

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137428/LO/2023
Date registered valid: 23 October 2023
Proposal: Listed Building Consent for repair works including reinstatement of boundary wall to entrance; repairs to concrete structure, guttering and render; installation of replacement roof covering, doors, lighting, windows, roof lights and guttering
Address: The Astrodome, Bradnor Road, Manchester, M22 4TE
Ward(s): Northenden Ward

Applicant: Airport Parking & Hotels Ltd
Agent (if any): Andrew Burns Atelier MB
Case officer: David Lawless
Tel: 0161 234 4543
Email: david.lawless@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 14 November 2024

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Standard consultations:

Printed: 8 November 2023 Expired: 29 November 2023

Neighbour notifications

Printed: 8 November 2023 Expired: 29 November 2023

Site notice

Posted: 10 November 2023 Expired: 1 December 2023

Press advert

Published: 14 November 2023 Expired: 28 November 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

This application relates to the southern end (edged in red below) of the Grade II* listed building formerly known as the Wythenshawe Bus Depot. While this part of the building is used in conjunction with an off-airport long stay car parking business, the remainder of the building (blue star) is used for by a logistics company.

The bus garage is Grade II*, placing it within the top 8% of listed buildings and one of very few 20th Century buildings listed at this high grade.



To the north and east of the building there is a logistics use, while to south, on the opposite side of Bradnor Road, there are further commercial uses. To the west, on the opposite side of Harling Road, is the associated car parking operation under the applicant's control.

The building is located within the Sharston Industrial Estate.

Listed building:	Grade II*
Conservation area:	No
Tree Preservation Order:	No

Description of development

The applicant is seeking Listed Building Consent for the following:

- repair works including reinstatement of boundary wall to entrance;
- repairs to concrete structure, guttering and render;
- installation of replacement roof covering, doors, lighting, windows, rooflights and guttering

Consultations & Notification Responses

Local Residents/Businesses – No comments received.

20th Century Society – The Society welcomes proposals to restore this remarkable structure and return it to something closer to its original state through the reinstatement of the original boundary treatment, the recreation of the central glazed spine in the roof through the reintroduction of glass blocks to blocked-in openings, the replacement of non-original aluminium windows with steel units matching the originals in pattern and opening movements, and the removal of later metal cladding and rendering of side elevations.

While we welcome efforts to conserve the concrete, we have some concerns about the potential impact that the repair work could have on this exceptional structure. We understand that the garage's main section had exposed concrete finishes, while subsidiary sections were of brick construction with cement render and concrete roofs. Any necessary repairs needs to closely match the original surface appearance where this is exposed, while ensuring durability and reversibility. It is important that the applicant assesses and establishes the extent of repairs needed and then undertakes trials and mock-up repairs off-site before conducting tests on the structure and monitoring these. It is important that the repair work is well executed to minimise the risk of negative impact on the significance of the concrete.

Historic England – Have decided in this case not to offer advice.

Cadent Gas Ltd – No objections to the proposal.

Policies

The National Planning Policy Framework (December 2023) – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision-making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

In addition to the above, Section 16 (*Conserving and enhancing the historic environment*) is of relevance:

Paragraph 196 in Section 16 states that in determining planning applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 states 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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 206 states 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. Substantial harm to or loss of assets of the highest significance, such as grade I and II* listed buildings, should be wholly exceptional.

Paragraph 207 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:

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

Paragraph 208 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.

The Places for Everyone Plan – This plan was adopted on 21 March 2024, as such the Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance. The relevant policy is set out below:

Policy JP-Strat9 (Southern Areas) – This policy states that the economic competitiveness, distinctive local neighbourhood character and environmental attractiveness of the southern areas will be protected and enhanced. There will be a strong emphasis on making as much use as possible of suitable previously developed (brownfield) land and promoting the roles of the areas' town centres and its other key assets.

Policy JP-P2: Heritage (Heritage) – This policy states that the member authorities will proactively manage and work with partners to positively conserve, sustain and enhance their respective historic environments, heritage assets and their settings.

Core Strategy Development Plan Document – The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. Relevant policies in the Core Strategy are detailed below

Policy SP1, *Spatial Principles*, - Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural 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.

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of specific issues, of which the following are of most relevance:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Community safety and crime prevention.
- Design for health.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Flood risk and drainage.

