

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141802/FO/2024

Date registered valid: 17 January 2025

Proposal: Change of use from existing church (Class F1) to a charity shop with a community cafe (Class E).

Address: Gospel Hall, Highmead Street, Manchester, M18 8PJ

Ward(s): Gorton & Abbey Hey Ward

Applicant: Mr Wesley Downs, Renewal North West

Agent (if any): Mr Kevin Ma, TADW Architects

Case officer: Carl Glennon
Tel: 0161 234 4530
Email: carl.glennon@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 5 June 2025

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 3 February 2025

Standard consultations:

Printed: 31 January 2025 Expired: 21 February 2025

Neighbour notifications

Printed: 31 January 2025 Expired: 21 February 2025

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

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The application site is in a residential area predominantly comprising of terraced two storey house. A pair of semi-detached houses is located immediately to the east of the application site. The application property comprises a single storey building with roof space accommodation situated on the north-west corner of Highmead Street and Varey Street. The building presents a gable elevation (relating to a pitched roof above) to Highmead Street (north), which is separated from the back of pavement by a forecourt enclosed by a low wall incorporating pedestrian access. Each edge of the northern elevation is defined by brick piers. The northern elevation incorporates a pair of windows separated by the principal entrance. The main pitched roof incorporates a ridge line running from north to south. The western roof plane is punctuated by a hipped pitched roof to a small extension which forms a secondary doorway sited at the back of pavement to Varey Street. The western and southern elevations incorporate a series of windows. The elevations comprise of partially painted red / brown brick with a grey slate roof. The property has been previously used as a place of worship. The building currently comprises a main hall / worship space, offices, WCs, kitchen and store room on the ground floor. An office and store room are located in the roof space.



Fig.1 – Views of the application site from Highmead Street and Varey Street.

Description of development

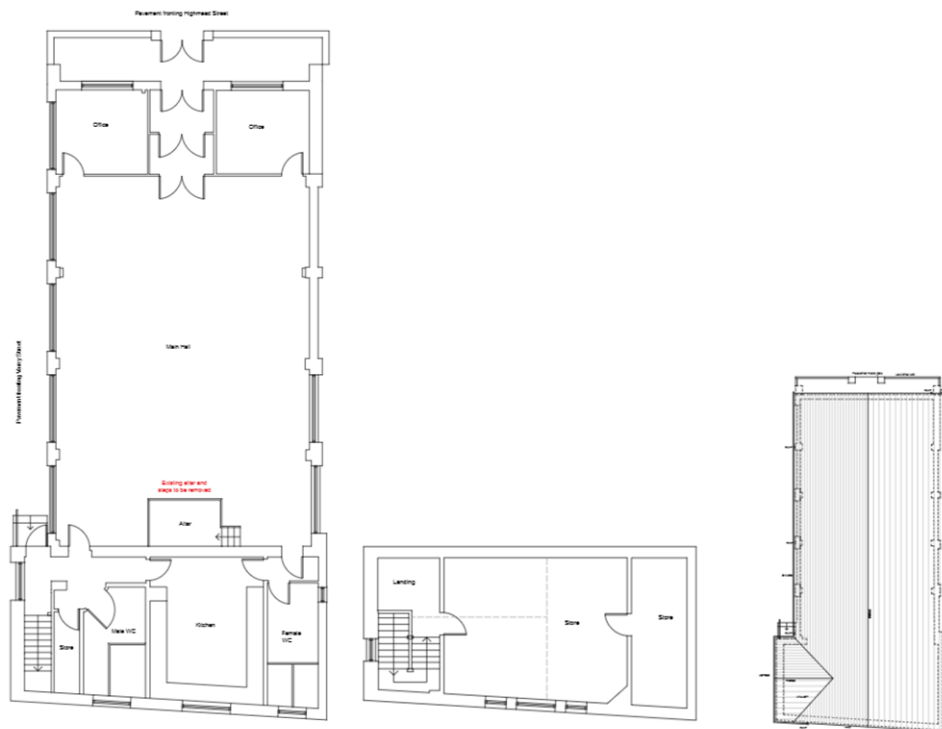


Fig.2 Proposed layout

The proposed development would comprise:

- i. The use of the main hall / worship space as showroom / retail area for the sale of

pre-owned household and other goods with ancillary community café. Undertaken activities would be operated by a charity.

