

Heritage Statement

Queens Road Depot, Cheetham Hill,
Manchester

January 2025

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1. Introduction

- 1.1 This Heritage Statement (the ‘Statement’) has been prepared by Turley Heritage on behalf of TfGM (the ‘applicant’) in connection with applications for full planning permission and listed building consent for works associated with the electrification of an existing bus depot (the ‘Proposed Development’) at Queens Road Depot, Cheetham Hill, Manchester, M8 8UT (the ‘Site’).

- 1.2 The formal descriptions of development for both applications are as follows:

“Full planning permission for external alterations for the existing eastern and western elevations to provide new access doors.”

“Listed building consent for external alterations to the existing eastern and western elevations to provide new access doors, along with internal modifications to facilitate the installation of EV charging infrastructure.”

- 1.3 The Site contains part of the grade II listed Bus Depot and Transport Museum (list entry no. 1247471). The listing includes both the existing bus depot, to which this application relates, and the Greater Manchester Museum of Transport, which is housed in a series of separate adjoining buildings to the north which fall outside of the Site boundary. The Site does not form part of any area based heritage designation.

- 1.4 In determining the full planning application and application for listed building consent, Manchester City Council (‘MCC’) has statutory duties under s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of listed buildings. Case law has established that ‘considerable importance and weight’ should be given to these statutory duties.

- 1.5 The National Planning Policy Framework (‘NPPF’) (2024) provides the Government’s national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 207 states the following:

‘In determining applications, 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 proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.’¹

- 1.6 To comply with these requirements, Section 2 of this Statement introduces the Site and provides a summary of its historical development. Section 3 identifies relevant heritage assets with potential to be affected by the Proposed Development and Section 4 provides an assessment of their significance and setting, proportionate to both the importance of the asset and the likely impacts. An assessment of the impact of the Proposed Development on the significance of the relevant designated heritage assets is set out in Section 5, in light of the statutory duties of the 1990 Act, national planning

¹ MHCLG, 2023. *National Planning Policy Framework (NPPF)* - Para. 207

policy set out in the NPPF and local planning policy for the historic environment (set out in detail in **Appendix 1**). The conclusions of the Statement are summarised in Section 6.

- 1.7 This Statement has been prepared on the basis of published information, proportionate archival research and a site visit carried out in September 2024. It is informed by Historic England Good Practice Advice on 'Managing Significance in Decision Taking in the Historic Environment' ('GPA 2') and Historic England Advice Note 12 'Statements of Heritage Significance' ('HEAN 12').

2. Site Context and Historical Development

Site Context

- 2.1 The Site is located on the northern side of Queens Road and to the east of Boyle Street in Cheetham Hill, Manchester (**Figure 2.1**). It comprises the Queens Road Bus Depot, currently operated by Stagecoach, which forms part of the grade II listed Bus Depot and Transport Museum. The Museum of Transport is housed within a separate but adjoining group of buildings to the north of the Site. The Site is bounded to the east by a mixture of residential and commercial properties off Appleford Drive.
- 2.2 The wider surrounding area has a varied, urban character which is predominated by rows of terraced housing, commercial buildings and arterial roads including Queens Road (A6010) to the south and Cheetham Hill Road (A665) to the west. The Oasis Academy Temple School is located beyond the Museum of Transport to the north of the Site. To the north west is St Luke's Churchyard which contains the grade II listed ruins of St Luke's Church.

Figure 2.1: Aerial view of the Site and surrounding area (Google Earth)



Historic Development of the Site and Surrounding Area

- 2.3 Cheetham Hill has medieval origins and originally formed part of the township of Cheetham before being absorbed into the City of Manchester in 1896. Until as late as the mid 19th century, the area surrounding the Site was relatively sparsely developed, comprising only St Luke's Church and a number of dwellings located along Cheetham Hill Road and Smedley Lane (**Figure 2.2**).

- 2.4 The area developed rapidly during the second half of the 19th century supported by immigration from Ireland and continental Europe. This pattern of immigration and settlement continued through the 20th century and would later include migrants from Africa, the Caribbean, Eastern Europe and the Far East.² Queens Road was laid out in the late 19th century and rows of terraced houses were constructed in the area surrounding the Site, creating a densely developed urban townscape (Figure 2.3).

Figure 2.2: Extract from OS County Series Map of Lancashire, 1848



Figure 2.3: Extract from the OS County Series Map of Lancashire, 1922



² Douglas, I., Douglas, M., and Lawson, N. 1998. 'Changing Landscapes of an Inner City Street: Illustrating Manchester's multi-ethnic legacies and current diversity', in Hindle, P (ed.). 1998. *Exploring Greater Manchester*.

- 2.5 A large depot was constructed by the Manchester Corporation on the Site in 1901, with one main entrance onto Queens Road and four secondary entrances to Boyle Street (**Figure 2.4**). It was the first fully electric tram depot in Manchester and originally supported one service operating between Cheetham Hill and Albert Square. The original capacity of the depot was 252 tram cars, several of which were assembled on site during the construction of the depot. The land to the immediate north of the depot (now occupied by the Transport Museum) contained stabling, a wagon store, sand dryer and a permanent way yard. An office range was built at the southern end (**Figure 2.5**).

