THE SHERIDAN SUITE, OLDHAM ROAD

PLANNING STATEMENT

RPT.001.1.ASJ
SEPTEMBER 2021

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PLANNING STATEMENT

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1

INTRODUCTION

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1 INTRODUCTION

1.1.1. This Planning Statement has been prepared to support a full planning application for the change of use of a restaurant / bar for religious purposes at The Sheridan Suite, 371 Oldham Road, Manchester, M40 8PR. A Site Location Plan is contained at **Appendix A**.

1.1.2. The proposal seeks planning permission for the following:

> *'Change of use of part of the ground floor to a religious venue (Use Class F1(f)) from restaurant / bar (Sui Generis))'*

1.1.3. The Sheridan Suite comprises a large leisure facility with the ground floor consent for restaurant use. The change of use now being sought reflects recent changes in the demand for hospitality floorspace following the pandemic. This has coincided with the increase in demand for floorspace from a local religious congregation that have outgrown their current premises and wish to relocate to a nearby property on Varley Street with a larger capacity.

1.1.4. To support this application and in accordance with Manchester City Council's (the Council) validation requirements, the following documents have been submitted alongside this planning statement:

- Application Form and Certificate
- Site Location Plan
- Existing Site Plan
- Proposed Site Plan

1.1.5. This Statement and the supporting plans accompanying the application demonstrate that the proposal fully accords with local and national planning policy and guidance and other material considerations relevant to the determination of the application indicate that approval should be given without delay.

1.1.6. This Planning Statement is structured as follows:

- Section 2: Site Description and Proposal
- Section 3: Planning History
- Section 4: Planning Policy
- Section 5: Case for Development
- Section 6: Conclusion

2

SITE DESCRIPTION AND PROPOSAL

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2 SITE DESCRIPTION AND PROPOSAL

Application Site and Proposal

2.1.1. The Sheridan Suite is a large building featuring a banqueting suite situated on Oldham Road, close to the junction with Queens Road. The building measures approximately 36m x 90m and is largely constructed of brick with additional detailing surrounding the roofline.

2.1.2. The site extends to 1.64 Ha and comprises a 300 space car park and landscaping. Two way access is taken from Oldham Road, with barrier control.

2.1.3. The site lies adjacent to industrial uses to the north, east and west, with residential to the south, separated from the site by a wide landscape area and Oldham Road (which is a four carriageway arterial road).

2.1.4. The changes being proposed seek to convert half of the ground floor of the building, which currently has permission to operate as a restaurant / bar, to a place of worship for the Mountain of Fire Church organisation. The restaurant / bar has been vacant due to the coronavirus pandemic, with the previous use of the space being as warehouse storage related to the textile trade.

2.1.5. The Church currently operates from 39 Varley Street, Manchester very nearby, but have outgrown the site. The congregation live locally in Miles Platting, Moston, Blackley and Chetwood.

2.1.6. The church will solely use that space on the ground floor with the main activity being a Sunday morning service for 300 to 500 people (circa 100 families). Outside of Sunday mornings, it would be used for general church activities (prayer meetings, training) throughout the week but this will be at a much lower intensity (20-50 people). The main Sunday service will operate when the banqueting suite is closed.

2.1.7. The banqueting functions of the Sheridan Suite operates for weddings and other events from midday to midnight and are predominately located on the first floor of the property. The banqueting suite has a licence to host events seven days a week until 02:00 each evening.

2.1.8. Certain areas of the ground floor will continue to be used by the banqueting suite to facilitate proper functioning of the space. The spaces that will not be occupied by the church have been indicated on the enclosed proposed plan, along with the location of the principal entrance to the banqueting suite. As can be understood from the plans, both uses are segregated from each other and have their own dedicated entrances into the Sheridan Suite.

2.1.9. No physical alterations are proposed to the external structure, however, there would be changes made internally and these have been clarified in the proposed site plan provided with this application.