- ii. The offices, WCs, kitchen, store room and entrance arrangements would be maintained as existing at ground floor level. An office and store room would also be retained in the roof space.
- iii. No elevational alterations are proposed.
- iv. Bin storage has been indicated in the forecourt area.

Consultations & Notification Responses

Local residents – No comments have been received.

Highway Services – The following comments have been received:

- i. It is anticipated that the level of trips generated by the development would be comparable to the previous use and additional impacts on the operation of the highway.
- ii. The site is in a sustainable location and accessible via public transport, including bus routes.
- iii. There is no on-site car parking associated with the development. The development has the potential to increase demand for on-street car parking.
- iv. Pedestrian access into the building will be provided via the existing main entrance on Highmead Street. A secondary entrance is provided from Varey Street.
- v. The development should be supported with secure and sheltered cycle parking provision for staff and visitors.
- vi. Refuse bins will be located within the curtilage of the site, which would be acceptable from a Highways perspective. The applicant should confirm collection from Highmead Street.
- vii. It is understood that delivery servicing for the site will take place from Varey Street. Highways requests that refuse servicing and deliveries occurs outside of the AM and PM peak hours.
- viii. Any requirements for licensing, hoarding / scaffolding, and skips etc should be agreed the Council as local planning authority.

Environmental Health – The following comments have been received:

- i. Opening hours should be conditioned as applied for.
- ii. Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 7:30 am to 8.00pm, Monday to Saturday, no deliveries/waste collections on Sundays/Bank Holidays.
- iii. A comprehensive scheme for the storage and collection of waste and recycling should be submitted via a condition.

Issues

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended most recently in December 2024. It represents key up to date national policy and is an important material consideration in determining the current application. The document states that the 'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that 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'. The purpose of the planning system is to achieve sustainable development. The NPPF states that, to achieve this, the following three overarching objectives need to be pursued mutually:

- i. The economic objective – Development should contribute to sustainable development by building a strong, responsive and competitive economy that ensures sufficient and appropriate development and supports growth.

- ii. The social objective - Development should support strong, vibrant and healthy communities. It should foster 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.
- iii. The environmental objective – Development should protect and enhance the 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 (paragraph 8).

The Framework states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision-making (paragraph 12). The following aspects of the Framework are relevant.

Section 8: Promoting healthy and safe communities - States that planning decisions should aim to achieve healthy, inclusive, accessible and safe places, which are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion (paragraph 96). The application property has been historically established and contrasts with the residential context. The continuation of non – residential activity around the site would reflect the existing circumstances (as the nature of retail sales and limit ancillary café facilities would result in limited customer footfall). The development would also secure an active and sustainable use for the building. Section 8 would thereby be positively responded to.

Section 9: Promoting sustainable transport - States that (paragraph 109) in assessing specific applications for development, it should be ensured that:

- i. The potential impact of development on transport networks can be addressed;
- ii. Provide opportunities for walking, cycling and public transport use.

The development would have the potential to generate additional traffic and demand for on-street car parking. The constraints of the application building and site would not facilitate cycle storage. A condition has been included to manage the undertaking of servicing and deliveries. On balance, section 9 would be appropriately accorded with.

Section 12: Achieving well-designed places - States, amongst other things, that planning decisions should ensure that developments:

- Function well and add to the overall quality of the area over the lifetime of the development;
- Are visually attractive as a result of good architecture and layout;
- Are sympathetic to local character;
- Establish or maintain a strong sense of place;
- 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 (paragraph 135)..

The development would maintain the external appearance of the existing building, in terms of the composition of its built form. The indicative signage would be related to the existing signage display. The nature of the use would depart from the residential character of the immediate area. However, consideration has been given to the historically established use of the property and its potential to generate activity. On balance, given the scale of the development, it is considered that section 12 would be appropriately responded to.

Planning Practice Guidance - On 6 March 2014 the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource and is

relevant to key planning issues of significance to applicants and local authorities. In considering this application the following aspects of the PPG have been appropriately responded to:

- i. Consultation and pre-decision matters;
- ii. Health and well-being;
- iii. Noise.

The required local consultation and engagement with the applicant's appointed agent has been undertaken. It is considered that the development would be appropriately related to the above objectives (ii) and (iii) for the reasons set out in the report.