Figure 2.4: Extract from the OS County Series Map of Lancashire, 1922, showing the original footprint of the tram depot and associated outbuildings

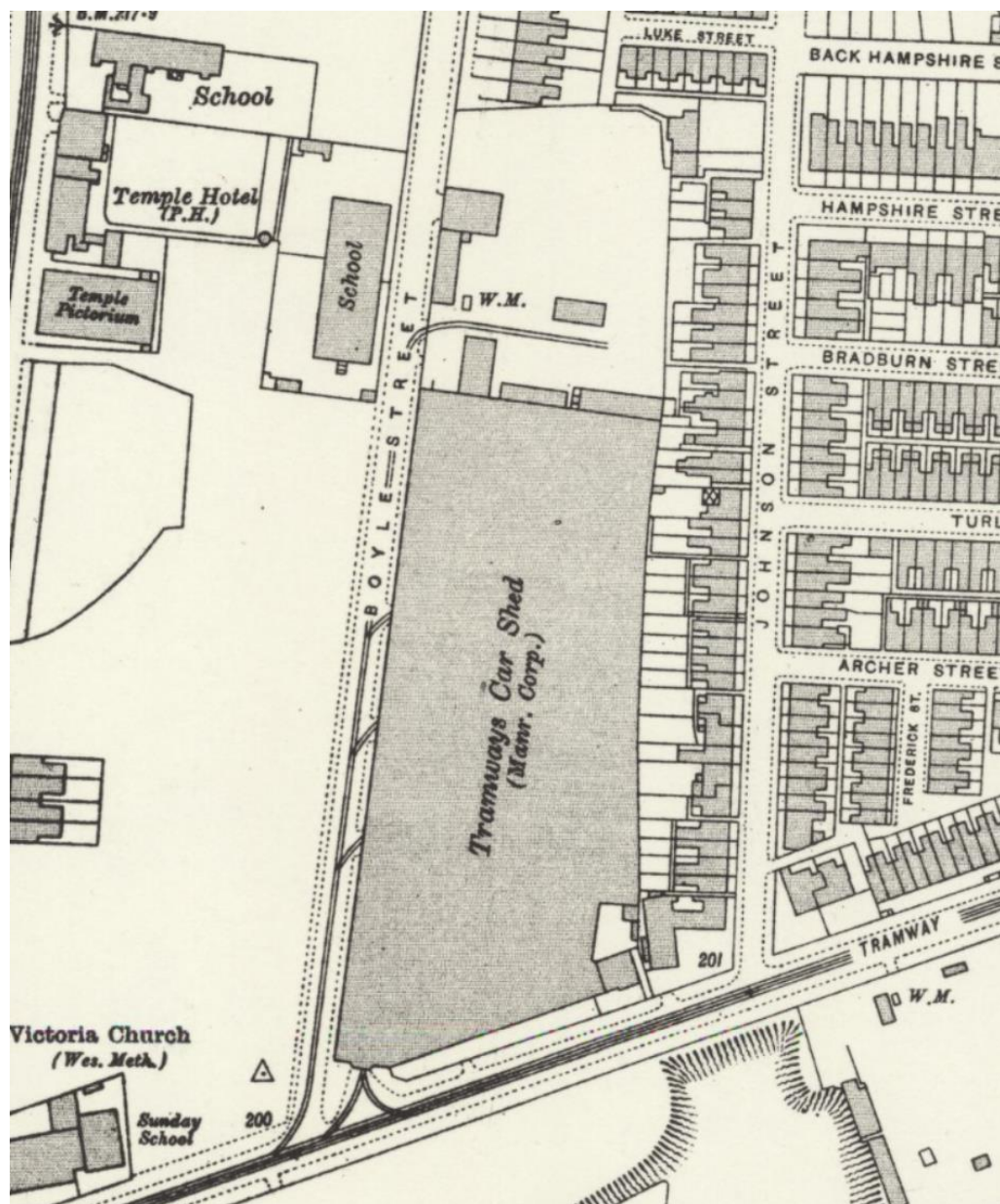
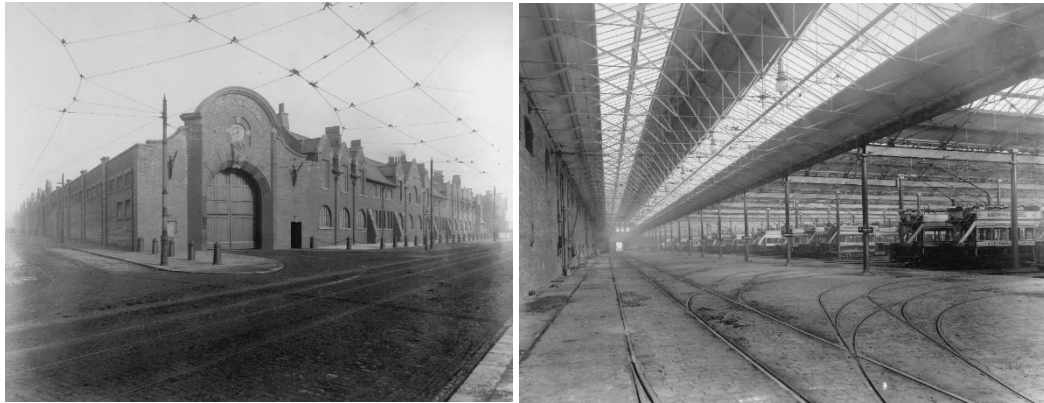


Figure 2.5: Photographs of the exterior (left) and interior (right) of the tram depot in 1902, one year after its construction



- 2.6 In 1928, a bus garage and workshop was built to the north of the tram depot on the site of the Transport Museum's upper hall (**Figure 2.6**). The use of trams was in decline by the 1930s and the trams at the Queens Road Depot were gradually supplanted by buses, with the last tram being removed in 1938. Shortly prior to this, a washing and fuelling bay extension was added to the bus depot, connecting it with the tram shed and completing the present day building group. This extension is now the lower hall of the Transport Museum.

