

Planning

Growth & Development

Delegated officer report for planning application

Application no. 129528/FO/2021

Date registered valid: 6 April 2021

Proposal: Change of Use of Caretakers Flat (C3) to form meeting space (F1/F2)

Address: The Caretakers Flat, Brownley Green Methodist Church, Broadoak Road, Manchester, M22 9WF

Ward(s): Sharston Ward

Applicant: Reverend David Warnock Brownley Green Methodist Church, Broadoak Road, Manchester, M22 9WF

Agent (if any): Alex Williams LJ Architects Ltd Office 2 Cottage 5, Clock Tower Park , Liverpool , L10 1LD

Case officer: Robert Tyrer
Tel: 0161 234 4068
Email: robert.tyrer@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 28 May 2021

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 4 May 2021

Standard consultations:

Printed: 12 April 2021 Expired: 3 May 2021

Neighbour notifications

Printed: 12 April 2021 Expired: 3 May 2021

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site relates to a first-floor space (former 2 bed flat) and ground floor entrance lobby accessed externally of the playground area at the rear of the Church (photograph 1). The site is set within a large church complex which also comprises of a gym.

The flat originally provided on-site accommodation for the Church caretaker and has since become vacant. Prior to becoming vacant, the flat was used as offices for non-profit and charity organisations during the 1980s



Photograph 1 Entrance to caretakers flat from playground (photograph provided by applicant)

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The wider area is predominantly residential in nature comprising of both modern dwellinghouse and those originally built as part of the phased series of predominantly social housing dating from the 1920s to the 1960s, guided by the principles of the garden city movement.

Description of development

The applicant is seeking planning permission to change the use of Caretakers Flat (C3) to a meeting space (F1/F2).

Consultations & Notification Responses

Local residents/public opinion – No objections, comments or representations in support of the application have been received.

Highway Services – No Objection as Highway Services anticipate that the level of trips will not pose any significant impact on the adjacent highway network. It is also likely that a significant proportion of visitors will arrive on foot from the surrounding residential area.

Pedestrian and vehicular access will remain as existing, which is acceptable to Highways.

Eight car parking spaces, including one disability car parking space, will remain as existing, which is acceptable to Highways.

Highways would strongly recommend that the number of secure and sheltered cycle spaces provided is increased for the accommodation of staff/visitor cycles.

Refuse and servicing will continue as existing which is acceptable to Highways.

Environmental Health – No objection to hours proposed.

Sought clarification that the bin store is for commercial use.

Issues

Local Policy

Manchester Core Strategy Development Plan Document (2012) - The Core Strategy was adopted on the 11th July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant Core Strategy policies for this application are as follows:

SP1 – Spatial Principles
DM1 – Development Management 1

The relevant UDP policies for this application are:

DC 26 – Development and Noise

National Policy

National Planning Policy Framework (NPPF) - The NPPF sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt.

Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors.

In particular NPPF states that in terms of design:

124. The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

And,

127. Planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

130. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it

functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

The Principle – The proposal site is part of a larger church site, there has only been one previous application in 1997 under planning reference 051579/FU/SOUTH3/97 to change of Use of Sanctuary Area into a Gymnasium which was approved.

It is understood that the caretakers flat have been vacant since the 1980s and informally been used as offices and other uses associated with community groups and charities.

The applicant now seeks to use the space as a meeting space.

The existing ground floor entrance (off the playground) and staircase access will be retained and re-used. A new ramp will provide level access from the playground. The external entrance door will be replaced and an external light added for security and to aid in wayfinding.

The first-floor space is to be refurbished and thermally upgraded with replacement windows (to match existing) and new roof lights. A kitchenette and WC will be added to the first floor to provide user amenities thereby allowing operational separation from the rest of the Church (energy use and staffing).

Whilst there is no specific policy for Class F uses it is considered that the following areas should be assessed in order to determine whether the proposed use is acceptable.

- a. loss of residential accommodation
- b. the effect on the amenity of neighbouring residents;
- c. the availability of adequate, safe and convenient arrangements for car parking and servicing;
- d. the desirability of achieving easy access for all, including disabled people; and
- e. the need to provide adequately for the storage and collection of refuse.

These requirements are echoed within policy DM1 of the Core Strategy.

Therefore, matters that will require consideration, in order to assess the acceptability of any proposal are siting, scale and massing, design and appearance.

Further consideration will be given as to whether the proposal has any impact on surrounding residential amenity in particular the effect upon the amenity of neighbouring occupiers.

a. Loss of residential accommodation

The loss of a residential property is generally unacceptable where demands for further residential properties are high. In this instance given the location and juxtaposition of the existing residential unit, the age of the building and it being located within the Church grounds, it is considered that the loss of this single residential flat is acceptable in this instance.

b. the effect on the amenity of neighbouring residents;

The site is surrounded by residential properties, Environmental Health were satisfied with the proposed hours of use (Monday to Sunday 08.00-23.00) and considered whether to include

conditions relating to noise. In the case of the later they viewed the use as ancillary to the main church house and therefore would be too onerous if imposed.