Places for Everyone - The Inspectors' Report on the examination of the Places for Everyone plan was published on 15 February 2024. The Inspectors' Report sets out and justifies their recommendations in relation to the plan, and they have concluded that all legal requirements have been met and that with the recommended main modifications set out in the appendix to their report, the Places for Everyone plan is 'sound'. The nine constituent local authorities will now consider the Inspectors' Report and the adoption of Places for Everyone. The first Council meetings to approve the plan will be Salford and Wigan (28 February). The plan was considered at the Full Council meeting in Manchester on 20 March 2024, and was subsequently approved on 21st March 2024. Given the stage the Plan has reached, the Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given full weight in the planning balance. The following policies are relevant and satisfactorily responded to:

JP-P1 – Sustainable places

JP-P6 – Health

JP-S1 – Sustainable development

Manchester's Local Development Framework: Core Strategy - The Core Strategy Development Plan Document 2012 -2027 ('the Core Strategy') was adopted by the Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.' The following policies are relevant to the proposed development:

Policy SP 1 - Specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development:

- a. Makes a positive contribution to neighbourhoods of choice including the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and well-being of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and to protect and enhance the built and natural environment;
- b. Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- c. Improve access to jobs and services by being located to reduce the need to travel and provide good access to sustainable transport provision.

The development would secure a use for an existing building that would be otherwise be difficult to re-purpose. The opportunity to buy and re-use goods would be economically beneficially to the local economy. Conditions have been put in place to manage to operation of the

development to ensure that it is appropriately related to the residential context. The development would, therefore, be satisfactorily related to policy SP1.

Policy DM1 (Development Management) - States that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. Relevant considerations in this case are:

- o Appropriate siting, layout, scale, form, massing, materials and detail;
- o Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development with due regard to the character of the surrounding area;
- o Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- o Accessibility - In relation to inclusive access and sustainable transport modes;
- o Community safety and crime prevention;
- o Design for health;
- o Refuse storage and collection.

On balance, it is considered that the development would be satisfactorily related to its context. Conditions have been included manage its operation, including appropriate waste management. The included operational conditions would recue harm to residential amenity. The property is capable of incorporating measures to improve the security and reduce the risk of crime. It is understood that level access to the main entrance would be achieved, and the existing WC arrangement provides accessible facilities. Policy DM1 would be appropriately responded to.

Policy EN8 Adaptation to Climate Change - States that all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. In this case, the development would re-use an existing building and given the magnitude of the development would have an impact would have an impact comparable to the existing circumstance. Policy EN8 would be satisfactorily responded to.

Policy EN19 Waste - Requires consideration of the submitted details relating to determine if the applicant has satisfactorily demonstrated how:

- i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
- ii. The sustainable waste management needs of the end user will be met.

Given the scale of the application property, it is considered that waste generated during refurbishment could be managed. The submitted details give confidence that waste and recycling storage and collection arrangements can addressed by condition to secure accordance with policy EN19.

Policy T1 (Sustainable transport) - Relates to the delivery of sustainable, high quality, integrated transport system, which encourages a modal shift away from car travel to public transport, cycling and walking and the adoption of carbon free modes of transport. In this case, Traffic impacts are likely to be limited as it is envisaged that customers are likely to walk to and from the application building and collections and deliveries are likely to be undertaken via Varey Street reducing the impact on Highmead Street. Traffic impacts are likely to localised and limited. As discussed, external cycle storage would not be deliverable due to site constraints.

Unitary Development Plan (UDP) saved policies -The following saved UDP policies are also considered to be relevant:

Policy DC26 (Development and noise)

Policy DC26.1 - Has been related to the proposals contribution to the local noise environment, in relation to the operation of the proposed extension and the additional activity it may generate, including customers and traffic movements and the undertaking of servicing and deliveries. In the context of neighbouring housing, it is not apparent that the nature of the use would cause undue noise disturbance or harm to residential amenity. Any potential impact would be managed through the attached operational conditions. The development would relate appropriately to policy DC26.1.

Positive and proactive engagement with the applicant - An amendment to the DMO, which came into effect on 1st December 2012, requires every decision notice relating to planning permission and reserved matters application to include an explanation as to how the local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems which arise during the determination of the planning application. The proposal is considered to be acceptable based on the submitted and supplementary details.

