

Planning

Growth & Development

Delegated officer report for planning application

Application no. 139313/FO/2024

Date registered valid: 6 August 2024

Proposal: Change of use of part of ground floor to Class E use (offices and clinic) together with elevational alterations and installation of external air conditioning units.

Address: Hollinwood Workshop, Clayton Street, Manchester, M11 4HA

Ward(s): Clayton & Openshaw Ward

Applicant: Mr Andy Hills Change Grow Live

Agent (if any):

Case officer: Ian Jarvis
Tel: 0161 234 4079
Email: ian.jarvis@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 6 September 2024

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit:

Standard consultations:

Printed: 7 August 2024 Expired: 29 August 2024

Neighbour notifications

Printed: 7 August 2024 Expired: 29 August 2024

Site notice

No site notice has been produced Posted: 13 May 2024 Expired: 4 June 2024

Press advert

Published: 13 August 2024 Expired: 3 September 2024
Published: 7 May 2024
Expired: 21 May 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area:

Tree Preservation Order:

This application relates to a single storey detached building, with a high level roof, which sits adjacent to, and within the general grounds of, St. Cross' Church, a grade 2 star listed building. The property is Victorian, constructed in red brick, and it was originally used as a church hall, in connection with the adjacent main church building. It was built with a design that was a reflection of the main church building, but it holds no heritage status.

The relevant planning history, for the building, is as follows:

035829 - Change of use of from church hall to the manufacture of kitchens - Approved 22 February 1990

041456 - Single storey extension to existing workshop - Approved 8 July 1992

048552/FO/NORTH2/95 - Extension at first floor level to form showroom - Approved 19 January 1996

070275/FO/2003/N2 - Single storey extension to front of property - Approved 11 February 2004

104935/FO/2014/N2 - Change of use from kitchen showroom/workshop/office (Sui Generis) to place of worship use (D1) and ancillary accommodation - Refused 23 April 2014

The building is presently partly occupied by an organisation called the Resonance Centre. They are a well-being hub offering services and classes in relation to physical and mental health, although planning permission has never been granted for this organisation. The remaining part of the building consists of a hall and associated unused rooms, and it is proposed to convert this part of the building into a Class E use, including offices and clinical provision.

Specifically, it is proposed that this part of the building would be occupied by an organisation known as 'Change, Grow, Live' (CGL), who provide specialist substance misuse support, to Manchester citizens, to reduce the harm caused by drugs and alcohol. In the East Manchester area gaps in the provision, of this type of service, have been identified due to high numbers of individuals in structured treatment without the same level of service provision, to adequately meet their needs and CGL have responded to this need by identifying this building as a space where they can accommodate the growing team needed to support them.

The proposed use would be incorporated into the existing building floorplan, with the installation of some stud partition dismountable walls. Within the existing building, some rooms are indicated that would be for the sole use of CGL and some other rooms indicated that would be shared with the Resonance Centre, being available to CGL, on Mondays to Fridays from 9am to 5pm, which are the proposed opening hours of CGL, and being available to the Resonance Centre the rest of the time. Overall it is proposed that CGL would occupy 3247 square feet, of the 5478 square feet capacity of the building.

The proposal also includes some elevational alterations to the building, as follows:

- On the northern elevation, there are some former windows, which have been blocked up by the previous occupants, and these will be opened up with new double glazed windows installed with natural wood frames
- On the western elevation it is proposed to replace the existing single glazed metal framed windows with new wooden framed double glazed units. It is also proposed to replace two existing roller shutters, which cover two existing doors.
- On the eastern elevation, two air conditioning dispensers are being installed. These would be positioned at a lower ground level and behind a retaining wall.

The proposal also includes the provision of 6 car parking spaces, including one disabled persons parking space and the provision of 10 cycle parking spaces.

The proposal has been advertised, on site and in the press, as development affecting the setting of a listed building.

Consultations & Notification Responses

Local residents/adjoining occupiers - No comments received.

Highway Services - Made the following initial comments:

This site is considered to be highly accessible by modes other than private car. Sustainable travel to and from the site should be fully endorsed for both staff and visitors to the site.

ACCESS

The existing access arrangement for vehicles from Clayton Street is to remain unchanged, this is acceptable to Highways. Pedestrian access from both Clayton Street and Ashton New Road is acceptable.

CAR PARKING:

Clarification is sought to confirm the total number of car park spaces that will be available, and how the spaces will be allocated.

Standard parking bay dimensions should be a minimum of 2.4m x 4.8m and disabled parking bay dimensions a minimum of 3.6m x 6.0m. This should also include a 6-metre aisle width to allow vehicles to safely manoeuvre within the car park. It is also recommended that the parking bays are formally demarcated.

In regard to the car parking spaces it is requested that the applicant demonstrates, with a suitable swept path, that vehicles can access/egress these spaces suitably.

It is noted that two car park spaces will have Electric Vehicle charging points which is acceptable.

