Submitted via the Planning Portal

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Planning, Building Control & Licensing
Growth & Development Directorate
Manchester City Council
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Dear Sir / Madam

Full Planning Application for Flood Resilience Measures at Y Club, Manchester YMCA, Liverpool Road, Manchester M3 4JR

This application for Full Planning Permission has been submitted by BDP Planning on behalf of Manchester YMCA, for the installation of Flood Resilient Measures along the eastern and southern elevation of the Y Club, Liverpool Road, Manchester.

The enclosed application seeks consent for façade upgrades in order to improve the flood resiliency of the existing building / facility.

Planning Application Submission

The planning application is supported by the following technical reports and drawings:

- Planning Application Form, duly signed and dated
- Planning Statement, prepared by BDP
- Design and Access Statement, prepared by BDP
- External Materials Schedule (4812-BDP-ZZ-ZZ-SH-A-120005 P02)
- Flood Risk Assessment, prepared by BDP
- Acoustic Note, prepared by BDP
- Heritage Statement, prepared by Pegasus Group

Drawing Title	Drawing Reference
Site Location Plan	4812-BDP-ZZ-XX-D-A-000002 P01
Existing Site Plan	4812-BDP-ZZ-XX-D-A-000001 P01
Lower Ground Floor GA - Existing	4812-BDP-XX-00-D-A-000011 P02
West Elevation - Existing	4812-BDP-XX-XX-D-A-001014 P02
South Elevation - Existing	4812-BDP-XX-XX-D-A-001013 P02

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East Elevation - Existing	4812-BDP-XX-XX-D-A-001012 P02
Proposed Site Plan	4812-BDP-ZZ-XX-D-A-000003 P01
Lower Ground Floor GA - Proposed	4812-BDP-XX-XX-D-A-000017 P02
West Elevation - Proposed	4812-BDP-XX-XX-D-A-001018 P02
South Elevation - Proposed	4812-BDP-XX-XX-D-A-001017 P02
East Elevation - Proposed	4812-BDP-XX-XX-D-A-001016 P03
Proposed Entrance Curtain Wall - Bay Study	4812-BDP-XX-XX-D-A-210001 P03
Proposed Perforated Screen - Bay Study	4812-BDP-XX-XX-D-A-210002 P03
Proposed Glazed Panel - Bay Study	4812-BDP-XX-XX-D-A-210003 P03

The application has been submitted online via the Planning Portal (ref: PP-14901402).

The proposal constitutes, *'Other operations (not coming within any of the above categories)'* and generates a nominal floor area, meaning the application fee is £309 (for each 0.1 hectare, or part thereof), which has been paid online.

About the YMCA

The Young Men's Christian Association (YMCA) is a charitable organisation dedicated to supporting young people through education, employability, wellbeing and community programmes.

Established in 1846, Manchester YMCA is the second oldest YMCA in the world. Originally based on Peter Street before moving to its Castlefield location in 1990, it operates the Y Club gym and the Castlefield Hotel, the latter of which is a trading subsidiary used to fund charitable work across Greater Manchester.

The YMCA's programmes include Alternative Education for young people aged 13–24. Its work focuses on supporting those who may be struggling within mainstream education, including young carers, care leavers, and young people with additional learning needs. Courses focus on employability, fitness, sport, personal development, and functional skills, helping young people to develop practical skills, improving confidence and education / employment outcomes.

Manchester YMCA is also the base for the delivery of a 2-year Personal Trainer qualification for young people aged 16 – 18 by YMCA Central. The programme provides young people with industry-relevant skills and hands-on experience, improving employment opportunities.

In addition, the Mental Health Champions Project provides support for young people's emotional wellbeing through peer support, and mental health education. This project aims to increase access to support and empower young people.

Alongside these programmes, Manchester YMCA promotes wider community engagement through sports activity, and volunteering opportunities which encourages social inclusion and personal development. Overall, these services contribute to improving educational attainment, employability, and wellbeing of young people within the local community, supporting wider social and economic objectives.