Principle of the development – It is acknowledged that the development would introduce a Class E use to a residential area. Notwithstanding the residential context of the application site, the established use of the application property has been characterised by activity generated by attendees. There are also Class E uses at the respective junctions of Highmead Street and Chapman Street. Given the nature of the proposed retail use and ancillary café, it is not anticipated that the development would result in significant numbers of customers and visitors. The configuration of the building and the absence of amenity space affects the potential of the property to be used for some form of housing that be more suited to a residential context. In these circumstances consideration needs to be given to the introduction of a new sustainable use with arrangements to secure its appropriate management to avoid harm to the amenity of neighbouring residents. Notwithstanding the above, it is acknowledged that the introduction of new Class E use may impact on residential amenity and may not be appropriate in other contexts. The application, with the applicant's agreement, has been related to a temporary two year condition to ensure that the development can be undertaken without unduly harming residential amenity. The submission of future planning application to facilitate the on-going uses of the site would present the opportunity to review requirements for further operational conditions. The application has been conditioned accordingly.

Residential amenity – The historic use of the site has had periodic activity. The proposed Class E floorspace would be limited and the related footfall would be related to the day-time operation of the site. As activity would take place outside noise sensitive times undue harm is not anticipated to be significant and capable of being managed through the operational conditions.

Opening and serving hours – The applicant has proposed to the following opening hours that would be appropriate in a residential context.

Monday to Friday: 10.00 to 1700

Saturday: 10.00 to 1600

Sunday – Closed.

These hours have been conditioned.

In addition to the detail of the site management strategy, a condition has been included to further safeguard residential amenity. It related the development to the following servicing hours.

Monday to Saturday: 7:30 am to 8:00 pm

No deliveries/waste collections on Sundays / bank holidays.

Waste and recycling management – The development would be supported with 4 x 240 litre bins located in the front forecourt and screened from Highmead Street by a boundary wall. The applicant has another site that would be accessed to manage the disposal of bulky waste and recycling, which would be stored with and identified areas within the building. On balance these arrangements would be appropriate and have been conditioned.

Highways Issues – Given the nature of the use it is anticipated that the majority of customers would walk to the application premises. Deliveries and collection of larger goods would occur periodically and capable of being undertaken from Valey Street thereby reducing disturbance to residents of Highmead Street. The undertaking of servicing would be managed through a conditioned site management strategy. On balance, it is considered that the development would not result in significant traffic generation or demand for car parking in the locality.

Cycle storage – The application site is covered by built form and external cycle storage cannot therefore be provided. There is scope for more informal cycle storage within the building if required.

Inclusive access – The applicant has confirmed that minor alterations are proposed to secure a level threshold to the main entrance to the building. These details are conditioned for implementation as part of the development. The applicant has confirmed that the property has an existing accessible WC, which would be retained and available for use as part of the development. Appropriate arrangement for access and egress (as well as use of the property) would be incorporated into the development.

Flood risk and drainage – The development is in Flood Zone 1. The development would not extend the existing amount of built form. It is not apparent that the development would affect flood risk or lead to requirements for additional drainage.

Conclusion – The development has been related to a temporary planning permission (of two years) to establish that its operation would not unduly affect the amenity of neighbouring residents. The operational arrangements, detailed as part of the planning application, give confidence that the proposed use could be undertaken without undue harm and are related to the development by condition.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

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

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

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. The proposal is considered to be acceptable based on the submitted and supplementary details.

Condition(s) to be attached to decision for approval

1) The permission hereby granted is for a limited period only, expiring on 2 June 2027 and the use comprising the development for which permission is hereby granted should be discontinued.

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 received by the City Council as local planning authority on: 23 December 2024 and 22 May 2025:

Planning application forms

Location plan with a red edge Ref: 241354/P01/P1

Proposed plans and elevation Ref: 241354/03/P4

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 for the City of Manchester.

3) Use within Class E Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) no part of the ground floor of the premises shall be used or sub-divided for any other purpose (including any other purpose in Class E of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2015 (as amended), The Town and Country Planning (Use Classes) (Amendment) (England) Order 2020, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than for the sale of pre-owned goods as detailed in document referenced Operations Statement by TADW Architects dated 26 March 2025 with an ancillary community café and offices (Class E).

Reason - To safeguard the amenities of the occupiers of nearby residential properties pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester,

saved policy DC26 of the Unitary Development Plan and policies JP-S1 and JP-P6 of the Sustainable Development Joint Development Plan Document - Places for Everyone.

4) The development shall be implemented in accordance with the site management arrangements detailed in document referenced: Operations Statement by TADW Architects dated 26 March 2025. The agreed operational arrangements shall be in place upon commencement of the development and throughout the duration of the temporary planning permission hereby granted.