Whilst the description states meeting space the submitted design and access states that the room could be used for the following:

- Benefits advice.
- Counselling.
- Space for young people (youth, after school, holiday clubs and Scouts/Guides).
- Access
- Access to technology and training.
- Kitchenette.
- Revenue generating activities/uses (venue hire).
- Storage for market equipment on non-market days.

The design and access statement states that Brownley Green Methodist Church (and Village) is home to a number of organisations including:

- Brownley Green Methodist Church (and Village).

Bramhall and Wythenshawe Methodist Circuit is a group of 12 churches including Brownley Green Methodist Church. As well as a worship space, for the last 20 years the Church provides the location for a number of locally led, community enterprises discussed below.

<http://www.bramhallwythenshawemethodists.org.uk/index.php>

- Mums Mart.

Mums Mart is a group of local parents who fundraise for family days out and holidays to combat issues such as loneliness and isolation, toxic debt, mental health issues and crime. Mums Mart offer a saving club, a food co-operative and monthly market. Activities take places across a variety of areas throughout the Church currently. The former caretaker's flat has been proposed as a space to enable them (and others) to deliver the range of activities and services they wish to offer their members and the wider community.

<http://unitedstates.org/mums-mart/>

<https://www.facebook.com/wythenshawemumsmart/>

- United Estates of Wythenshawe (UEW).

Established in 1996, UEW is the UK's first Inner City Culture Centre providing youth and community services in direct response to youth street gangs and anti-social behaviour in immediate area. Community led enterprises under the UEW banner include a gymnasium and fitness centre, recording studio, dance and performing arts studio, therapy rooms and community shop.

It is envisioned that these local groups will make use of the meeting space. Therefore, as the proposal will be used by local groups who are within and serve the community the impact on amenity together with measures to control opening hours is considered to be acceptable.

c. the availability of adequate, safe and convenient arrangements for car parking and servicing;

Highway services have commented that the highway network should be able to accommodate the level of trips associated for such a small development.

Highways are also satisfied that there is sufficient car parking

They have recommended additional cycle parking, however there is already some at the centre.

d. the desirability of achieving easy access for all, including disabled people;

Due to the age of the property and first floor level it is difficult to achieve level access into the property. However, new ramp will provide level access from the playground. The external entrance door will be replaced and an external light added for security and to aid in wayfinding. This is considered to be an improvement.

e. the need to provide adequately for the storage and collection of refuse.

Environmental Health acknowledge that some information has been provided for waste management, and sought clarity over commercial waste. The applicant confirmed that as the flat hadn't been used for 40+ years as residential there wasn't any residential waste facilities and that the Church had a commercial waste contract with B&M Waste Services for both general and recycling waste. It is envisioned that the meeting space wouldn't generate much waste and therefore the existing waste arrangement are considered to be acceptable.

Conclusion – It is therefore considered that the proposed change of use acceptable and would comply with policies SP1 and DM1 of the Core Strategy.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: APPROVE

Article 35 Declaration

Officers have worked with the applicant/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. In this instance, clarification was sought on waste and appropriate conditions have been attached to the end of this report. The scheme is considered to be in accordance with the guidance contained within policies SP1 and DM1 of the Core Strategy.

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

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

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

P241_204, P241_205, P241_206 and P241_200 stamped as received by the City Council as Local Planning Authority, on the 25.02.2021

Design and Access Statement stamped as received by the City Council as Local Planning Authority, on the 25.02.2021

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

3) The premises shall not be open outside the following hours:-

Monday - Saturday: 08.00-23.00.

Sunday and Bank Holidays: 08.00-23.00.

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

57 Broadoak Road, Manchester, M22 9WF
90 Broadoak Road, Manchester, M22 9WE
88 Broadoak Road, Manchester, M22 9WE
6 Panfield Road, Manchester, M22 9WH
16 Panfield Road, Manchester, M22 9WH
10 Panfield Road, Manchester, M22 9WH
61 Broadoak Road, Manchester, M22 9WF
84 Broadoak Road, Manchester, M22 9WE
8 Panfield Road, Manchester, M22 9WH
4 Panfield Road, Manchester, M22 9WH
20 Panfield Road, Manchester, M22 9WH
12 Panfield Road, Manchester, M22 9WH
2 Panfield Road, Manchester, M22 9WH
18 Panfield Road, Manchester, M22 9WH
14 Panfield Road, Manchester, M22 9WH
59 Broadoak Road, Manchester, M22 9WF
92 Broadoak Road, Manchester, M22 9WE
86 Broadoak Road, Manchester, M22 9WE
82 Broadoak Road, Manchester, M22 9WE

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 45M
Area Team Boundary - Name: SOUTH