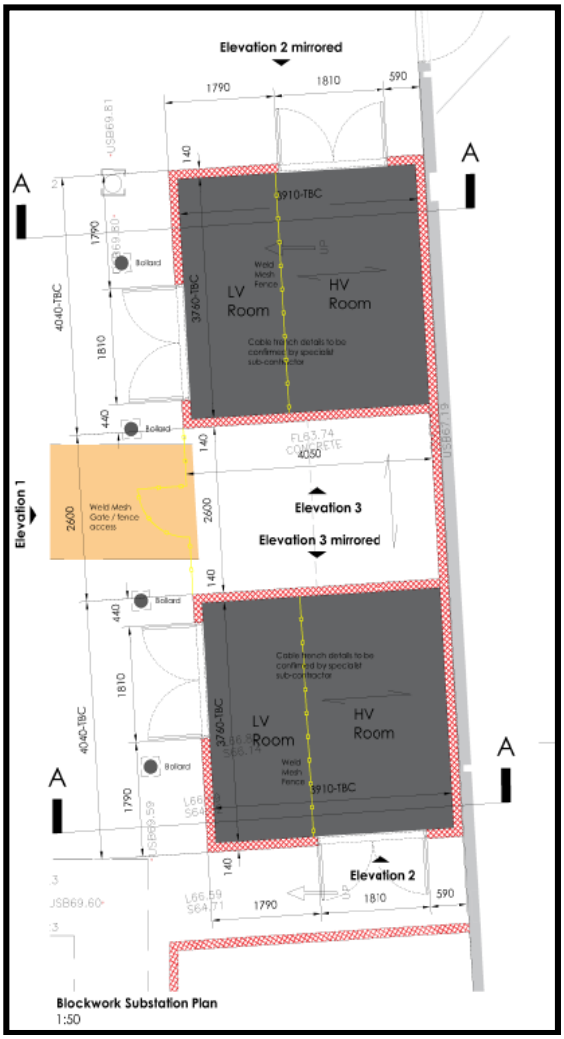



*Figure 11: Proposed substations 2 & 3 (plan ref:* 7702 REV P01)

- Insertion of two new express bus chassis washes; and

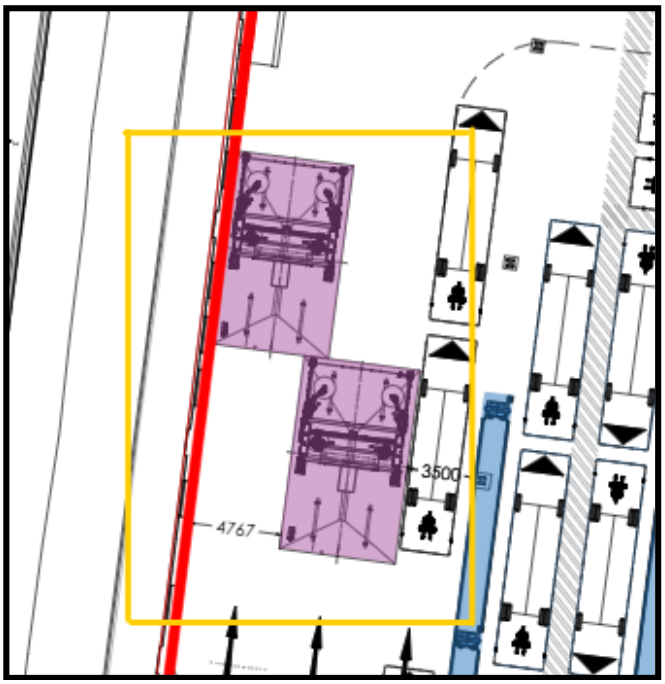



*Figure 12: Proposed pair of express bus chassis washes shown on proposed site plan*

- Creation of charging aisles containing EV charging units and LV cabinets with associated high-level containment and gantry.