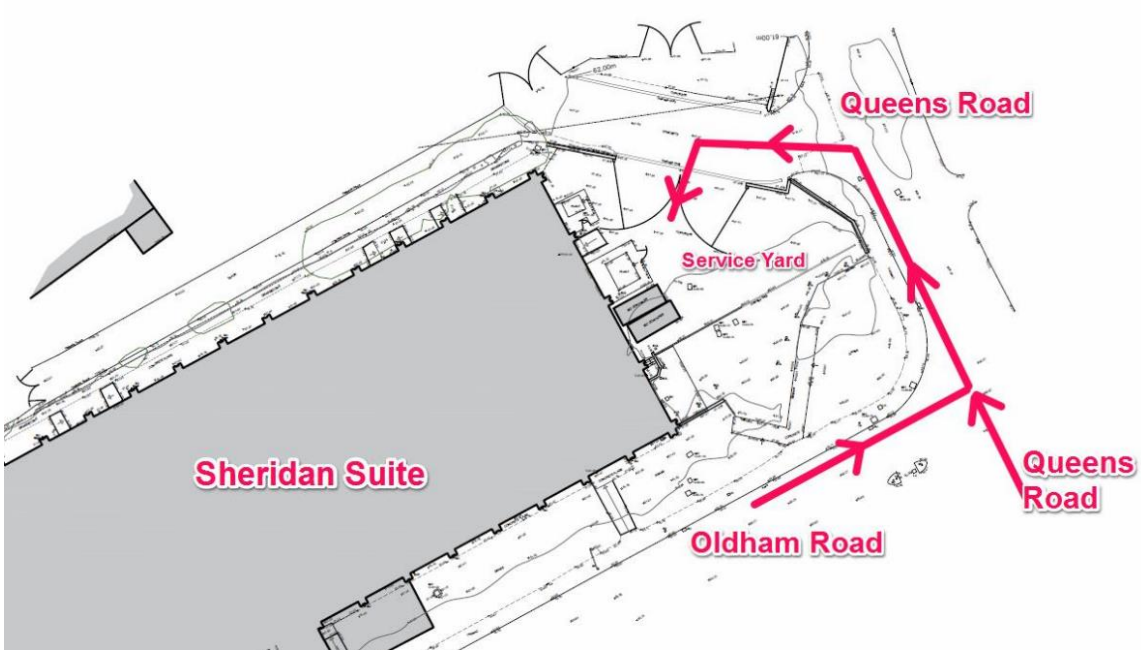
2.1.10. The internal fit out of the space will be conducted by the church organisation so that facilities such as toilets will be available for the congregation, although the vast majority of the space will be left as it is.

2.1.11. In order to facilitate access for church goers while gatherings are taking place, an existing side door will be utilised for access so that this would become the dedicated entrance to the church.

2.1.12. The site has approximately 300 off street parking spaces and therefore there will be sufficient capacity to accommodate the church use, which will make use of the car park when the main banqueting suite use is not in operation. The extent of the car park can be seen below.



2.1.13. As the proposed use of the space will be for religious purposes, it is not expected that the church will generate appreciable amounts of waste, especially when considering the current implemented use being a restaurant / bar. The first floor banqueting suite would still have access to the servicing yard to store waste, as can be understood from the proposed site plan, therefore the operations of the church would not conflict with the ability for the banqueting suite to adequately dispose of its waste. The location of the service yard, and the journey refuse vehicles would take to get to it, is shown in the diagram below.



3

PLANNING HISTORY

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3 PLANNING HISTORY

3.1.1. The Manchester City Council archives have been cross-referenced to understand the planning history of the application site. The following planning applications are considered to be most relevant to the proposal being presented:

045897/FU/NORTH2/94	Conversion to a bingo club at first floor level with access from part of ground floor **APPROVED – 22 / 09 / 1994**
060606/FU/NORTH1/00	Conversion of existing bingo hall to licensed premises with catering facilities for functions etc. **APPROVED – 20 / 12 / 2000**
060776/FO/NORTH1/00	Extension of existing entrances area to existing function hall **APPROVED – 10 / 01 / 2001**
062652/OO/NORTH1/01	Erection of office units (Class B1 122,000 sq.ft (11,333 sq.m), each 2no. storeys with associated car parking. **APPROVED – 24 / 09 / 2001**
076079/JO/2005/N1	Application to vary condition 3 of 060606/FU/NORTH1/00 to permit hours of operation from 9.00am to 3.00am **REFUSED – 01 / 08 / 2005**
078428/JO/2006/N1	Variation of condition 3 permission 060606/FU/NORTH1/00 to allow opening from 9a.m. to 2a.m. 7 days a week **REFUSED – 08 / 11 / 2006** **APPEAL ALLOWED**
111699/FO/2016/N1	Proposed change of use of ground floor of building from exhibition and conferencing (Sui Generis) to a restaurant and bar (Sui Generis) including a single storey extension to the front and side of the building and associated boundary treatments **APPROVED – 12 / 09 / 2016**