Figure 2.6: Extract from the OS County Series Map of Lancashire, 1936, showing the tram depot and bus garage and workshop



- 2.7 The bus garage and extension became surplus to requirements in light of growing car ownership during the 1950s and from 1955 were leased to the Ministry of Works for

use as a vehicle store for the Post Office, an arrangement which continued until the mid 1970s. The tram depot was however retained and refurbished in the mid 1950s and has remained in use as a bus depot, having been through several changes in ownership. The former bus garage and washing and fuelling bay to the north was acquired by the Greater Manchester Transport Society and reopened as the Greater Manchester Museum of Transport in 1979. The complex of buildings comprising the Bus Depot and Transport Museum was jointly listed in 1988.

- 2.8 The area surrounding the Site now comprises a mixture of 19th century terraced housing arranged in regular rows; later replacement and infill residential development in the form of short terraces or semi-detached dwellings; modern school buildings and associated infrastructure; and commercial buildings including the large scale retail units of the Manchester Fort Shopping Park. 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 south west of the Site. The area is therefore relatively highly trafficked both by pedestrians and vehicles.

Summary of Historical Development

- Cheetham Hill was relatively sparsely developed until the mid 19th century, from which time it began to grow as a residential suburb supported by immigration to Manchester from Ireland, continental Europe and later Africa, the Caribbean, Eastern Europe and the Far East.
- A tram shed was constructed on Queens Road in 1901, followed by a bus garage and workshop in 1928. The two buildings were connected by an extension to the bus garage in 1935.
- From 1938, the former tram shed was used solely as a bus depot, a use which has continued to the present day in spite of several changes in ownership. The adjoining bus garage and workshop to the north has housed the Greater Manchester Museum of Transport since 1979.
- 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.

3. Heritage Assets

Heritage Assets

- 3.1 The NPPF defines a heritage asset as:

*“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)”.*³

- 3.2 This Statement addresses built heritage assets only and does not include consideration of the archaeological resource or below ground heritage assets.

Designated Heritage Assets

- 3.3 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them. Designated heritage assets include, amongst others, conservation areas, listed buildings and scheduled monuments.

Listed Buildings

- 3.4 The Site contains part of the grade II listed Bus Depot and Transport Museum (list entry no. 1247471), which was designated in 1988.

- 3.5 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). These listed buildings are unlikely to experience effects arising from the Proposed Development due to the following considerations:

- The limited nature and extent of the proposed works;
- The nature and extent of their significance (including functional or historic connections);
- Lack of visual relationship between the asset and the Proposed Development due to intervening development;
- The orientation of view and the way in which a heritage asset is experienced and the contribution made by setting; and/or
- The existing urban context that characterises their setting in which the Proposed Development would also be experienced.

³ MHCLG, 2024. *National Planning Policy Framework – Annex 2: Glossary.*

- 3.6 The grade II listed Bus Depot and Transport Museum is therefore the only relevant statutorily listed building to be considered in this Statement.

Non-designated Heritage Assets

- 3.7 The NPPF clarifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing) – these are referred to as non-designated heritage assets.
- 3.8 Historic England’s guidance on ‘Managing Significance in Decision Taking in the Historic Environment’ (2015) states that:

“Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering the application.”⁴

- 3.9 Manchester City Council does not hold a list of buildings of local architectural or historic interest. However, the Greater Manchester Historic Environment Record has been consulted and no non-designated heritage assets have been identified which have the potential to be affected by the Proposed Development.

⁴ Historic England, 2015. *Historic Environment Good Practice Advice in Planning Note 2, Managing Significance in Decision Taking in the Historic Environment*. Paragraph 5.

4. Significance of Heritage Assets

- 4.1 This section provides an assessment of the significance of the grade II listed Bus Depot and Transport Museum.
- 4.2 The assessment is intended to be proportionate to the importance of the heritage asset and sufficient to understand whether any potential impacts would arise as a result of the Proposed Development. It has been informed by a site visit carried out in September 2024, historic map regression and a review of existing published information.
- 4.3 The NPPF defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁵

Listed Buildings

- 4.4 Listed buildings are defined as designated heritage assets that hold architectural or historic interest. The Principles of Selection for Listed Buildings (2018)⁶ was published by the Department for Digital, Culture, Media and Sport (‘DCMS’) and is supported by Historic England’s Listing Selection Guides for each building type.

Setting

- 4.5 The NPPF defines the setting of a heritage asset as:
- “The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁷*
- 4.6 Historic England has published guidance⁸ in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. The guidance confirms that *“setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.”*
- 4.7 The guidance sets out a step-by-step process for proportionate assessment of the significance of a heritage asset that may be affected by a proposal.

⁵ MHCLG, 2024. *National Planning Policy Framework (NPPF)* – Annex 2: Glossary

⁶ DCMS, 2018. *Principles of Selection for Listed Buildings*.

⁷ MHCLG, 2024. *National Planning Policy Framework (NPPF)* – Annex 2: Glossary

⁸ Historic England, 2017. *Good Practice Advice Note 3: The Setting of Heritage Assets*

- 4.8 Further guidance on the definition of setting and how it should be taken into account is set out in the National Planning Practice Guidance ('NPPG') relating to the historic environment. The NPPG sets out that:

"The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places".