Background / Context

Permission for the construction of the Manchester YMCA building (ref: 030951) was granted on 30 April 1987. The Manchester YMCA building is a multi-purpose community and leisure hub. It includes a gym and health club (the Y Club), hotel accommodation (Castlefield Hotel), and spaces for social and educational programmes.

At ground floor level, the Y Club accommodates a variety of facilities including a swimming pool, changing rooms, a gymnasium, and five indoor courts. During heavy rainfall, the canal to the immediate east of the site overtops its banks. When this occurs, this flood water is directed towards the Y Club, which sits at the same level.

In recent years, the Y Club at the Manchester YMCA has experienced two significant flooding events, occurring in July 2019 and January 2025. On both occasions, our client was forced to close the building whilst restoration took place. The last flood was devastating for staff, members, and the entire Y Club community, including the aforementioned young people who participate in the YMCA's programmes, who couldn't access the facilities that they rely upon. The Club cannot afford for this to happen again.

The Y Club has some flood resilience measures at fire exits but they are not sufficient to deal with significant floods and, as such, this flood water is encroaching into the ground floor of the building and has, in the recent past, caused significant damage. Costs have been in the region of £250,000 on both occasions. The extent of the flood damage previously caused means that our client is no longer able to obtain building or contents insurance to cover the impact were this to happen again in the future.

Given water levels within a canal are supposed to be managed and controlled, water should not be overtopping the canal's banks. However, any and all attempts by our client to seek to resolve this with stakeholders have proved unsuccessful to date. It is not clear whether the water management infrastructure is not being maintained properly or whether it does not have the capacity to deal with the volume of water.

As the canal's water levels are outside of our client's control, our client considers it necessary to implement façade upgrades to their building, by introducing flood resilient measures at the ground level of the Y Club's eastern and southern façade.

Whilst these flood resilience measures have progressed as a standalone proposal because of their urgency, to avoid any further flood damage occurring, it is worth highlighting that Manchester YMCA has aspirations to undertake other significant building upgrades in the upcoming months / years, which will be subject to separate planning applications. The proposed flood resilient measures form stage 1 of a much longer programme of works. Additional proposals include: the installation of air source heat pumps on the building's western façade on Potato Wharf; fenestration upgrades across the entire building; and, a potential reconfiguration of the hotel entrance / reception on the Liverpool Road / canal basin junction of the building (the north-east corner).

The Site

The Manchester YMCA comprises of the Y Club (leisure centre) and Castlefield Hotel, plus car parking to the building's rear. The site is bounded by Liverpool Road to the north, by Potato Wharf (highway) to the west, railway arches to the south, by a canal mooring (the Bridgewater Canal) to the east, and further east is the Castlefield Bowl music venue.

Both elements of the Manchester YMCA building - the Y Club, and the Castlefield Hotel – comprise of circa four storeys, which are split across two levels. The Castlefield Hotel reception, conference rooms and education rooms align with Liverpool Road at street level and then has three storeys of accommodation above. The Y Club has the main gym, swimming pool, YMCA Central training room and changing area at canal level. It also has a Sports Hall and Studio at the Liverpool Road street level.

The building is broadly L-shaped and is constructed of red brick, with blue / grey features / decorative bricks throughout. The Y Club has a flat roof, whereas the Castlefield Hotel's is pitched. Fenestration to, and the gym

entrance of, the Y Club comprises of white framing and to the Castlefield Hotel of red framing. This proposal relates to the fenestration and entrance on the ground floor on the eastern façade of the Y Club, which sits level with and adjacent to the canal mooring area.