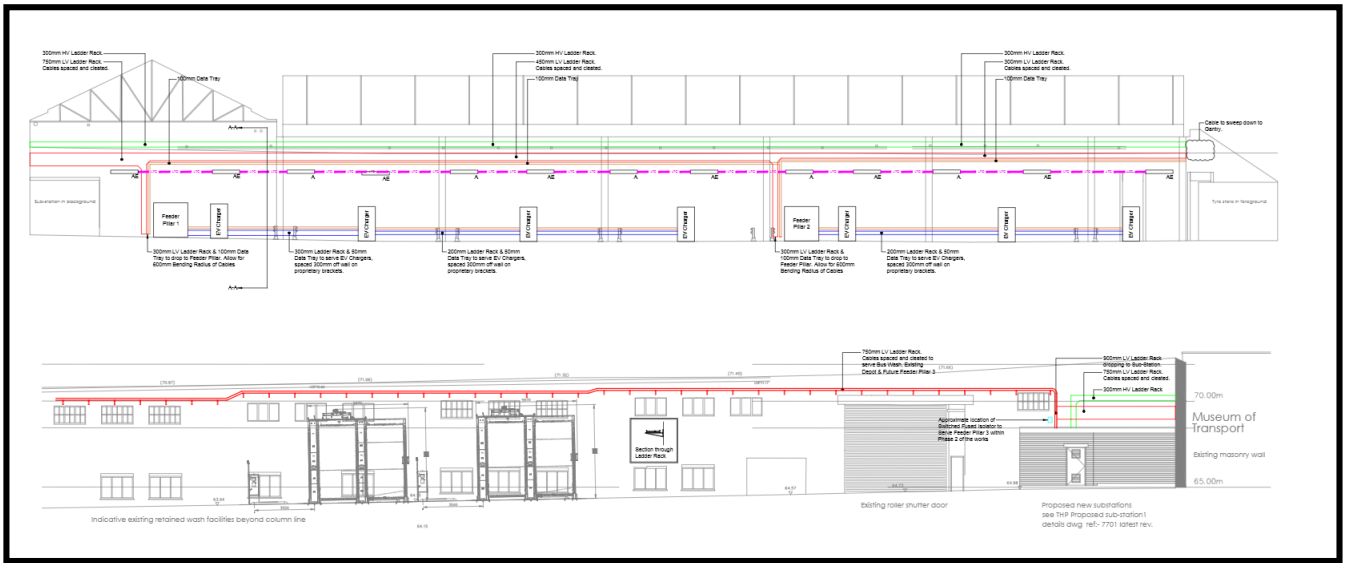



*Figure 13: Proposed Electrical Services Layout – North & West Internal Elevations REV P04*

## Consultations & Notification Responses

None

## 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-S2 – Carbon and Energy
JP-P1 – Sustainable Places

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
EN 4 – Reducing CO2 Emissions by Enabling Low and Zero Carbon Development (partially superseded by PfE)
EN 5 – Strategic Areas for low and zero carbon decentralised energy infrastructure
EN 6 – Target Framework for CO2 reductions from low or zero carbon energy supplies
EN 7 – Energy Infrastructure opportunities
EN 8 – Adaptation to Climate Change

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

DC19 – Listed Buildings
DC26 – Development and Noise

**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 and external works associated with the electrification of the bus depot as part of TfGM's long-term decarbonisation strategy.

The external 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-S1 and JP-S2 Places for Everyone, policies EN3, EN4, EN5, EN7 and EN8 of the Core Strategy (2012), and would help the Bus Depot achieve its energy targets. As such, 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 development involves the demolition of the disused toilet block and MEP services in the northwest corner of the bus depot (refer to Figures 2 & 3) to create space for the insertion of an ENWL substation. The toilet block is a later addition, as evidenced by the Heritage Statement fig 4.1, and does not contribute to the special interest of the listed building, as such its removal is supported. A double leaf louvred door opening is proposed to be created in the west elevation to provide access and ventilation to the substation (see Figure 3). This new opening would be treated in a similar manner to existing entrances in this elevation, including concrete lintel, deep reveal finished with brickwork and blue flat painted plain door, to match existing. The new opening would require the removal of a later inserted tripartite window and would not affect any original decorative architectural elements. It would be of a functional character which reflects other openings in the elevation and would therefore sustain the architectural interest of the listed building. The proposed internal substation would comprise painted Fairfaced blockwork walling with flat roof finished with waterproof membrane.

The existing glazing to the three-pane window in the northern elevation of the former tram shed (see Fig.14), would be removed and replaced with new glazing to match and obscured to the internal face. This is considered less than substantial harm, given that the existing metal frame would be retained, which would give rise to a similar appearance as existing.



*Figure 14: Existing windows in northern elevation.*

Two separate door openings are proposed to be formed in the east elevation of the bus depot to be used as part of the emergency fire escape strategy (see Figs 15 & 16).

The northernmost of the proposed openings would utilise an existing blocked door opening beneath an existing concrete lintel (see Figure 4) and require installation of new staircase (internal & external). The proposed access would require the existing grass verge to be reduced alongside hard landscaping and retaining walls introduced to facilitate the new door opening. Proposed external hard landscaping would include concrete steps with Aco drain and brickwork retaining walls with 1100mm PPC finished Key clamp guarding fixed (finished black). Proposed red brickwork would be a similar type and finish to the existing, which will be conditioned. The external staircase to serve callout 02 would serve a practical purpose and is considered acceptable on balance.