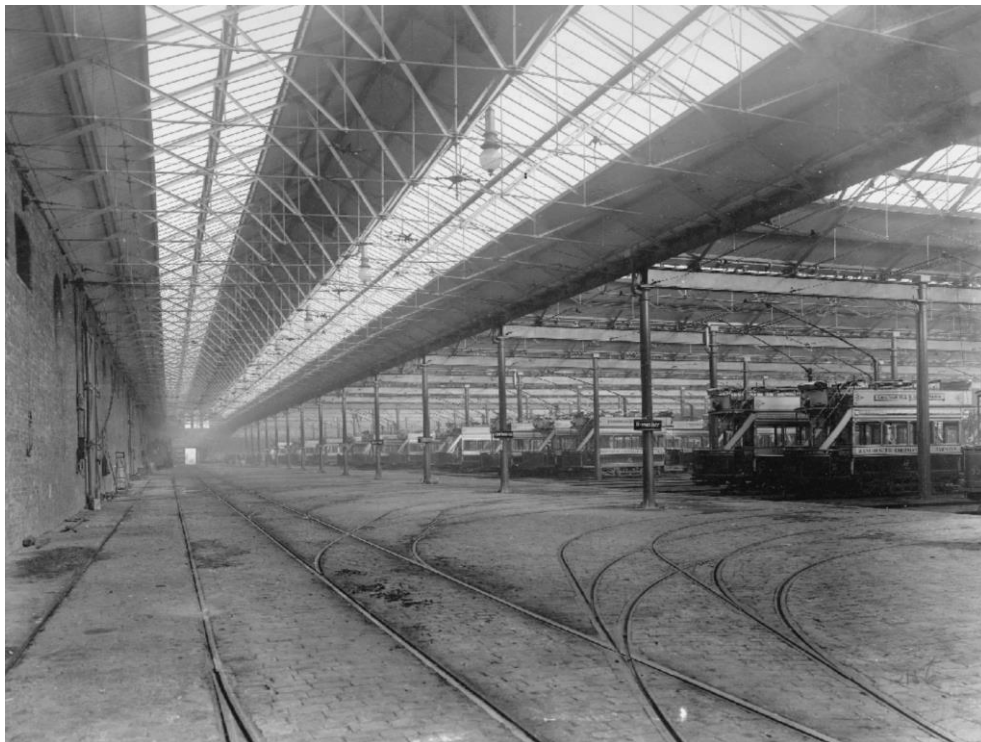
- 4.9 The Catesby Estates Ltd v Steer (2018) EWCA Civ 1967 case confirmed that historic, social and economic connections are relevant in assessing the contribution made by the setting of heritage assets.

Bus Depot and Transport Museum – Grade II Listed Building

Historic Interest

- 4.10 The Bus Depot and Transport Museum is of special historic interest as an early example of an electric tram shed and the first of its kind in Manchester. The listed building reflects broader historical trends such as the increasing role of the City Corporation to provide public services and the growth and decline in popularity of electric trams as a mode of public transport in the early 20th century. The building also draws historic interest from its use from the late 1920s to the present day as a bus depot, as well as the use of the original bus garage and workshop as a Transport Museum from 1979.

Figure 4.1: Photograph of the interior of the former tram shed, 1902



- 4.11 The extant form and layout of the bus depot, with street-fronting offices to Queens Road and a long shed to the rear along Boyle Street, is consistent with the original

layout of the former tram shed and illustrates its historic use and function (**Figure 4.1**). Similarly, the later additions to the listed building, namely the bus garage and workshop and washing and fuelling bay extension, are legible as separate phases of development and allow the gradual expansion of the listed building under the direction of the City Corporation to be understood.

Architectural Interest

- 4.12 The Bus Depot and Transport Museum holds special architectural interest as a complex of well conserved early 20th century buildings comprising a former tram shed and office range, bus garage and workshop, and a washing and fuelling bay extension.
- 4.13 The tram shed offices (**Figure 4.2**) fronting Queens Road are the principal architectural focus of the listed building, being two storeys and of red brick construction with stone dressings and steeply pitched slate roofs. The office range is in the Arts and Crafts style, which was popular in Manchester in the late 19th century and the first decade of the 20th century in a variety of contexts, including public buildings and offices.
- 4.14 The range has a long frontage of 15 bays with gabled dormers and a mixture of window styles including semi-circular windows to the ground floor. The south west corner of the range is splayed and contains a large round arched entrance (now a window) with five sandstone voussoirs beneath a clock set within a recessed panel. It has been refurbished on several occasions, most recently in c.2013 when the original windows were replaced, but retains much of its original architectural character.

Figure 4.2: Views of the south elevation of the former tram shed (now bus depot) from the south west on Queens Road; 1902 (left) and present day (right).



- 4.15 The left return (west) elevation of the former tram shed is more utilitarian in character, reflecting the building's functional use. It features a mixture of high-level tripartite windows beneath flat rubbed brick arches, several of which now contain louvred panels, and larger, more decorative circular windows set within recessed panels on parapeted squared gables (**Figure 4.3**). The three original tram shed openings (illustrated in **Figure 2.4**) have been infilled in brick and three later openings (one at the northern end and a pair at the southern end) provide access to the modern bus depot.
- 4.16 The west elevation of the Transport Museum, comprising the former bus garage and workshop and washing and fuelling bay extension, is slightly more ornate than that of

the former tram shed. It features a projecting Dutch gable with a circular window above a pair of arched former fire wagon openings with keyed brick arches and a series of five flat-headed bus washing and fuelling bay openings with original tall painted timber doors (Figure 4.4).

Figure 4.3: Views of the left return (west) elevation of the former tram shed from the west on Boyle Street.

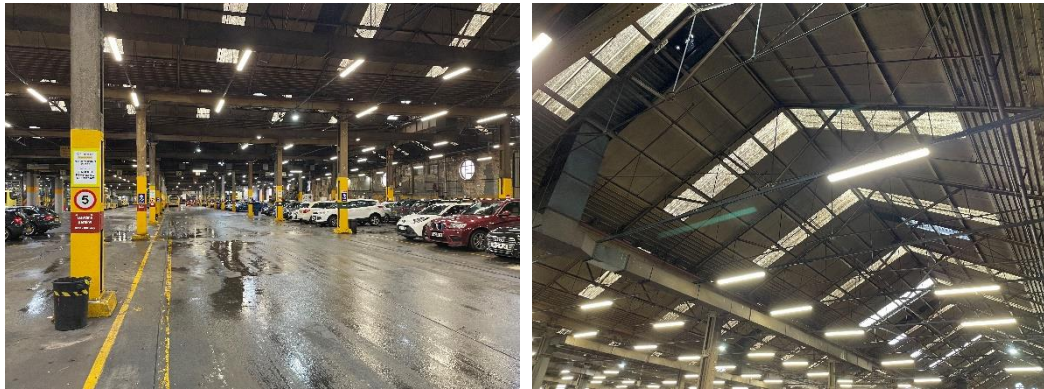


Figure 4.4: Views of the west elevation of the Transport Museum from Boyle Street.



