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Woodhouse Park Ward	Application Number 081133/LO/2006/S2	Date of Appln 27th Oct 2006	Committee Date 31st May2007
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Proposal LISTED BUILDING CONSENT Demolition of dwelling to facilitate airport apron extension (submitted under separate application 081134/FO/2006/S2)

Location Old Thatch, Ringway Road, Woodhouse Park, Manchester, M22 5NH,

Applicant Manchester Airport Plc C/o Agent

Agent White Young Green Regatta House, Clippers Quay, Salford Quays, Manchester, M50 3XP

Description

The application was reported to the Planning & Highway Committee on the 15th March for determination. However, the application was deferred and it was requested that the Head of Planning consider further whether the applicant should dismantle, relocate and rebuild Old Thatch.

The application was also reported to the Wythenshawe Area Committee on the 22nd February 2007 for information and comment. Members noted that the building was the last surviving property from the Heyhead period and expressed regret that the building was to be demolished as part of the airports expansion plans. However, it was noted that the building was in a dilapidated state.

This application relates to 'Old Thatch' a grade II Listed Building. The property is a small house of one storey and has a thatched roof. The cottage is located immediately adjacent to the airport operations at terminal 3 in the south eastern corner. The cottage is surrounded by a garden area and has several mature trees and hedges along its boundary. Ringway Road also bounds the property to the south and to the north there is currently a 24-hour long stay car park associated with the airport.

Old Thatch dates back to the 17th Century and is one of the last surviving building of the former hamlet of Heyhead, which has now been largely replaced by Manchester Airport and other later development.

The cottage was previously in residential use but has been unoccupied for over four years primarily due to the close proximity to existing taxiways which generate high noise levels. In addition, there are high level lighting columns associated with the car park.

The property has also been the subject of significant alterations and improvement works during the late 1970s with the addition of modern features internally and a front and rear extension. Recently the cottage has deteriorated through natural ageing and a lack of emergency repairs. The roof in particular has become damaged with some of the thatch has been removed. This has made it ineffective for weather protection.

As a consequence of lack of habitation, the property suffers badly from damp. In addition, there has recently been a fire and subsequent vandalism which has

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resulted in the property being boarded up and leaving much of the property in poor repair. Many of the features are modern and of no historic value.

The applicants are seeking Listed Building Consent for the demolition of Old Thatch to facilitate the airport apron extension currently being considered under 081134/FO/2006/S2. The justification for the expansion of the apron is considered by this application which rests on the economic need to expand. This application will, however, assess whether there are exceptional circumstances to justify the demolition of the building.

Consultations

Local Residents/Businesses- No Objections No Supports

Conservation Areas and Historic Buildings Panel-

The panel noted that this and other buildings are being blighted following neglect as a result of the airport's long-term expansion.

The panel saw no justification for the demolition of this important Listed Building. The panel recommended that the building should remain in its existing location, be restored and maintained and put to use within the Airport's expansion plans. Alternatively, and rather than demolition, this important Listed Building should be carefully dismantled, relocated and rebuilt at an appropriate location. It was understood that two other Listed Buildings adjacent to the Airport will be affected as part of the Airport's expansion plans. The Airport would be asked to put forward a strategy respecting the existence of the Listed Building as part of its expansion masterplan.

Government Office for the North West – Wish to be notified of the decision of the Local Planning Authority.

The Victorian Society – Any comments will be reported to committee.

Society For The Protection Of Ancient Buildings –

The listing describes this building as the *only surviving example of its type in the area covered by this list* therefore due to its importance the Society's Committee has been consulted for their views and we have also inspected the building externally.

The 'Statement Supporting Demolition of Old Thatch' that was submitted with the application provided a useful report to gain a better understanding of the building. We wish to address number of points raised within this report.

Paragraph 1.02 – *The house has been unoccupied for approximately 15 years.* A photograph of the house accompanying its listing on the Images of England website, taken only 5 years ago in 2002, clearly shows the house to be in residential use and in good condition.

Paragraph 3.07 – *Since the 1997 investigation the building has been seriously damaged by fire in the ground floor.* It is unclear whether the fire damage occurred when the building was occupied or if it was a result of vandalism. What is clear now is that the building is suffering from ongoing vandalism. The

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site visit revealed the building to be completely unsecured and as such easily accessible. Also, fire damage to the thatch roof and removal of slates from the rear lean-to has left the building open to weather, which is accelerating the deterioration of the building fabric. There is no evidence of any temporary protection to seal the building. We hope that this can be resolved swiftly by negotiation, but if not we urge your Council to serve an Urgent Works Notice.