Reason - To safeguard the amenities of the occupiers of nearby residential properties pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester, saved policy DC26 of the Unitary Development Plan and policies JP-S1 and JP-P6 of the Sustainable Development Joint Development Plan Document - Places for Everyone.

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

Monday to Friday (including bank holidays): 10.00 to 17.00

Saturday: 10.00 am to 16.00

Sunday: Closed.

Reason - In interests of residential amenity and to reduce noise and general disturbance pursuant to and policies SP1 and DM1 of the Core Strategy for the City of Manchester, saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies JP-S1 and JP-P6 of the Sustainable Development Joint Development Plan Document - Places for Everyone.

6) Deliveries, servicing and collections, including waste collections relating to the authorised ground floor (Class E) use shall not take place outside the following hours:

Monday to Saturday: 7:30 am to 8:00 pm

No deliveries/waste collections on Sundays/Bank Holidays.

Reason – In interests of residential amenity and to reduce noise and general disturbance pursuant to and policies SP1 and DM1 of the Core Strategy for the City of Manchester, saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies JP-S1 and JP-P6 of the Sustainable Development Joint Development Plan Document - Places for Everyone.

7) Upon occupation of the development, the arrangements for the storage of waste and recycling shall be fully implemented and retained in situ throughout the period of the temporary planning permission hereby granted:

Proposed plans and elevation Ref: 241354/03/P4

Operations Statement by TADW Architects dated 26 March 2025

Email from TADW Architects relating to waste and recycling arrangements dated 20 May 2025

Waste management proforma received 17 January 2025.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation and to secure appropriate arrangements for the storage of bins, pursuant to policies SP1, EN19 and DM1 of the Core Strategy for the City of Manchester, policy DC10 of the Unitary Development Plan and policies JP-P6 and JP-S1 of Sustainable Development Joint Development Plan Document - Places for Everyone.

8) Before the occupation of the development, the provision of a level threshold to the main entrance of the building as detailed in drawings referenced: Proposed plans and elevation Ref: 241354/03/P4 shall be fully implemented and maintained in situ whilst the authorised temporary use is undertaken.

Reason – To ensure the provision of inclusive access arrangements pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester and policies JP-S1 and JP-P6 of the Sustainable Development Joint Development Plan Document - Places for Everyone.

9) Upon commencement of the development, the ancillary community café shall operate in accordance with document referenced Ventilation strategy for proposed café by TADW Architects dated 15 January 2025. The authorised arrangements shall remain in situ whilst the authorised temporary use is undertaken.

Reason - In interests of residential amenity pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester, and policies JP-S1 and JP-P6 of the Sustainable Development Joint Development Plan Document - Places for Everyone.

Informative

1) Guidance for developers can be found via the following link:

http://www.manchester.gov.uk/info/500207/planning_and_regeneration/1962/additional_planning_guidance/3

2) The applicant is required to discuss and agree any requirements for licensing, hoarding / scaffolding, and skips with MCC's Highways Licensing Team via Email to: highwaylicences@manchester.gov.uk

3) The applicant is required to discuss and agree any requirements for temporary pedestrian and traffic management with MCC's Event and Traffic Management Team via Email to highwaynetworkmanagement@manchester.gov.uk

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

36 Highmead Street, Manchester, M18 8PJ
9 Highmead Street, Manchester, M18 8PE
7 Highmead Street, Manchester, M18 8PE
15 Highmead Street, Manchester, M18 8PE
13 Highmead Street, Manchester, M18 8PE
16 Highmead Street, Manchester, M18 8PJ
5 Highmead Street, Manchester, M18 8PE
20 Highmead Street, Manchester, M18 8PJ
18 Highmead Street, Manchester, M18 8PJ
14 Highmead Street, Manchester, M18 8PJ
32 Highmead Street, Manchester, M18 8PJ
3 Highmead Street, Manchester, M18 8PE
17 Highmead Street, Manchester, M18 8PE
34 Highmead Street, Manchester, M18 8PJ

11 Highmead Street, Manchester, M18 8PE
30 Highmead Street, Manchester, M18 8PJ
19 Highmead Street, Manchester, M18 8PE
1 Highmead Street, Manchester, M18 8PE
5 Walnut Street, Manchester, M18 8QA
3 Walnut Street, Manchester, M18 8QA
1 Walnut Street, Manchester, M18 8QA

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: NORTH AREA