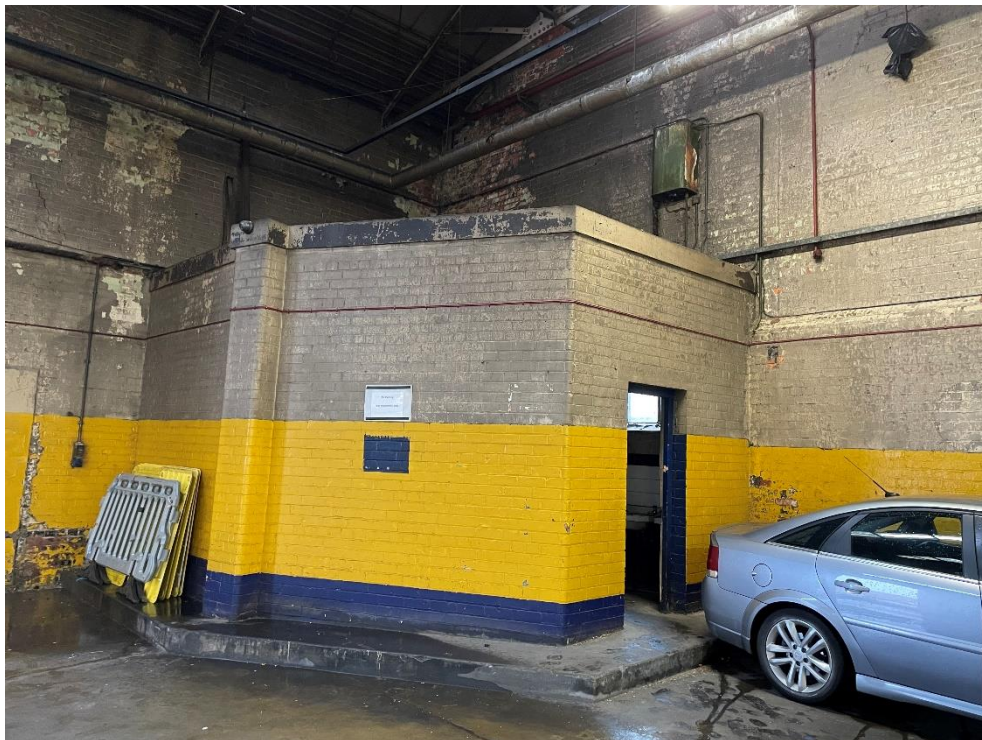
- 4.17 The north and east elevations of the listed building are of a simple, functional character and were not intended to be visible from the surrounding area which historically comprised rows of terraced housing. While these elevations have been revealed as a result of the redevelopment of the surrounding land in the late 20th century, they are of less architectural interest than the principal frontages to Queens Road and Boyle Street.
- 4.18 The listed building draws architectural interest from the open plan and functional character of the interior of the former tram shed, which reflects and supports an appreciation of the building's original use. While the roof coverings have been renewed, the building retains its original roof structure consisting of rows of shallow steel trusses resting on substantial steel I-beams and supported by rounded steel columns, which are now encased in later sheet steel coverings (Figure 4.5). A series of sunken bus repair bays of possible early to mid 20th century date survive in the south eastern corner of the depot (Figure 4.6).

Figure 4.5: Views of the steel columns and roof trusses within the former tram shed.



- 4.19 The interiors of the former tram shed offices and Transport Museum were not inspected as no works are proposed to these areas. The removal of the tram rails, associated cabling and original lantern lighting (shown in **Figure 4.1**) from the building has slightly diminished the legibility of its former use. Similarly, there have been a number of late 20th century additions to the interior of the building in connection with its continued use as a bus depot, including bus repair structures, a small disused toilet block (**Figure 4.7**) and freestanding bus washing facilities. These features do not contribute to the special interest of the listed building.

Figure 4.6: View of the disused toilet block in the north west corner of the former tram shed.



Contribution made by Setting to Significance

Physical Surroundings

- 4.20 The Bus Depot and Transport Museum is located in the varied residential and commercial area of Cheetham Hill, Manchester. It is bounded to the south by Queens Road; to the west by Boyle Street; to the north by the Oasis Academy Temple School; and to east by a mixture of residential and commercial properties on Appleford Drive. The wider area surrounding the listed building comprises a mixture of rows of terraced housing, commercial buildings and arterial roads, including Cheetham Hill Road (A665) to the west which is a principal vehicular route into the centre of Manchester from the north.

Experience of the Asset

- 4.21 The office range of the former tram shed is primarily experienced from the south on Queens Road where its architectural character and detailing is best appreciated. In particular, the approach towards the listed building on this road from the south west contributes to significance by illustrating the relationship between the former principal tram entrance and Queens Road, which supports an understanding of how the building once functioned (refer to **Figure 4.2**). The building's orientation and the inclusion of a splayed corner also gives it a degree of townscape prominence in this view.
- 4.22 The left return elevation of the former tram shed is almost exclusively experienced from Boyle Street and adjoining streets to the west, including Smedley Street and Temple Square. These views reveal the utilitarian architectural character of the elevation and also support an understanding of how the tram shed and later bus depot functioned through time, with a mixture of historic and modern openings being present in the elevation (**Figure 4.7**).