Paragraph 7.07 – *Very little of the original timber framed structure of Old Thatch has survived the major rebuilding in brick which – on evidence of this investigation – took place at the end of the eighteenth century or the beginning of the nineteenth century.* The infilling of the timber frames with brick and subsequent removal of the timber frames represents an interesting development of the building's history and as such a surviving early alteration of this kind could make this building quite important. Also paragraph 4.08 reveals that internally wattle and daub partitions still exist at higher levels with brick noggin at lower levels, which date back to the original 17th Century construction.

Paragraph 8.14 – *Consideration has been given to the possibility of relocating Old Thatch...this technique only has conservation merit in the case of timber framed structures.* Whilst relocating a brick building is a last resort as a conservation approach, it should be considered as an option of all other possible solutions for retaining the building in its current location are exhausted.

In the Society's view, demolition should not be considered unless it is firmly established to be the last and only option available. The building is of quality and interest. As reflected by its listing, and we remain to be convinced that no alternative to demolition exists. Even if no immediate use for the building can be found, effective "mothballing" would be preferable to demolition. Although the condition of the building has suffered from vandalism it still retains its original plan form and historic fabric and therefore is worthy of saving. Also, as PPG15 advises, before demolition is permitted, the unrestricted freehold of the building should normally be put on the open market at a realistic price reflecting its condition to determine if other parties may be interested in it.

The society feels that an adequate case for demolition has not yet been made. It is urged that consideration be given to ways in which the building can be protected or fully repaired.

The Georgian Group – Any comments will be reported to committee.

English Heritage (NW Region) –

It is regrettably accepted that the application for the demolition of the Old Thatch in light of the justification produced by the applicant.

The applicant has made a persuasive case for the demolition of the Listed Building in terms of both the current condition of the building, possibility for re-use, and extent of original fabric in line with the requirements of PPG15. It is also clear that it would be inappropriate to carefully take down and reconstruct this building on another site (which has been done with other buildings on the airport site) and that a de-listing request for this building would have stood a reasonable chance of success.

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As the loss of any Listed Building is regrettable, English Heritage require, as a condition of approval, a full record is made of the building in mitigation for its loss.

Council For British Archaeology – Any comments will be reported to committee.

Ancient Monuments Society –The Society have read the analysis of the building presented by the applicants consultants and will not be lodging an objection to its demolition.

However, strong support is given to the proposed condition that there be appropriate recording requirements. Whilst appreciating the absence of timber frame after the exploratory work, nevertheless it is urged that examinations of whether there also ought to be conditions too about the salvage of historic fabric for use in repair work elsewhere.

Twentieth Century Society – Any comments will be reported to committee.

Wythenshawe Area Committee – No objections were recorded.

Issues

Unitary Development Plan for the City of Manchester (Adopted 1995)

The application site is a Grade II Listed Building situated within the Green Belt surrounding Manchester Airport. Given the Listed status of the building policy E2.7 and E2.8 in Part 1 and DC19.1 in Part 2 of the UDP requires consideration.

Policy E2.7 states that the Council wishes to ensure that buildings and areas of special architectural or historic interest are retained, maintained and, where necessary, restored. It will seek to preserve and enhance the setting of such buildings and areas by appropriate control over the design of new development in their vicinity, control over the use of adjacent land and, where appropriate, the preservation of trees and landscape features.

Policy E2.8 reiterates the above advice by stating that the Council will ensure that development does not adversely affect scheduled monuments and sites of archaeological interest or their setting.

Policy DC19.1 states that in determining planning applications for Listed Building consent 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 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.

Regional Spatial Strategy for the North West (RSS) - Formerly RPG13- provides planning guidance for the North West Region. Since 2004, the RSS

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has formed part of the statutory development plan as such the weight to be attached to its policies has increased.

Policy ER3 deals specifically with the built heritage. Plans, policies and proposals must protect and conserve and, where appropriate, enhance the built heritage of the region, including those features and sites (and their setting) of historic significance to the North West.

Other Relevant Policies and Guidance - In considering development proposals, reference is not only made to the UDP and the RSS, but also other policies contained in other documents. In this case, these include Planning Policy Statement 1 (PPS1) and Planning Policy Guidance Note 15 (PPG15), PPS1 sets the overarching planning policies on delivery of sustainable development through the planning system. There are four aims identified in the statement to deliver sustainable development which should be a priority for the planning process:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- The prudent use of natural resources; and
- The maintenance of high and stable levels of economic growth and employment.