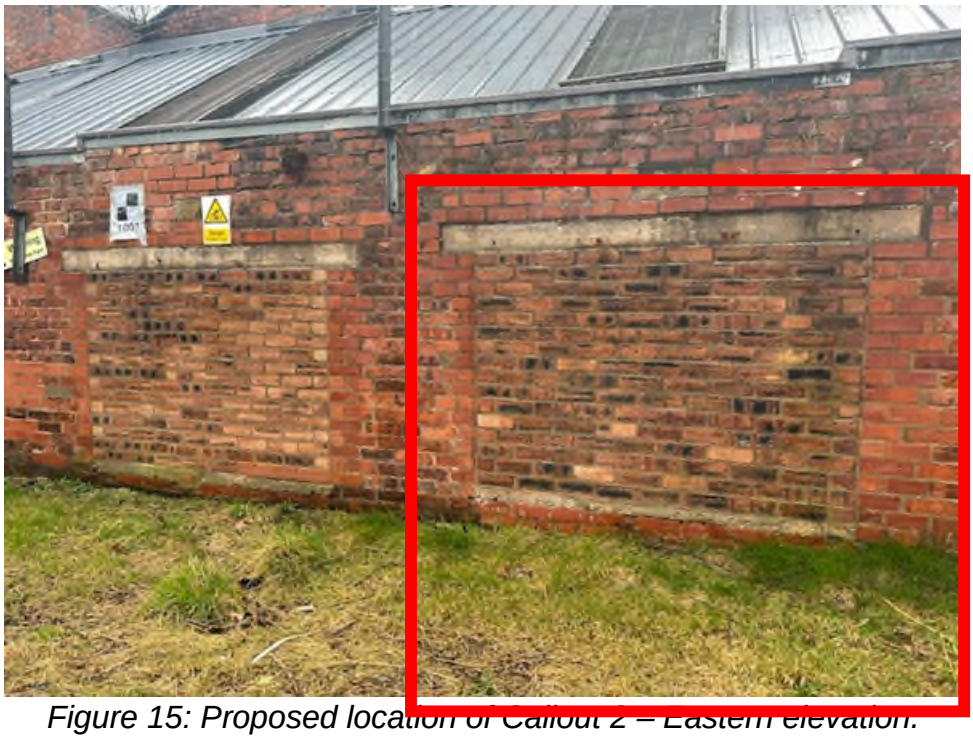


*Figure 15: Proposed location of Callout 2 – Eastern elevation.*

The southernmost door opening would be a new opening and would have a matching concrete lintel (see Figure 5) and require installation of new internal staircase.



*Figure 16: Proposed location of Callout 3 – Eastern elevation.*

The external eastern elevation is considered to have lower significance. As such, the proposed eastern doors (Callouts 2 & 3) are discreetly sited in a secondary elevation and would have a utilitarian appearance, finished in blue to match existing openings, which is in-keeping with the character of the elevation. Whilst the proposed works would result in new penetrations to historic fabric, it is considered that these would result in a low level of less than substantial harm.

Removal of modern structures and features associated with the building's active use as a bus depot is proposed, including:

- concrete bunding (see Fig.6),
- fuel/coolant tanks (see Fig 7),
- fuelling island (see Fig.8),
- bus wash, chassis wash and wheel cleaning station (see Fig 9)

These listed features have been evidenced as later insertions, which do not contribute to the special interest of the listed building and are now functionally obsolete. Their removal is not considered to affect any significant original or historic fabric, such as the structural columns and roof trusses, and would reveal an area of original wall fabric which is currently concealed.

A row of storage rooms along the eastern internal edge of the building (see Figures 10) are proposed to be demolished. These rooms are demarcated by mid-20th century, non-structural glazed timber panels which have been altered and partly infilled in brick, as evidenced on site visit (April 2025). The storage rooms are not original and do not contribute to the special interest of the listed building, therefore their removal can be supported.

Two new electrical substations are proposed along the internal eastern building edge (see Fig.11), these will be constructed in painted Fairfaced blockwork walling with flat roof finished with waterproof membrane.

Two new express bus chassis washes and charging aisles containing EV charging units and LV cabinets are proposed to be formed within the building. The proposed location and arrangement

of these features responds to the existing layout of structural columns within the building. The insertion of the EV charging units and LV cabinets, whilst requiring a high-level gantry to be formed, is a reversible intervention which would facilitate the electrification of the bus depot and support its continued use, from which it derives a degree of historic interest. The proposed features would have a functional appearance which is similar to existing mechanical infrastructure within the building. Following detailed discussion on site, the proposal has been amended to ensure proposed ladder racks and cable trays do not cut across windows in the western Boyle Street elevation, as shown on plan ref: BFDEFP-QU-TAC-XXX-XXX-DR-EE-8004 P04. A planning condition is requested which requires full and final details of the proposed locations, cable tray/trunking design, cabling, and associated fixings, brackets, containment, and methodology for their installation to be submitted for review, prior to the installation of any electrical services, to ensure minimised harm to the Listed Building.