Figure 4.7: View of the west elevation of the former tram shed from the north west on Boyle Street.



- 4.23 The Transport Museum is primarily experienced from the northern end of Boyle Street, where the street widens to contain a mini roundabout offering relatively open views of the former bus garage and washing and fuelling bay extension. These views reveal the architectural character and detailing of the Transport Museum and support an understanding of the building's function, phased development and relationship with the adjoining former tram shed (refer to **Figure 4.4**).
- 4.24 With the exception of Temple Square, a planned veteran's housing development to the west of Boyle Street which was built in c.1919, the surrounding townscape has limited contemporaneity with the listed building and does not reflect its historic context. The building therefore draws no significance from its relationship with the surrounding built environment.

5. Impact Assessment

Introduction

- 5.1 In determining the submitted applications for full planning permission and listed building consent, MCC has statutory duties under s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings, their setting or any features of special architectural or historic interest which they possess.
- 5.2 Paragraph 210 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them to viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.3 Paragraph 212 requires when considering the impact of development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
- 5.4 Paragraphs 214 and 215 differentiate between 'substantial' and 'less than substantial' harm and provide a framework for the consideration of harm to the significance of designated heritage assets where it arises, bearing in mind the considerable importance and weight that must be given to the statutory duties of the 1990 Act.
- 5.5 Paragraph 215 states that 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.
- 5.6 The relevant heritage legislation, policy and guidance context for consideration of the Proposed Development is set out in full in **Appendix 1**.

The Proposed Development

- 5.7 The Proposed Development comprises the following works associated with the electrification of the Queens Road Bus Depot:
- Demolition of an existing toilet block and insertion of an ENWL substation including the formation of an associated opening in the west elevation for a double leaf door with louvres and concrete lintel;
 - Reopening of an existing blocked door in the east elevation for use as a fire escape with insertion of associated galvanised metal staircase;
 - Formation of a new door opening with concrete lintel in the east elevation for use as a fire escape;

- Removal of concrete bund;
- Strip out of fuel/coolant tanks and demolition of fuelling island;
- Strip out of existing bus wash and chassis wash/wheel cleaning station;
- Demolition of store rooms/back-of-house areas;
- Insertion of two new express bus chassis washes; and
- Creation of charging aisles containing EV charging units and LV cabinets with associated high-level containment and gantry.

5.8 Full details of the Proposed Development are contained in the measured drawings prepared by The Harris Partnership and submitted in support of the applications.

Impact Assessment

5.9 This section describes the impact of the Proposed Development on the significance of the grade II listed Bus Depot and Transport Museum. The assessment employs current national advice provided by Historic England as an appropriate framework for analysis, including GPA 2⁹ and HEAN 12¹⁰, which emphasise the importance of good design and response to local distinctiveness in the historic environment.

Impact on the Bus Depot and Transport Museum (grade II listed building)

5.10 As set out previously, the Bus Depot and Transport Museum is of special architectural and historic interest as an early example of an electric tram shed and the first of its kind in Manchester. The southern part of the listed building, which falls within the Site boundary and is the subject of this Statement, was used solely as a bus depot from 1938, while the northern part became a museum in 1979.

5.11 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, and the left return 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.

5.12 The Proposed Development 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. No works are proposed to the office range to Queens Road, nor to the Transport Museum (which is within the applicant's ownership but does not fall within the application boundary) and the significance which the listed building derives from these constituent buildings will be sustained.

⁹ Historic England, 2015. *Managing Significance in Decision Taking in the Historic Environment. Historic Environment Good Practice Advice in Planning: 2.*

¹⁰ Historic England, 2019. *Statements of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12.*

5.13 The Proposed Development involves the demolition of the disused toilet block in the north west corner of the bus depot (refer to **Figure 4.6**) to create space for the insertion of an ENWL substation. The toilet block is a later addition, as evidenced by **Figure 4.1**, and does not contribute to the special interest of the listed building. A double door opening is proposed to be created in the west elevation to provide access and ventilation to the substation (**Figure 5.1**). This would be treated in a similar manner to existing entrances in the elevation and would have a concrete lintel. 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.

Figure 5.1: Existing (left) and proposed (right) elevation drawings showing the new double leaf door opening to serve the proposed substation

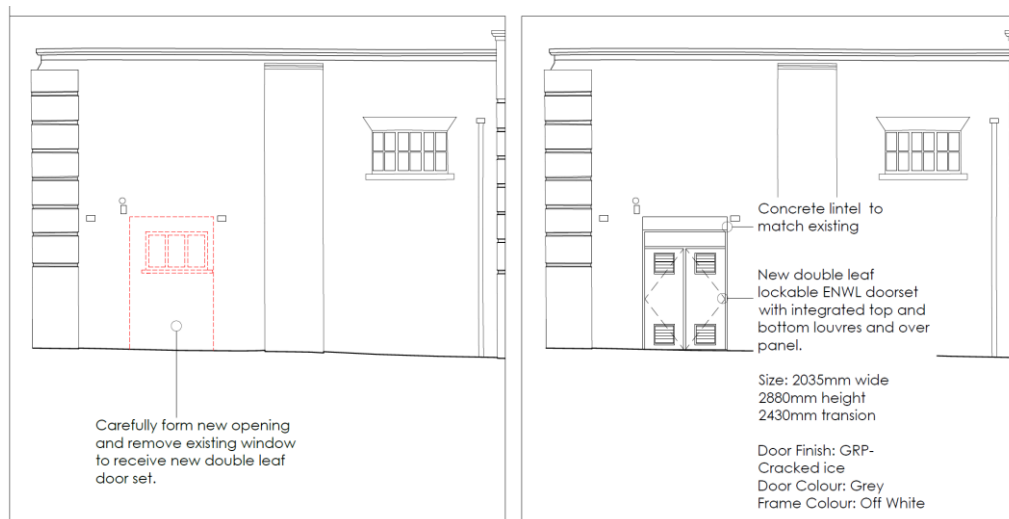


Figure 5.2: Existing (left) and proposed (right) elevation drawings showing the northernmost new door opening in the east elevation