PPG15 provides guidance on the use, alteration and demolition of Listed Buildings. The Government's objective is to secure the preservation of historic buildings. However, the guidance recognises that there will be instances where demolition is unavoidable. In considering proposals for demolition, they must be fully scrutinised before any decision is reached.

Paragraph 3.5 outlines the issues that are relevant in the consideration of Listed Building consent applications. These are:

- I. The importance of the building, its architectural and historic interest and rarity, both national and local terms;
- II. Particular physical features of the building which justify its inclusion in the list;
- III. The building's setting and its contribution to the local scene;
- IV. The extent to which the proposed works would bring substantial benefits to the community. In particular, by contributing to the economic regeneration of the area or the enhancement of its environment.

Paragraphs 3.16 to 3.19 deal with the demolition of Listed Buildings. In determining planning applications consent should not be given for the total or substantial demolition of any Listed Building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed. In particular, redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition (Paragraph 3.17).

Paragraph 3.19 states that where proposals would result in the total or substantial demolition of a Listed Building the following considerations should be addressed:

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- I. The condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use;
- II. The adequacy of efforts to retain the building in use;
- III. The merits of alternative proposals for the site.

Principle - Policy DC19.1, supported by PPG15, states that the demolition of Listed Buildings is not considered appropriate unless in the most exceptional circumstances and that every possible effort has been made to continue the present use or to find a suitable alternative use.

PPG15 provides a test which must be applied to all applications to demolish Listed Buildings these are as follows:

- I. The condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use;
- II. The adequacy of efforts to retain the building in use;
- III. The merits of alternative proposals for the site.

This report also considers the merit of dismantling and reconstructing the building on an alternative site and Manchester Airports approach to dealing with other Listed Buildings within the Airport Operational Area.

It is considered that the applicants have provided a robust assessment which satisfactorily meets the criteria within PPG15.

Architectural and Historic Value - The applicants have stated that Old Thatch has very little historic and architectural significance. Although the property is the only surviving building from the Heyhead period it is in an extremely poor condition. The cottage has been the subject of extensive alteration and modernisation which has seen the removal of many of the historic features of the building, namely its 17th Century timber framed structure. As such, very little of what make the building historically important actually remains.

It is also considered that the Listing description is also inaccurate. The building was constructed with a timber frame. However, there is very little of the original timber framed structure that has survived with much of the frame being removed during major rebuilding in brick at the end of the 18th Century.

The applicants have also stated that the property has also had major renovation works carried out on it. Many of the original features of the property including parts of the roof and the firehood have been replaced with modern timber and brickwork. None of the internal doors are original with many of the openings made at the expense of the timber frame. There have also been modern extensions to the property namely the addition of a porch at the front and a rear outshoot.

The property has also been the subject of vandalism and a fire, which albeit, has damaged modern features of the building, has rendered the property uninhabitable for some time.

It is therefore considered that the extent to which 'Old Thatch' can be called a 17th Century timber framed house is no longer applicable. There is very little evidence of the original features surviving the period beyond its plan-form and its has extensively damaged roof structure. As a result, it is considered that the architectural and historic value of the building is negligible.

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Attempt to retain the building - The cottage has a rear garden area that is surrounded by mature trees which do add to the setting of the Listed Building. However, the cottage abuts Ringway Road to the south and the large acoustic wall protecting the property from the airfield. This position not only detracts from the setting of the Listed Building but also positions the property in an environment which makes the cottage unattractive for potential future occupiers as a result of noise and light pollution. There would also be substantial costs involved in bringing back the property into a habitable condition which has rendered the property unviable, given the unattractive environment for residential occupation.

The applicant's have also provided information as to how the property has been marketed in an attempt to retain the building in a viable use. Priority has mainly been given to leasing residential properties within the airport's control to airport employees. As such, marketing has primarily been through internal communications and advertising.

Old Thatch has had a history of sporadic short-term occupation. Its location close to the runway and surrounded by commercial car parking, together with its isolation from other dwellings, has resulted in any tenants taking the lease of the property for a short period only.

The last tenant vacated the property in October 2002. Since that point there have been a number of enquiries from prospective tenants. However, after viewing the property, and in the knowledge of the airport development proposals for the area, the prospective tenants declined to proceed with the tenancy despite the rent being set at what is believed to be a reasonable level. Given that the property has been vacant for over four years and has been the subject of vandalism and crime, it has made the property increasingly difficult to let.