3.1.2. The planning application history above confirms that the ground floor of the property, to which this current planning application relates, received planning consent in 2016 for it to be used as a restaurant and bar. The Decision Notices for the above applications have been reviewed and there are not restrictive conditions that would impinge on the change of use being sought by this current application.

4

PLANNING POLICY

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4 PLANNING POLICY

4.1.1. The planning policy framework relevant to the site and the proposed development is set out below.

4.1.2. Section 38(6) of the Planning Compulsory Purchase Act requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for the site comprises of the Core Strategy Development Plan Document (Adopted July 2021) and the Extant Unitary Development Plan policies.

4.1.3. Other material considerations include Supplementary Planning Documents (SPDs), the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG). The Local Planning Authority is in the process of conducting a local plan review and the 'Manchester Local Plan' is currently in its early stages. A joint development plan titled 'Places for Everyone' is also being progressed with nine local planning authorities across Greater Manchester involved in its development. The plan has not yet been submitted to the Secretary of State for approval and is currently undergoing a period of public consultation.

4.1.4. The relevant policy consideration for the proposed development are summarised below. The planning assessment at Chapter 5 of this Statement sets out how the proposal complies with, and is supported by, the relevant proposals.

ADOPTED PLANNING POLICY

Manchester Core Strategy Development Plan Document (2012)

4.1.5. The Core Strategy was adopted in July 2012. The plan period for the Local Plan Strategy is 2012 – 2027.

4.1.6. **Policy SP 1:** 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.
- making a positive contribution to the health, safety and wellbeing of residents
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- protect and enhance the built and natural environment.

4.1.7. **Policy DM 1**: All development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:

- 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.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Vehicular access and car parking.

Land Use	Maximum number of car parking spaces		Minimum number of spaces required for:-		
	District Centres	Areas not within the City Centre or District Centres	Disabled people's parking as percentage of total (Citywide)		Cycles (Citywide)
			Up to 200 in total	Over 200 in total	
Medical and Health facilities	1 space per 2 staff plus 3 per consulting room	1 space per 2 staff plus 4 per consulting room	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	2 spaces per consulting room
Higher and Further Education	1 space per 2 staff (includes parking for students)		Case by case basis	Case by case basis	1 space per 5 staff plus 1 space per 3 students
D2: Assembly and Leisure					
Cinemas, Theatres and Conference Facilities	1 space per 8 seats	1 space per 5 seats	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 20 seats minimum of 2 spaces
Other Leisure Facilities	1 space per 25sqm	1 space per 22sqm	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 140 sqm minimum of 2 spaces

EMERGING PLANNING POLICY

Places for Everyone Joint Development Plan

4.1.8. The joint development plan involves nine local planning authorities across Greater Manchester and forms a framework to plan growth in the region into the future. The plan has not yet been submitted to the Secretary of State for approval and is currently undergoing a period of public consultation.

4.1.9. **Policy JP-Strat 5:** The continued regeneration of the inner areas will be promoted and will be linked to reducing levels of deprivation and poverty and supporting the improved health and wellbeing of the communities. High levels of well-designed new development will be accommodated in this highly accessible and sustainable location, prioritising the use of previously developed land. New development will be of high quality, predominantly, residential (in a mix of size, type and tenure). It will be supported by necessary infrastructure, including high quality open space and improved access to the wider green infrastructure network, together with improved transport and social infrastructure.

4.1.10. **Policy JP-S 1:** To help tackle climate change, development should aim to maximise its economic, social and environmental benefits simultaneously, minimise its adverse impacts, utilise sustainable construction techniques and actively seek opportunities to secure net gains across each of the different objectives. Preference will be given to using previously-developed (brownfield) land and vacant buildings to meet development needs.