CYCLE PARKING

Ten secure cycle parking spaces will be available on-site which is acceptable.

BOUNDARY TREATMENTS

There are no boundary treatments noted in the submitted information. For the avoidance of doubt, all external entrance doors (with the exception of fire doors) should be inwardly opening in order to prevent obstruction on the adjacent footway.

REFUSE AND SERVICING:

It would be useful to understand refuse and servicing arrangements in more detail, to ensure there is no obstruction on the highway. Further clarification is sought regarding:

- o Refuse storage arrangements;
- o Refuse arrangements for transportation and collection;
- o Swept path analysis is required for the largest expected service/delivery vehicle;
- o Frequency of refuse collection;
- o Frequency of deliveries;
- o Loading location of all servicing vehicles.

CONSTRUCTION MANAGEMENT:

A Construction and demolition Management Plan should be provided by the applicant prior to any construction works beginning.

The applicant has provided a revised parking layout, and swept path analysis, to address these points, which is considered to be acceptable to Highway Services.

Strategic Area and Citywide Support Manager - Recommends that conditions are attached, to any permission, relating to refuse, acoustic insulation of external equipment, servicing hours and approval of operating hours, as applied for.

Issues

National Planning Policy Framework (December 2023) - Sets out the Government's Planning Policies for England and how these should be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that achieving sustainable development means that the planning system has 3 overarching objectives:

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;

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

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

It states that 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 visibly 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.

Section 12 'Achieving Well Designed Places' states that 'the creation of high quality, beautiful and sustainable 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. paragraph 126).

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City 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.

Policy SP1 identifies the City Council's Core Development Principles and states that 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

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy EN1 relates to design principles and strategic character areas and states that all development in Manchester will be expected to follow the seven principles of urban design listed below:

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice

Policy EN19 relates to waste and states that the Council will require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

Policy T2 states that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses).

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy DM 1 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:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and 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.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Saved policy E3.3 relates to sites along radial routes, which includes Hyde Road, and seeks to ensure that all new development, along these routes, is of the highest quality.

Principle - It is indicated that the proposed use would be complimentary to an existing use in the remaining part of the building (the Resonance Centre). As well as being a well-being hub, the centre has also become the home of a variety of community groups. However, whilst it appears that the Resonance Centre has occupied the building, for a number of years, and become somewhat of a focal point, for the community, that use is unauthorised.

It is the case though that this application can be assessed on its own merits, notwithstanding that part of the building has an unauthorised use. The Resonance Centre have made an application for a Certificate of Lawful Development, but this was not able to be progressed, due to a lack of information. The planning status, of their part of the building can, however be dealt with independently of the part of the building that is subject of this application.

Assessing the proposed CGL use, it is nevertheless considered that a community based use, offering support to vulnerable residents, would represent an appropriate use of this former church hall building.

Access and parking - A key issue, when assessing uses of this nature, relates to ensuring sufficient parking is available to meet the needs of the development. The fact that car parking is, in effect, shared with an unauthorised use, is a factor, in this assessment, as is the site's location, on a good public transport network, including Metrolink routes, and the provision of 10 cycle spaces. Taking all this into account, the provision of 6 car parking spaces is considered to be acceptable for this location. Some alterations, to the layout of these spaces, was required and the proposed car parking layout, now submitted, is considered to be acceptable to Highway Services. Given that this is a very sustainable location, and the use is primarily aimed at serving the local community, it is therefore considered that the site can easily accommodate the proposed development.

Vehicular access arrangements are unchanged from existing, and this is acceptable to Highway Services.

External appearance/relationship with listed building - Although this building is not listed, and is not now used in relation to the listed church building, its design/appearance is such that there remains a strong visual relationship, between the two buildings. The works proposed are considered to be of a fairly minor nature.

The windows, to be unblocked, are on the rear elevation, so are not prominently located, but it is considered that, this would, in any event, represent an improvement, to this elevation. The windows indicated, on the submitted drawings, are of a style that compliments the existing building. However the drawing includes a 'note' which states that the exact design and size, of the new windows, would be determined when the brickwork is removed and the existing apertures are fully exposed. A condition is therefore proposed requiring further approval of any changes to the size/design currently indicated.

The western elevation is more prominently located, but these are merely like-for-like window replacements with wooden framed windows replacing metal framed ones, which is considered to be a positive change. The proposed air condenser units would be located at a lower ground level, and behind a containing wall, so these would not be visible from outside the site. Also, on

the western elevation, it is indicated that 2 existing roller shutters, covering 2 doors are to be replaced. A condition requiring approval, of such replacement shutters, is therefore required.

Generally, it is considered that the proposed external works have positive elements that are mostly replacement or new windows of a style that compliments the existing building, and it is not considered that there are any detrimental impacts, on the appearance of this building. The overall design/style, of the building is not impacted and it is considered that its visual relationship, with the adjoining listed building, would be unharmed, and the property would still be viewed as having once 'belonged' to the main church building.