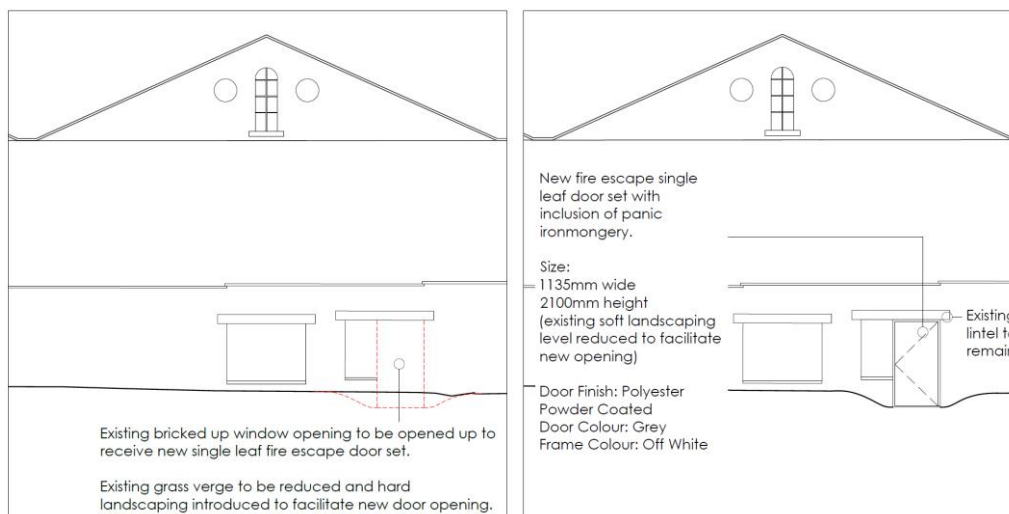
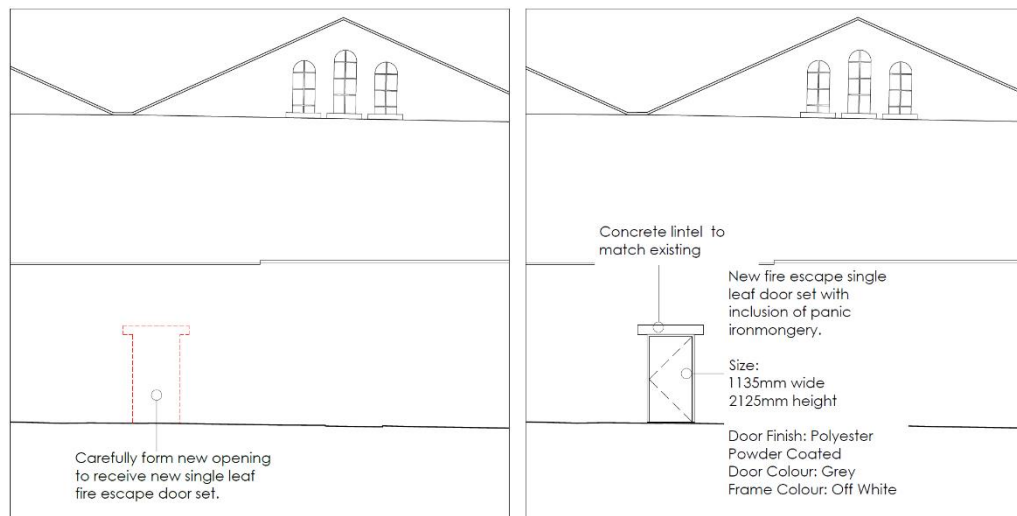


Figure 5.3: Existing (left) and proposed (right) elevation drawings showing the southernmost new door opening in the east elevation



- 5.14 Two separate single leaf 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. The northernmost of the proposed openings would utilise an existing blocked door opening beneath an existing concrete lintel (**Figure 5.2**). The southernmost door opening would be a new opening and would have a matching concrete lintel (**Figure 5.3**). The proposed doors are discreetly sited in a secondary elevation and would have a utilitarian appearance which is in-keeping with the character of the elevation.
- 5.15 The Proposed Development includes the removal of modern structures and features associated with the building's active use as a bus depot, including the concrete bunding, fuel/coolant tanks (**Figure 5.4**), fuelling island, bus wash, chassis wash and wheel cleaning station (**Figure 5.5**). These features are later insertions which do not contribute to the special interest of the listed building and are now functionally obsolete. Their removal would not 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. This aspect of the Proposed Development would therefore sustain the architectural interest that is derived from the interior of the listed building and support the ability to appreciate its historic use.

Figure 5.4: View of the existing fuel/coolant tanks within the Bus Depot



Figure 5.5: View of the existing bus chassis wash and wheel cleaning station within the Bus Depot



- 5.16 A row of storage rooms along the eastern edge of the building (**Figure 5.6**) are proposed to be demolished as part of the Proposed Development. These rooms are demarcated by mid 20th century, non-structural glazed timber panels which have been altered and partly infilled in brick. The storage rooms are not original and do not contribute to the special interest of the listed building. The proposed removal of the

wall panels would sustain the architectural interest of the interior of the building, which is derived primarily from the open and functional character of the space and surviving historic fabric including the steel columns and roof trusses.