Saved UDP Policies – Policy DC19, *Listed Buildings* – Policy DC19.1 states that 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 settings 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.

Legislative Requirements – Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of the power to determine planning applications which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Issues

Works to the Building – Work on the bus garage began at the outbreak of WWII in 1939 and was constructed to a design by City Architect G. Noel Hill. The bus garage was built for the City of Manchester Transport Department but was taken over by the Ministry of Aircraft Production upon its completion in 1942. It is exceptional for its barrel-vaulted interiors, built using the shell system of construction. Messrs Chisarc and Shell D Ltd were responsible for the concrete structure and were innovators in the field of shell construction.

Contemporary reports described it as “...the largest in this country with this type of shell roof”, its concrete arches spanning over 160ft and carrying a shell only 2 3/4 inches thick, without any interference with floor space in the form of supports. Its list entry confirms that the structure was “pioneering” and “one of the earliest reinforced concrete shell roof structures to be built in England”. The roof structure is aesthetically impressive with its great concrete arches creating spacious and open interiors.

The applicant is proposing the following works to the Grade II* listed building:

- Repairs and reinstatement of the boundary of the site including the rebuilding of the original curved walls to the entrance forecourt.
- Repairs to the concrete structure of the bus garage which is showing signs of deterioration. A survey, referred-to, above, has been conducted and this shows that concrete repairs are required to several parts of the structure. In particular, there has been spalling of the concrete forming the supporting side walls of the building. The building was not constructed to today's exacting standards meaning that the concrete cover to the reinforcing bars is very minimal. A full specification and method statement for carrying this out is included in this document.

- Removal of non-original doors and reinstatement of more authentic doors (based on historic photographs) to the garage from Bradnor Road. A full specification and method statement for carrying this out is included in this document. Installation of new internal lighting. The original lighting was lost before listing took place and that which was in place at the time of listing has not been operational for a long period of time. A full specification and method statement for carrying this work out is included in this document.
- Removal of non-original aluminium framed windows and reinstatement of steel windows based on patterns shown on historic photographs and drawings. A full specification and method statement for carrying this out is included in this document.
- Removal and replacement of the non-original felt roof covering. This been researched and discussed in some detail with the planning department and the Sika Decathane with grit finish is the material agreed for this item. A current quote for the replacement of the roof covering is allowed for in the repairs budget. This now also includes the covering of the flat roofs on the remaining part of the side wings.
- Removal on non-historic roof lights and replacement with reinforced concrete glass block panels to replicate those originally installed. A full specification and method statement for carrying this out is included in this document.
- The reinstatement of lime rich render to the areas where non original and non-compliant render has been installed or-is missing. The full specification is part of this documentation.
- General external repairs to gutters and downpipes as noted in the drawings and specifications. The downpipes had been replaced with UPVC, which is not considered to be an acceptable solution for the listed building, and replacements are proposed in cast iron. The existing steel gutters will be cleaned and lined with Decathane.

Given the importance and significance of this building, as one of the first reinforced concrete shell roof structures to be built in England the proposed repairs works are welcomed and are considered to be beneficial to the ongoing retention and use of the building. The proposals are therefore considered to preserve the building and enhance its setting and the significance of the heritage asset subject to the imposition of appropriately worded conditions relating to further details and method statements of some elements of the works and materials to be used.

Visual Amenity – It is considered that improving the appearance of this important listed building and ensuring its retention would improve the levels of visual amenity enjoyed within the vicinity of the site.

Residential Amenity – The proposal would not have a detrimental impact upon the levels of residential amenity enjoyed within this part of Northenden.

Pedestrian and Highway Safety – The proposal would not have a detrimental impact upon the levels of pedestrian and highway safety enjoyed within the vicinity of the site.