Against this background, it is recognised that the property's difficult location adjacent to the airport operational area has compounded the difficulty in letting the property and subsequently finding a viable use for the premises.

Rationale for demolition - The prime reason behind the proposed demolition is to provide additional airport apron for the servicing and parking of aircraft at Manchester Airport. The applicants consider that this is necessary as there is evidential basis dating back to the runway 2 inquiry. Failure to enable the airport to expand will result in significant impacts on the airports economic performance by causing congestion and ineffective servicing for increasing passenger numbers.

The airport will need to expand its apron area to avoid impact on the role the airport plays as a sub-regional, national and international airport.

Given the Listed Building is within the site identified for apron expansion, the airport explored alternative sites for the proposal. Indeed, the airport looked at maximising the use of existing facilities by reconfiguring the existing aircraft stands and variable charging policy during peak periods. However, the existing facilities are currently close to capacity.

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In addition, both off-site and on-site alternatives were considered. However, they were discounted because they were not integrated with existing taxiways and terminal buildings.

Furthermore, the applicants were asked to consider incorporating the Listed Building into their plans. It was concluded that it was impractical to redesign the apron so that Old Thatch could be retained. Its location immediately adjacent to an area used for servicing and manoeuvring of aircraft would make it more difficult to provide the building with an economic use. If retained, its only practicable use would be for storage which is an unsuitable use for the building. Further the cost of repairing the building for this use is not economic.

Relocation and rebuilding of Old Thatch – Given that the building cannot remain in its current position, consideration has been given as to whether the building should be dismantled and reconstructed on an alternative site.

Previous development at the airport has established an approach for investigating the significance and condition of Listed Buildings that are affected by airport development, which has provided the basis for Listed Building applications. In each case, specialist consultants have undertaken documentary research into the history of the building, and investigated the building structure. This has assisted in determining the conditions of the buildings and established the significance of the development proposal on the properties.

Whenever it has been unavoidable to affect a Listed Building, Manchester Airport have sought to establish the possibility of dismantling the structure and re-erection elsewhere. This approach has seen timber-framed Listed Buildings, that were affected by the construction of the second runway, being re-erected in new locations.

In the event that analysis showed that buildings did not merit relocation, as a result of their inadequate structure rendering relocation impractical, detailed archaeological and building surveys have been carried out prior to their removal.

This approach to assessing and investigating the quality and significance of Listed Buildings was used in preparing the evidence base for Old Thatch. It has been concluded by the Airport specialists that given that Old Thatch was converted from an open hall house to a full two-storey house in the 19th Century, it has severely damaged the integrity and historic significance of the building. If the alteration work had been limited then the building would have retained a reasonable degree of historic quality and gained further interest through its evolution. However, given the continuous work and alteration to the building, including the removal of its timber frame in the 1970's, it has had a damaging affect on its historic and architectural significance.

It is therefore concluded that there is very little value in dismantling such a poor quality building and relocating to an alternative site. Whilst it is feasible to move a timber-framed or ashlar building, as is the moving of masonry buildings intact, there is no precedent for dismantling and rebuilding a rendered and plastered brick building, especially one in such poor quality, like Old Thatch.

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Against this background, given that the building already has very limited value and the fact that its removal would lose the relationship the building has with its setting, the resulting property, within a new location, would be a poor quality replica of no historic value and would not be worthy of re-listing.

Indeed, the applicant's advisors state that;

"Rebuilding Old Thatch would simply create a pastiche of no historic importance or architectural interest, and the result would have no archaeological or conservation validity"

This is a view shared by English Heritage who note that the applicants have made a persuasive case for the demolition of the Listed Building and that it would be inappropriate to dismantle and reconstruct the building on another site. Indeed, should an application have been submitted to de-list the building, English Heritage state that it would have stood a good chance of success.

In order to mitigate the loss of the building, a detailed condition is proposed, should planning permission be granted, which ensures that the building is not only recorded archaeologically prior to its demolition, but also the roof timbers, which are the only materials of any historic significance, be the subject of dating by dendrochronology. The condition also states that should any elements of the building be appropriate for salvage and re-use, these will be identified, retrieved and stored for future use.