Planning Application History

A review of the LPA's statutory planning register has been undertaken, and the following application are highlighted of relevance to the site / proposals:

Reference	Proposal	Decision (Date)
139245 /FO/2024	Installation of PV panels on the roof of the building.	Approved (10.07.2024)
114090 /FO/2016	Extension at ground floor level and lower ground floor of health and fitness club.	Approved (07.12.2016)
106043 /FO/2014/C1	Single storey extension.	Approved (27.08.2014)
085316 /FO/2007/C3	Erection of a boundary fence and gates around the perimeter of the existing car park	Approved (10.04.2008)
035869	Single storey extension to existing Sports Complex to provide 2 fives courts and spectator area	Approved (26.01.1990)
030951	Details of the design, external appearance and landscaping for the erection of a hostel and recreational facility comprising overnight accommodation, bar, restaurant, sports hall, swimming pool, gym and sauna approved in outline under ref. F28915	Approved (07.04.1988)
028915	Erection of hostel & recreational facility comprising overnight accommodation, bar, restaurant, sports hall, swimming pool, gym and sauna	Approved (30.04.1987)
028916	Demolition of buildings within a Conservation Area	Approved (30.04.1987)

The application site has been the subject to a number of planning applications. The planning history clearly demonstrates that the site has long since been established for leisure / hotel purposes, with relevant records dating back to the 1980's.

The original consent for the building was approved in 1987. Subsequently, various planning applications relating to the Manchester YMCA / Y Club have been submitted, most notably an extension to the YMCA building approved in 2014.

The Proposed Development

Full Planning Permission is sought for façade upgrades to the Y Club's ground floor fenestration and louvres on its eastern and southern façade, and to the entrance on its eastern façade, in the form of the installation of new glazing and curtain walling, with the incorporation of flood resilient measures.

A flood resilient external dwarf wall infill system is proposed, which will measure approximately 600mm high to ensure all flood scenarios are covered, whilst also ensuring capacity for the building fabric to dry out. It is proposed that a grey / blue brick will be utilised, to match the existing building fabric.

The opportunity will also be taken to replace the existing ground floor fenestration with high performance glazing and frames. This will upgrade the thermal performance of the building and reduce heat losses, as the existing system is towards the end of its usable life and isn't adaptable – and was found to be a key point of failure during the flooding. The proposal includes optimised glazing in an anthracite grey, which is a deliberate design choice / approach, given this further reduces the risk of any leaks, but also provides a modern aesthetic, particularly when compared to the existing mock sash style white framed windows, which are considered overly fussy and detract from the building's brick work.

Similarly, the proposed entrance will optimise curtain walling with minimal frames, for a far simpler and contemporary aesthetic, in the same anthracite grey as the fenestration. A metal canopy arch will provide some internal solar shading, and shelter from the rain.

Flood resilient doors and curtain walling is to be utilised. The existing overly complex window and door arrangements - with a large number of joints acting as significant weak points, and a high level of thermal bridging significantly increasing heat losses and thereby reducing energy efficiency – are deemed to detract from the building's postmodern brickwork patterns. The use of a simplified and complementary glazing strategy results in these patterns becoming more prominent.

The louvres in front of the plant room in the south-east corner of the site are to be replaced. The flood resilient external dwarf wall is to be introduced, which the new louvres will sit on top of. A screen is to be introduced in front of these louvres, at the LPA's request during pre-application discussions. As per the accompanying Acoustic Note and summary below, both the existing and the proposed louvres are non-acoustic. Neither offer any noise reduction from the plant. As such, the noise impact of the replacement louvres will be neutral – no decrease in noise level but, most importantly, no increase.

Planning Policy Context

Section 38(6) of the Planning and Compulsory Act 2004 requires all planning decisions to be made in accordance with the Development Plan unless material considerations indicate otherwise.

Local and national planning policies of relevance to the stie and the proposal are summarised below.

<u>Adopted Manchester City Council Development Plan</u>

The Development Plan documents of relevance to the site comprise of:

- Core Strategy (adopted 11 July 2012)
- Places for Everyone Joint Development Plan Document (PfE, adopted 21 March 2024)

The site is identified on the Proposals Map as falling within:

- City Centre (CC1 - CC10)
- Regional Centre (EC3)
- Castlefield Conservation Area

The below provides a summary of the relevant Development Plan policies:

- Policy DM1 (Development Management) requires that all development should have due consideration to a range of factors including effects on amenity. This includes privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation.
- Policy CC7 (Mixed-Use Development) promotes mixed-use development in the City Centre as a means of using land as efficiently as possible. A range of uses should be considered for all sites, with active ground floor uses (shops, food and drink and leisure) will be appropriate in locations which have an established public function.
- Policy CC9 (Design and Heritage) states that development in Manchester City Centre should preserve or enhance the heritage assets. New development must support a range of uses, and contribute to a coherent and integrated physical environment.
- Policy CC10 (A Place for Everyone) states that development which appeals to a wide range of residents and visitors will be supported, particularly uses which increase the diversity of activity in the City Centre and incorporate high standards of accessibility.
- Policy EN1 (Design Principles and Strategic Character Areas) advises that accompanying Design and Access Statements must clearly detail how the proposed development addresses design principles and reinforces the local character. In the City Centre, developers will be expected to consider the City's heritage, with developments contributing positively to the experience at street level, and wherever possible enhancing existing / providing new areas of open space.
- Policy EN3 (Heritage) encourages development to complement and take advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments must be designed to preserve or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.
- Policy EN14 (Flood Risk) advises that development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding. All new development should minimise surface water run-off.

National Planning Policy Framework (December 2024)

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. The NPPF must be taken into account in preparing the development plan and is a material consideration in planning decisions.

- Paragraph 39 states that,
  'Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.'
- Paragraph 137 notes that,
  'Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should, where applicable, provide sufficient information to demonstrate how their proposals will meet the design expectations set out in local and national policy'
- Paragraph 181 states that,
  'When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere... Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

b) the development is appropriately flood resistant and resilient such that, in the event of a flood, it could be quickly brought back into use without significant refurbishment'

- Paragraph 207 advises that,
  '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.'

Pre-application

BDP Planning, and Architecture, and the YMCA met with Jennifer Atkinson, Principal Planning Manager, and Jack Naven, Career Graded Planning Officer, from the Local Planning Authority's Development Control Department on site on 23 February 2026.

During the site visit, BDP explained the proposals and their importance. Officers verbally confirmed that they were supportive of the principle of the proposals, including the design approach.

The pre-application proposals did not include aesthetic screens in front of the louvres, which officers stated they'd encourage, hence these have been incorporated into the application proposals.

BDP questioned whether the planning application would need to be accompanied by a Flood Risk Assessment (FRA), given the proposals were simply seeking to protect the building from flooding, which obviously should not happen. The LPA subsequently arranged a meeting with the Lead Local Flood Authority, who confirmed that, given the site is within Flood Zone 2, an FRA would be required, which should explain why the proposals are necessary – to stop the building from flooding – and demonstrate that diverting the flood water will not increase flood risk elsewhere. An FRA has been prepared on this basis.

Assessment

The proposed development has been assessed against the relevant local and national planning framework and is structured around the following themes:

- Principle for Development
- Design
- Heritage
- Flood Risk
- Noise

<u>Principle for Development</u>

On 30 April 1987, Full planning permission was granted by the LPA for the erection of hostel and recreational facility comprising overnight accommodation, bar, restaurant, sports hall, swimming pool, gym and sauna facilities (LPA reference number 028915). The lawful use of the site is therefore long-established and forms an important leisure and community offering within the area.

The proposed development seeks permission for flood resilience measures, including the installation of a flood-resilient dwarf wall, replacement curtain walling, upgraded glazing, and replacement louvre systems. The proposed works are required to address the site's susceptibility to flooding associated with the adjacent canal and are intended to safeguard the continued operation and longevity of the existing building.

The development does not involve any intensification or change of use, nor does it introduce any significant additional built form. Instead, the proposals represent a necessary intervention to improve the resilience of the established facility and reduce the impact of future flood events on the building, its users and associated operations.

The principle of the proposed development is considered acceptable as it supports the retention and continued functioning of an established lawful use. The proposals therefore accord with the overarching objectives of local and national planning policy relating to sustainable development, resilience and the protection of existing community and leisure facilities.

Design

Policy CC9 (Design and Heritage) requires development to support a range of uses and contribute towards a coherent physical environment. Policy CC10 (A Place for Everyone) supports development that appeals to a wide range of residents and visitors, particularly proposals that increase the diversity of activity within the City Centre and achieve high standards of accessibility.