4.1.11. **Paragraph 9.4:** This Plan promotes greater inclusion in a wide variety of ways, some of which are set out in this chapter but many of which will be delivered through other parts of the plan. Such measures include delivering sustainable places that can meet the needs of all sections of communities, both now and in the future

4.1.12. **Paragraph 9.9:** If quality of life is to be enhanced then it will be vital to maximise the opportunities that our places offer and limit the constraints that they place on how people live. All neighbourhoods must be designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances. Achieving all of this will help to ensure that all places are characterised by empowered and informed residents, workers and visitors, with a sense of ownership and high levels of societal participation and social interaction.

4.1.13. **Policy JP-P 1:** We aim to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places, each having the following key attributes that all development, wherever appropriate, should be consistent with:

Socially inclusive:

A. Responding to the needs of all parts of society

B. Enabling everyone to participate equally and independently

C. Providing opportunities for social contact and support; and

D. Promoting a sense of community

NATIONAL PLANNING POLICY

National Planning Policy Framework 2021

4.1.14. The updated National Planning Policy Framework (NPPF) was published by the government in July 2021 and is a material consideration in the determination of planning applications.

4.1.15. **Paragraph 7:** The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs. At a similarly high level, members of the United Nations – including the United Kingdom – have agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030. These address social progress, economic well-being and environmental protection.

4.1.16. **Paragraph 8:** Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural

resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

4.1.17. **Paragraph 11:** Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay; or 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:

- 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
- 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.

4.1.18. **Paragraph 92:** Planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

4.1.19. **Paragraph 93:** To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

4.1.20. **Paragraph 111:** Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

4.1.21. **Paragraph 119:** Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land.

4.1.22. **Paragraph 122:** Planning policies and decisions need to reflect changes in the demand for land. They should be informed by regular reviews of both the land allocated for development in plans, and of land availability. Where the local planning authority considers there to be no reasonable prospect of an application coming forward for the use allocated in a plan:

a) it should, as part of plan updates, reallocate the land for a more deliverable use that can help to address identified needs (or, if appropriate, deallocate a site which is undeveloped); and

b) in the interim, prior to updating the plan, applications for alternative uses on the land should be supported, where the proposed use would contribute to meeting an unmet need for development in the area.

4.1.23. **Paragraph 123:** Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in

plans, where this would help to meet identified development needs. In particular, they should support proposals to make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality of service provision and access to open space.

5

CASE FOR DEVELOPMENT

PUBLIC

5 CASE FOR DEVELOPMENT

5.1.1. This chapter assesses the proposed development against the development plan, relevant planning policies and other material considerations.

Principle of Development

5.1.2. Section 38(6) of the Planning Compulsory Purchase Act requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

5.1.3. Paragraph 11 of the NPPF 2021 states that plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means 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.

5.1.4. The local plan does not allocate the site for a specific use but it is a brownfield site which policy supports it being brought into productive use. The local plan supports community uses.

5.1.5. The local plan policy of most relevance to the proposal is Policy SP1. The policy states the following objective:

> "*Development in all parts of the City should make a positive contribution to neighbourhoods of choice including considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income*".

5.1.6. The development proposed fully accords as it enables an important local religious organisation to relocate to a larger venue in order to meet the needs of their congregation. Importantly, it allows them to relocate to premises close by to their existing site at Varley Street so they can stay within the neighbourhood and close to the congregation who live in Miles Platting, Moston, Blackley and Chetwood.

5.1.7. This development will ensure that the strength of this existing community is reinforced, thus meeting the social objective in paragraph 8 of the NPPF 2021. This development offers a positive contribution to the neighbourhood and will ensure the longevity of the church group into the future. This is also encapsulated more specifically in paragraph 93 which states:

> "*planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities (such as …places of worship) and other local services to enhance the sustainability of communities and residential environments*"

5.1.8. Paragraph 7 of the NPPF 2021 describes sustainability as meeting the needs of the present without compromising the ability of future generations to meet their own needs. Land is a finite resource that is non-renewable. In relation to this development, a space inside the Sheridan Suite was identified as being vacant due to a surplus of leisure space in the rest of the structure.