This comprehensive condition, states that prior to development, a desk based archaeological assessment of the site be undertaken, implement a scheme for digging archaeological trial trenches and a subsequent investigation, evaluation and archiving of any finds of value. Manchester Airport also propose that the materials can form part of a display charting the history of the Heyhead Hamlet which can form part of a community project for local schools.

Conclusion

The Old Thatch cottage is the only remaining property dating back to the 17th Century Heyhead period. However, over time the property has been significantly altered which has reduced its historic and architectural value, namely the removal of the 17th Century timber framed structure. In addition, the property is currently uninhabitable due to suffering from smoke damage, vandalism and damp.

In the light of the importance of the airport as an economic driver for the regeneration and growth of the North West as a whole, the necessity of apron extension in this location, the limited possibilities for retention of the building and its incongruity within the setting of an airport apron, it is concluded that exceptional circumstances exist which make the demolition of this Listed Building permissible, although regrettable and justified in terms of PPG15 and UDP policy DC19.1.

In order to mitigate the loss of this building, a condition should be imposed so that the building and its archaeological remains are documented and the documents included in the relevant archives.

Human Rights Act 1998 considerations - This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article

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6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee 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 Unitary Development Plan, the Head of Planning has concluded that some rights conferred by these Articles on the applicant(s)/objectors/residents 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. He believes that any restriction on these rights posed by approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation

Head of Planning **APPROVE** subject to the referral to the Secretary of State as required by circular 14/97

Reasons for recommendation: There are exceptional circumstances which justify the demolition of this listed building provided that the building and its archaeological remains are documented. The proposal accords with the Council's UDP in particular policy DC19.1 and there are no material considerations of sufficient weight to indicate otherwise.

Wythenshawe Area Committee **Considered the application for information only.**

Conditions and/or Reasons

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) No development shall commence until the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

- a) A desk based archaeological assessment of the site
- b) A scheme for digging archaeological trial trenches on site (including timetables and particulars of the persons supervising the digging)
- c) A scheme for investigating, evaluating and archiving any finds, including dating by dendrochronology of the roof timbers, and for publishing details thereof (including timetables and particulars of the persons who will carry out said tasks). The scheme shall make provision for the identification of materials and artifacts of historical significance and for the salvage, storage and use of the same.

The schemes approved under (b) and (c) above shall be implemented in accordance with the timetables contained therein and no development shall take place on site until written confirmation of completion of the said schemes

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has been received by the City Council, unless otherwise agreed in writing by the City Council as Local Planning Authority.

Reason

To investigate the archaeological interest of the site and record and preserve any remains of archaeological interest, pursuant to policy DC20.1 of the Unitary Development Plan for the City of Manchester and guidance in PPG16.

3) Before development commences, a full photographic record of the site and the building (internally and externally), shall be submitted to and approved in writing by the City Council as local planning authority and shall be deposited in a public archive identified by the City Council.

Reason - To provide a record of any archaeological remains and of the listed building's appearance and condition before works commence.

4) The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the building works for the redevelopment of the site in accordance with application 081134/FO/2006/S2 including a date for the commencement of works within a reasonable time has been made, and planning permission has been granted for the redevelopment for which the contract provides, and evidence of that contract has been supplied to the City Council as local planning authority.

Reason

In the interests of the preservation of a listed building, and to ensure that redevelopment of the site takes place following demolition of the existing building, pursuant to policy DC18 in the Unitary Development Plan for the City of Manchester.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 081133/LO/2006/S2 held by Planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are all held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted on the application:

Greater Manchester Ecology Unit

General Guarantee Finance Ltd, Styal Road, Woodhouse Park, Manchester, M22 5XB

N W B Business Exchange, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

Teamwork, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

Dynamic World Cargo, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

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Go Cheaper Car Hire Ltd, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

J P G Group Ltd, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

Hertz Rent A Car, Ringway Road, Woodhouse Park, Manchester, M22 5XN

Males Garage, Ringway Road, Woodhouse Park, Manchester, M90 1WT

The Cottage, Ringway Road, Woodhouse Park, Manchester, M22 5NH

Avis Rent A Car Ltd, Ringway Road, Woodhouse Park, Manchester, M22 5XN

Norman Broadbent, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

Airlan Data Ltd, Trident Business Park, Styal Road, Woodhouse Park, Manchester, M22 5XB

Representations were received from the following third parties:

Relevant Contact Officer:	: Jennifer Atkinson
Telephone No.	: (0161) 234 4517
Email	: j.atkinson@manchester.gov.uk