Policy EN1 (Design Principles and Strategic Character Areas) further advises that Design and Access Statements should clearly demonstrate how proposals respond to relevant design principles and reinforce local character. In addition, paragraph 137 of the NPPF emphasises that design quality should be considered throughout the evolution and assessment of development proposals.

A Design and Access Statement has been produced by BDP, detailing the design proposals.

The proposed development comprises a series of sensitively designed flood resilience measures intended to protect the building whilst maintaining and enhancing the appearance and functionality of the site.

The proposals include the installation of a flood-resilient dwarf wall, approximately 600mm in height, designed to protect the building from future flood events. The wall will utilise grey-blue brickwork to complement the existing building materials and architectural character.

The development also proposes the replacement of the existing ground floor windows with high-performance glazing and framing systems designed to reduce the risk of water ingress. The replacement windows will improve thermal efficiency whilst addressing identified flood vulnerabilities. A replacement louvre arrangement incorporates perforated screening finished in anthracite grey, reflecting the postmodern brick detailing of the existing building.

The proposals have been carefully designed to achieve a high standard of appearance, functionality and resilience. Collectively, the measures will enhance the usability and longevity of the building whilst responding appropriately to the surrounding townscape and local character. The development is therefore considered to accord with the relevant local and national planning policies relating to design quality, accessibility and place-making.

Heritage

Policy EN3 (Heritage) encourages development that complements and responds positively to the distinct historic and heritage features of its surroundings. Policy EN1 (Design Principles and Strategic Character Areas) requires development proposals to consider the City's heritage assets and contribute positively to the street-level experience.

In addition, paragraph 207 of the NPPF requires applicants to produce an assessment proportionate to the assets' importance for proposed developments which are likely to impact on historic assets.

A Heritage Statement (HS) was prepared by Pegasus Group to assess the potential effects of the proposals on designated heritage assets within and surrounding the site. The assessment confirmed that there are no Listed Buildings within the site itself, though the site is located within the Castlefield Conservation Area. The surrounding area contains twenty-one Listed Buildings and one Scheduled Monument.

The HS found that the Castlefield Conservation Area represents the only designated heritage asset with the potential to be sensitive to the development proposals and thus was subject to further assessment. Overall, the site was found to make a neutral contribution to the significance of the Conservation Area in terms of its character and appearance.

The proposed works comprise modest alterations to the eastern and southern elevation of the building. The alterations relate to a modern building within the Conservation Area and have been designed to a high standard that is sympathetic to the existing architectural approach and the wider character and appearance of the area.

The HS concludes that the proposed flood resilience measures would result in no harm to the significance of the Castlefield Conservation Area. Accordingly, the proposals are considered to be in accordance with the relevant local and national heritage planning policies.

Flood Risk & Drainage

Policy EN14 (Flood Risk) seeks to direct development away from areas at greatest risk of flooding and towards areas of lower risk. The policy also requires development proposals to minimise surface water run-off.

In addition, paragraph 181(b) of the National Planning Policy Framework (NPPF) requires development to be appropriately flood resistant and resilient so that, in the event of flooding, buildings can be brought back into use = without significant refurbishment.

A Flood Risk Assessment (FRA) has been undertaken by BDP, to assess flood risk to the existing building and identify appropriate mitigation measures following recent flood events.

The Environment Agency Flood Zone Map indicates that the existing building lies predominantly within Flood Zone 2 (medium risk) with the north of the site in Flood Zone 1 (low risk).

The FRA confirms that the principal source of flood risk to the site is fluvial flooding associated with high water levels within the Bridgewater Canal, influenced by the direct interaction with the River Medlock.

The FRA recommends a range of proportionate and site-specific mitigation measures, including flood-resistant doors and windows, localised surface water interception, raised placement of flood-sensitive equipment, improved drainage maintenance regimes, and registration for the Environment Agency flood alert service. These measures are intended to prevent water ingress into the building while allowing flood water to safely accumulate within the car park area and Castlefield Bowl, before draining through the existing system.