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 reduction in operational carbon cost, delivering an historically carbon intensive public service (mass transportation) in the most sustainable way without future reliance on the existing fossil fuel consuming fleet, the proposed development is considered acceptable and would have minimal impact to both the internal and external appearance of the building.

Conclusion:

The proposals are supported, given that harm to the asset has been minimised through selective site location and adjustments to the positioning of the proposed infrastructure and site appropriate mitigation measures. 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, an energy-intensive public service, to transition from fossil fuels to a clean and sustainable electrified fleet of vehicles whilst preserving the integrity, fabric and character of the heritage asset. The proposal accords with Core Strategy policies CC9, EN3, EN4 and EN8 of the Core Strategy, JP-P1, JP-P2 and JP-S2 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 polices 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:

- WPS16105-MGA-100 REV 02: General Arrangement Drawing (Prepared by Wilson Power Solutions Ltd, Dated 01/08/2024)
- Zerova Electric Charger Specification
- Powell Type 439 Feeder Pillar Specification

All stamped as received by the City Council as Local Planning Authority on 20 January 2025

- BFDEFP-QU THP BU0 ZZZ DR AR 0206 REV P05: Proposed GA Elevations (Prepared by The Harris Partnership, Dated Jan 2025)
- BFDEFP-QU THP BU0 GRF DR AR 0208 REV P03: Proposed Demolition Plan (Prepared by The Harris Partnership, Dated Dec 2024)
- Heritage Statement (Prepared by Turley, Dated January 2025)

All stamped as received by the City Council as Local Planning Authority on 23 January 2025

- BFDEFP QU THP BU0 PR0 DR A 7701 REV P04: Proposed Substation 1 Detail SH1 (Prepared by The Harris Partnership, Dated Jan 25)
- BFDEFP QU THP BUO PRO DR A 7702 REV P01: Proposed Substation 2 & 3 Detail SH2 (Prepared by The Harris Partnership, Dated March 2025)
- BFDEFP-QU THP BUO ZZZ DR AR 0207 REV P07: Detailed Elevations (Prepared by The Harris Partnership, Dated Feb 2025)

- BFDEFP QU THP BUO GRF DR AR 0211 REV P01: Section Thru O/H Gantry Area (Prepared by The Harris Partnership, Dated March 2025)
- BFDEFP QU THP BUO ST0 DR AR 0214 REV P01: Proposed New F.E door details SH2 (Prepared by The Harris Partnership, Dated March 2025)
- BFDEFP QU THP BUO ZZZ DR AR 0215 REV P01: Detailed Plan Callout 01 (Prepared by The Harris Partnership, Dated March 2025)
- BFDEFP QU THP BUO ZZZ DR AR 0216 REV P01: Proposed Charging Aisle (Prepared by The Harris Partnership, Dated March 25)
- BFDEFP-QU THP BUO GRF DR AR 0217 REV P01: Section Thru Bus Parking Area E-W (Prepared by The Harris Partnership, Dated March 2025)

All stamped as received by the City Council as Local Planning Authority on 25 March 2025

- BFDEFP-QU-TAC-XXX-XXX-DR-EE-8004 P04: Proposed North & West Elevations Electrical Services Layout (Prepared by TACE, Dated 17/04/2025)
- Historic Timeline (Prepared by Woolgar Hunter Engineers)

All stamped as received by the City Council as Local Planning Authority on 1 May 2025

- BFDEFP QU THP BUO GRF DR AR 0212 REV P02: Section Thru Bus Parking Area (Prepared by The Harris Partnership, Dated March 2025)
- BFDEFP-Q U THP BUO ST0 D R AR 0213 PEV P02: Proposed New F.E door details SH1(Prepared by The Harris Partnership, Dated March 2025)

All stamped as received by the City Council as Local Planning Authority on 18 June 2025

- BFDEFP-QU THP BU0 GRF DR AR 0204 REV P05: Proposed Site Plan (Prepared by The Harris Partnership, Dated 18/06/2025)

All stamped as received by the City Council as Local Planning Authority on 19 June 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) Notwithstanding the submitted drawings and documents, prior to the installation of internal electrical services, full and final details of the proposed locations, cable tray/trunking design, cabling, and associated fixings, brackets, containment, and exact method of attachment to historic fabric shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this shall include proposed size, material and finishes.

The development shall thereafter 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) The materials to be used on the external surfaces of callout 1 (recessed entranceway) and callout 2 (retaining wall) hereby permitted shall match those of the existing building in type, size, colour and texture. For the avoidance of doubt this includes brickwork and mortar.

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.

**Informatives**

1. The applicant is advised that all new connections to historic fabric should be undertaken sympathetically, namely approved substations and staircases.

**Appendix 1 – List of consultees & neighbours notified**

Heritage & Urban Design

**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 -
Area Team Boundary - Name: NORTH AREA