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. No significant problems have arisen during the consideration of this application.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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

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

2) The development hereby approved shall be carried out in accordance with the following drawings received on 23 June 2023:

- | | | |
|----|--------|---|
| a) | P1 100 | BUS GARAGE FLOOR PLAN |
| b) | P1 110 | BUS GARAGE HIGH LEVEL PLAN |
| c) | P1 120 | BUS GARAGE ROOF PLAN |
| d) | P1 200 | BUS GARAGE ELEVATIONS 1 |
| e) | P1 210 | BUS GARAGE ELEVATIONS 2 |
| f) | P1 400 | CONCRETE EDGE REPAIR DETAILS |
| g) | P1 417 | ROOFLIGHT DETAILS |
| h) | P1 418 | LANTERN ROOFLIGHT DETAILS |
| i) | P1 450 | BOUNDARY DETAILS TO EXISTING BUS GARAGE ... |
| j) | P1 700 | REPLACEMENT WINDOWS |
| k) | P1 720 | ROOFLIGHTS 1 |
| l) | P1 725 | ROOFLIGHTS 2 |
| m) | P2 900 | SITE PLAN |
| n) | | Design and Access Statement |

and the following drawing received on 17 October 2023:

o) 1950 P(010)A LOCATION PLAN

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

3) Notwithstanding the details provided in the application, as detailed in Condition 2 of this Approval Notice, details, to include physical samples of the materials and workmanship to be used in the development including but not limited to:

- a) Render samples, following analysis of the existing render and its original colour.
- b) Details of the areas of concrete repair, including the material or systems used to repair the concrete.
- c) Details of new lighting; finish and colour of new doors; details of proposed anti-ram bars and new internal stairs.
- d) Sample of coping and brick for new section of wall; samples of the colour of the proposed railings..
- e) Any other materials not listed above which will be required in the repair of the listed building.

shall be submitted to and approved in writing by the City Council as Local Planning Authority prior to commencement of building works. The agreed details shall be incorporated into the development and thereafter be retained as approved throughout the life of the development.

Reason - Because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character, appearance and fabric of this building, in accordance with Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

4) Notwithstanding the details within the drawings and documents listed in condition 2 of this approval, prior to the commencement of works to remove, repair, reinstate or replace rainwater goods, a detailed method statement, specification and repair strategy for the works (including their location) shall be submitted for approval in writing by the City Council, as Local Planning Authority. The removal, repair, reinstatement or replacement of the rainwater goods, shall be carried out in accordance with this method statement.

Reason - To ensure there is no resulting harm to the Listed Structure in the removal, repair and reinstatement of rainwater goods pursuant to Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

5) Notwithstanding the details within the drawings and documents listed in condition 2 of this approval, prior to the commencement of works to remove the existing rooflights, a detailed method statement and specification of the replacement concrete windows (including colour), shall be submitted for approval in writing by the City Council, as Local Planning Authority. The removal of the existing rooflights and replacement with concrete rooflights shall be carried out in accordance with this method statement.

Reason - To ensure there is no resulting harm to the Listed Structure in the removal, repair and reinstatement of rainwater goods pursuant to Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

6) Notwithstanding any details included within the drawings and documents listed under condition no.2 of this approval, prior to the erection of any scaffolding necessary for any external works to the building, full and final details of the scaffolding and associated support structure, including its location, means of affixing to the building, details of how the building fabric would be protected from potential damage, and details of making good to the building fabric following removal, shall be submitted to and approved in writing by the City Council as Local Planning Authority. The works shall be carried out in accordance with the approved details.

Reason - To ensure there is no resulting harm to the Listed Building, pursuant to Policies EN1, EN3, SP1 and DM1 of the Manchester Core Strategy, saved Policy DC19 of the Unitary Development Plan, policy JP-P2 of the Places for Everyone Joint Development Plan Document and guidance within the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
Historic England (North West)
National Amenity Societies
Greater Manchester Ecology Unit
Northenden Civic Society
Cadent Gas Ltd
31 Sharston Road, Manchester, M22 4ZS
Cardinal Maritime, Harling Road, Manchester, M22 4UZ
Vita Liquid Polymers Ltd, Harling Road, Manchester, M22 4SZ
Rostrad Ltd, Harling Road, Manchester, M22 4UZ
Unit 1, Alpha Point, Bradnor Road, Manchester, M22 4TE
Housing Maintenance Depot, Bradnor Road, Manchester, M22 4TE
Bradnor Point, Paston Road, Manchester, M22 4TF
Heimbach Uk Ltd, Bradnor Road, Manchester, M22 4TS
Unit 2, Bradnor Road, Manchester, M22 4TE
Yusen Logistics, Unit 1, Bradnor Road, Manchester, M22 4TE

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - Wythenshawe PD Restriction - Class B1(c) To C3
Article 4 Direction - Wythenshawe PD Restriction - Class B1(a) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 45M
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: SOUTH AREA