Operating hours/residential amenity -The site lies in an area of mixed uses including retail and commercial activities, and the proposed operating hours are in line with those operations. Also, whilst there are residential properties in the general area, these do not directly adjoin the site with the nearest properties being over 100 metres away. It is therefore considered to be unlikely that the proposed use would have an adverse impact upon surrounding residents and no conditions are recommended by Environmental Health, in relation to the acoustic insulation of the building, although a condition is recommended in relation to the proposed air condenser units

Construction Management/Air quality - Although Highway Services have recommended a construction management condition, no major construction works are involved, with no extensions and external works generally relating to the installation of new and replacement windows. A construction management condition is not therefore felt to be necessary, in this case, and no other conditions, relating to air quality, have been suggested by Highways Services or Environmental Health.

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 / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. In particular negotiations were held to ensure that sufficient parking was provided to meet the needs of the development and in relation to clarification of the relationship with the other use on the site. Also, pre-commencement conditions have been agreed by the applicant.

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:

Drawing titled '02 - Proposed' dated 20 December 2023 and the Design and Access Statement (ref: PP-12812290), stamped as received by the City Council, as Local Planning Authority, on 20 February 2024.

Drawing titled '06 - Aircon HVAC' dated 20 December 2023

Drawing titled '10 - East Elevation Aircon', dated 27 December 2023

Drawing titled '10 - North Elevation Windows', dated 18 April 2024

Drawing titled '10 - West Elevation Windows', dated 18 April 2024

All stamped as received by the City Council, as Local Planning Authority, on 18 April 2024.

SPA Drawings, stamped as received by the City Council, as Local Planning Authority, on 26 June 2024.

Drawing titled '23 - Domains', dated 28 June 2024 and stamped as received by the City Council, as Local Planning Authority, on 1 July 2024.

Drawing titled 'Parking bay 6 removed', dated 23 July 2024 and stamped as received by the City Council, as Local Planning Authority, on 23 July 2024.

Drawing titled 'Site plan boundary' dated 6 August 2024 and stamped as received by the City Council, as Local Planning Authority, on 6 August 2024.

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

3) The development shall not be operational outside the hours of:

9.00 a.m. to 5.00 p.m. - Mondays to Fridays.

Reason -To safeguard the amenities of the occupiers of nearby residential accommodation once the development is operational, pursuant to policies SP1 and DM1 of the Manchester Core Strategy and saved policy DC26 of the Unitary Development Plan for the City of Manchester.

4) Deliveries, servicing and / or waste collections shall be undertaken outside the hours of:
Monday to Saturday - 7.30 am to 8.00 pm;
Sunday and Bank Holidays - No deliveries, servicing and / or waste collections

Reason - In order to protect the amenity of local residents and in accordance with policies SP1 and DM1 of the Core Strategy for the City of Manchester and saved policy DC26 of the Unitary Development Plan

5) Before the use commences a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of amenity and public health, pursuant to policies DM1, EN19 and SP1 of the Manchester Core Strategy

6) a) The externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policies SP1 and DM1, of the Manchester Core Strategy and saved policy DC26 of the Unitary Development Plan for the City of Manchester.

7) The car parking spaces indicated on the approved plans shall be surfaced and made available for use prior to the first use of the building. The car parking spaces shall then be available at all times whilst the site is occupied.

Reason - To ensure that there is adequate parking for the development proposed when the building is occupied, pursuant to policies DM1 and T2.6 of the Manchester Core Strategy.

8) Notwithstanding the details indicated on the approved drawings, should any proposed new/replacement windows or doors differ in size and/or design, to that indicated on the approved drawings, revised details shall be submitted to and approved in writing by the City Council as Local Planning Authority before they are installed. The development shall then only be constructed in accordance with these approved details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy and saved policy E3.3 of the Manchester Core Strategy

9) Notwithstanding the details indicated on the approved drawings, details of any new/replacement roller shutters shall be submitted to and approved in writing by the City Council as Local Planning Authority before they are installed. The development shall then only be constructed in accordance with these approved details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy and saved policy E3.3 of the Manchester Core Strategy

10) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order revoking and re-enacting that Order with or without modification) no part of the development shall be used for any purpose other than the purpose(s) of parts (e) and/or (g) of Class E of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended) (or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity do not commence without prior agreement, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

Informatives

1) Any requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements, including Section 50, will need discussion and agreement with the council's Highway Network Management teams via Email -highwaylicences@manchester.gov.uk
highwaynetworkmanagement@manchester.gov.uk

Sustainable travel to and from the site should be fully endorsed for both staff and visitors to the site.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Environmental Health
Highway Services

Music Stuff Education, Hollinwood Workshop, Clayton Street, Manchester, M11 4HA
St Cross Church, 611 Ashton New Road, Manchester, M11 4RX

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 - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH AREA