The FRA concludes that the development will not increase flood risk elsewhere and will significantly reduce the vulnerability of the existing building to flooding. The proposed mitigation measures will be able to protect the water ingress up to 600mm which is equivalent to the predicted flood depth for the 1 in 1,000-year flood event. On this basis, the proposed mitigation measures are acceptable in flood risk terms.

Overall, the proposals accords with both the local and national planning policy objectives relating to flood risk management.

Noise

Policy DM1 (Development Management) requires all development proposals to give due consideration to a range of environmental and amenity matters, including the potential effects of noise and vibration on surrounding receptors.

An Acoustic Note has been prepared by BDP.

As part of the proposed flood resilience works, six existing non-acoustic weather louvres, comprising two louvred doors and four louvred panels, are proposed to be removed and replaced with equivalent non-acoustic weather louvre systems serving the existing plant space.

The assessment confirms that non-acoustic weather louvres do not provide acoustic attenuation and therefore do not reduce noise levels. Therefore, on the basis that the internal plant noise sources are not changing as part of the scheme works, and the existing non-acoustic louvres are being replaced with similarly non-acoustic louvres to provide an equivalent airflow, from an acoustic perspective there will be no change in terms of the plant noise emissions resulting at any nearby receptors.

On this basis, the proposed development will not result in any increase in noise impacts at nearby sensitive receptors. Accordingly, the Acoustics Note demonstrates that the proposal complies with Local Plan Policy DM1 (Development Management) and is considered acceptable in acoustic terms.

Conditions

Given the urgency of these works, our client is keen to avoid any pre-commencement or pre-installation conditions – which would effectively be the same thing here, given the nature of the proposal - that would otherwise delay being able to lawfully commence works as soon as the planning application is approved.

External Materials

As such, an External Materials Matrix, which would ordinarily be a pre-installation condition, has been submitted as a part of the planning application.

Construction Management

To seek to avoid a pre-commencement condition requiring a Construction Management Plan, construction details are provided within this Note:

- (Subject to the avoidance of any pre-commencement or pre-installation conditions) the works will commence upon approval of the planning application, and are anticipated to run for five months – the aim is to have the proposals in place by the end of 2026.
- Construction hours will be between 07:30 and 18:30 on weekdays, and between 08:00 and 13:00 on Saturdays. No construction will occur on Sundays or bank holidays.
- Construction traffic / trade vehicles will not be permitted to park on site. Trades must find suitable parking elsewhere within the City.
- Scheduled deliveries will be co-ordinated with the YMCA. Loading / unloading will take place in the service yard, to the rear of the building.
- Materials will be stored in a secure location, either externally within the service yard, or internally within the building, as appropriate.
- Given the nature of construction, measures to minimise the deposit of mud and dirt on public highways by construction / delivery vehicles travelling to and from the site are not deemed necessary.
- Non-recyclable construction waste will be deposited in skips contained within the service yard. Recyclable construction waste will be separated and deposited in the appropriate recyclable bins. Following the removal of existing fabric, we do not anticipate there being significant waste to depose of.
- Peter Summerscales (maintenance@yclub.org.uk / phone number) will act as Site Manager and Resident Liaison Officer. He will be tasked with resolving any issues raised by local residents. The YMCA are a good neighbour and wish for their positive relationship with local residents to continue.

Should the LPA require any further information regarding construction, we kindly request that this be raised during the planning application process and we will endeavour to provide the information to avoid a pre-commencement condition.

Any other Pre-commencement or Pre-installation Conditions

If, during the planning application process, the LPA consider it may be necessary to include any (other) pre-commencement or pre-installation conditions on the Decision Notice, we request that these be discussed with us to see whether the information can be provided as a part of the planning application, with a view to allowing a lawful start on site at the earliest possible opportunity.

We trust the information provided is sufficient to validate the application and look forward to receiving confirmation of this. Please do not hesitate to contact me on the details below should you require any further information or wish to discuss any specific matters.

Kind Regards



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