5.1.9. This accords with paragraph 122 of the NPPF 2021 which states that planning policies and decisions need to reflect changes in the demand for land, which in this case relates to the surplus of leisure space and the shortage in space for religious uses. This ties into paragraph 123 which states the following:

> "*Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs*".

5.1.10. Instead of the church organisation seeking to construct a new venue, which would require more land and the use of excessive amounts of carbon during construction, the church chose to utilise this existing vacant space within the structure and the existing car parking spaces associated with it, thus making use of previously developed land in the most efficient and sustainable way.

Highways

5.1.11. Paragraph 111 of the NPPF 2021 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

5.1.12. As the development being proposed consists of a partial change of use of the existing structure, the car parking spaces associated with the banqueting facilities of the Sheridan Suite will also serve the congregation of the proposed church.

5.1.13. The number of attendees for church services on Sunday mornings is expected to not exceed 500, with this being the busiest weekly service the church organises, with anticipated numbers currently around 300. The church is a family organisation and of its congregation there are more children than adults. As such they anticipate around 100 families for each service. As the church serves local communities there is ample opportunity for families to walk or cycle to the site, however if they do arrive by car then there will be high car occupancy rates so lower numbers of overall car parking at the site to allow a congregation of 300-500.

5.1.14. Furthermore, it should be noted that the main services will only function outside the hours of the banqueting facilities (between 9am and 12 noon), therefore there will be no cross over and no competition for car parking spaces between these two uses.

5.1.15. By utilising the same car park for two separate uses that occur at different times of day, this proposal promotes the efficient use of the land that is consistent with paragraph 119 of the NPPF 2021.

5.1.16. The car park has a capacity of 300 spaces which is more than capable of accommodating the Sunday service attendees, especially as these church services are typically attended by families that would be sharing vehicles.

5.1.17. When assessed against the parking standards in the local plan, the proposal comfortably exceeds requirements.

5.1.18. Also, it cannot be assumed that all of the attendees will visit the church using private vehicles. The Queens Road Bus Stop is situated 20m away from the Sheridan Suite and offers six high frequency services to Manchester city centre and the surrounding suburbs. Therefore, this location displays high sustainability credentials in terms of transport and would be an ideal location for the place of worship.

5.1.19. It is also worth stressing that the congregation is largely local to this area of north Manchester. We have been informed that attendees of services at the current location of the church identify as being from the Miles Platting, Moston, Blakeley and Cheetwood areas of Manchester. Therefore, the distances travelled could be acceptable by some attendees to engage in active travel such as walking or cycling.

5.1.20. Other church activities (prayer meetings, training etc) will take place during the week but only receive 20-50 people so generate minimal parking need.

5.1.21. From the information provided above, it can be understood that there will not be an unacceptable impact on highway safety and that there will not be any severe residual cumulative impacts on the road network due to this development. Therefore, the change of use being proposed is acceptable in terms of highways.

6

CONCLUSION

PUBLIC

6 CONCLUSION

6.1.1. This Planning Statement has been prepared to support a full planning application for the change of use of a space identified as a restaurant / bar for religious purposes at The Sheridan Suite, 371 Oldham Road, Manchester. The proposal seeks planning permission for the following:

> *'Change of use of part of the ground floor to a religious venue (Use Class F1(f)) from restaurant / bar (Sui Generis)*

6.1.2. The changes are being sought in order to reflect a decrease in the need for leisure use and an increase in demand for floorspace from a local religious congregation that have outgrown their current premises and wish to relocate to a nearby property with a larger capacity.

6.1.3. Overall, the proposed development fully accords with the Development Plan. The principle of development in this location is acceptable and in line with paragraph 11 of the NPPF the application should be approved without delay, unless material considerations dictate otherwise.

6.1.4. It is clearly demonstrated that there are no significant adverse impacts or technical constraints, including matters of heritage and neighbour amenity, that would prevent the grant of consent.

6.1.5. The application should therefore be approved without delay.

Appendix A

SITE LOCATION PLAN

Public



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