Figure 5.6: Views of the storage rooms/back of house areas within the Bus Depot



- 5.17 Finally, 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 and would be no overall effect on the functional character of the interior and the contribution it makes to the significance of the listed building.
- 5.18 In summary, the Proposed Development comprises a series of minor internal and external works required to facilitate the electrification of the bus depot. The works would sustain the significance of the grade II listed Bus Depot and Transport Museum while supporting its continued and sustainable use. It therefore accords with NPPF Paragraphs 210 and 212, Policy EN 3 of the Core Strategy DPD and Policy DC19.1 of the Unitary Development Plan.

Statutory Duties and National Planning Policy

- 5.19 Based on the above assessment, it is concluded that the significance of the grade II listed Bus Depot and Transport Museum will be sustained. The Proposed Development will therefore meet the objectives of Paragraphs 210 and 212 of the NPPF and the requirements of s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if MCC grants full planning permission and listed building consent.

Local Planning Policy

- 5.20 In accordance with Policy EN 3 of the Core Strategy DPD and Policy DC19.1 of the Unitary Development Plan, this Statement provides a description of the significance of the grade II listed Bus Depot and Transport Museum and an assessment of its potential

impact. The significance of the listed building will be sustained while supporting its continued active use and the requirements of Core Strategy Policy EN 3 and UDP Policy DC19.1 are therefore satisfied.

6. Summary and Conclusions

- 6.1 This Heritage Statement (the 'Statement') has been prepared by Turley Heritage on behalf of TfGM (the 'applicant') in connection with applications for full planning permission and listed building consent for works associated with the electrification of an existing bus depot (the 'Proposed Development') at Queens Road Depot, Cheetham Hill, Manchester, M8 8UT (the 'Site').
- 6.2 The Site contains part of the grade II listed Bus Depot and Transport Museum (list entry no. 1247471). The listing includes both the existing bus depot, to which this application relates, and the Greater Manchester Museum of Transport, which is housed in a series of separate adjoining buildings to the north which fall outside of the Site boundary. The Site does not form part of any area based heritage designation.
- 6.3 In determining the full planning application and application for listed building consent, Manchester City Council ('MCC') has statutory duties under s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of listed buildings. Case law has established that 'considerable importance and weight' should be given to these statutory duties.
- 6.4 A review of the history and development of the Site has been undertaken in Section 2 and the significance and setting of the listed building has been described in Section 4. An assessment of the impact of the Proposed Development on the significance of the listed building is set out in Section 5, in light of the statutory duties of the 1990 Act, national planning policy set out in the NPPF and local planning policy for the historic environment (set out in detail in **Appendix 1**).
- 6.5 Based on our assessment, it is concluded that the significance of the grade II listed Bus Depot and Transport Museum would be sustained. The Proposed Development would therefore meet the objectives of Paragraphs 210 and 212 of the NPPF, Core Strategy Policy EN 3 and UDP Policy DC19.1 and the requirements of s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if MCC grants full planning permission and listed building consent.

Appendix 1: Heritage Legislation, Planning Policy and Guidance

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

In determining applications for listed building consent and planning permission affecting statutory listed buildings, the following duties are placed on the decision maker:

“s.16(2) In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State 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.”

“s.66 (1) In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State 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.”

Case law has confirmed that Parliament’s intention in enacting section 66(1) was that decision makers should give *“considerable importance and weight”* to the desirability of preserving the special interest and setting of listed buildings, where *“preserve”* means to *“to do no harm”*.

The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building. This duty must be borne in mind strongly when considering cases where harm may be considered to accrue, and then the balancing of such harm against public benefits as required by national planning policy.

National Planning Policy

National Planning Policy Framework (NPPF) (2024)

The National Planning Policy Framework provides a statement of Government planning policies with regard to the protection of all heritage assets. One of the core planning principles of the NPPF is that planning should:

“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”

Chapter 16 outlines the Government’s guidance regarding conserving and enhancing the historic environment.

Paragraph 207 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 210 states that with regard to determining planning applications planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 212 confirms that 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 and the more important the asset, the greater the weight should be. It is also confirmed that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Any harm to, or loss, of significance of a designated heritage asset should require clear and convincing justification.

Paragraph 213 confirms that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 214 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

1. the nature of the heritage asset prevents all reasonable uses of the site; and
2. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
3. conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
4. the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 215 states that 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.

National Guidance

National Planning Practice Guidance (PPG) (2023)

Whilst not planning policy, Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

Historic England: Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (2015)

GPA Note 2 provides information to assist in implementing historic environment policy in the Framework and the related guidance given in the NPPG. These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

Guidance: Historic England Good Practice Advice in Planning Note 3 (Second Edition) (December 2017) 'The Setting of Heritage Assets'

Historic England has published revised guidance relating to the setting and views of heritage assets. The document gives general advice on understanding setting and how it may contribute to the significance of heritage assets. It also provides advice on how views play a part in setting. It suggests a staged approach to taking decisions on the level of the contribution which setting and related views make to the significance of heritage assets.

Local Policy and Guidance

Places for Everyone Joint Development Plan Document, March 2024

Policy JP-P2: Heritage states:

"Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected from harm. These include historic town centres, places of worship, historic transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings and areas of identified archaeological, artistic and/or historic value.

Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy. Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and placemaking, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester's heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan.

Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process."

This policy supersedes paragraph 2 of Policy EN3 of the Manchester Core Strategy.

Manchester City Council: Core Strategy Development Plan Document (July 2012)

Policy CC 9 Design and Heritage

"Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

The Council will support high density and mixed use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the Council expects to see in the City Centre and contribute to a coherent and integrated physical environment.”

Policy EN 3 Heritage

“Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.”

Manchester City Council: Extant Unitary Development Policies

Policy DC19.1 Listed Buildings

“In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- (a) Not grant listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;*
- (b) Not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;*
- (c) Not permit any external or internal alteration or addition to a listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;*
- (d) Seek to preserve and enhance the setting of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;*
- (e) Permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;*

- (f) *Not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result."*

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