

Planning

Growth & Development

Delegated officer report for planning application

Application no. 145045/P3GPA/2026

Date registered valid: 28 January 2026

Proposal: Prior Approval to convert storage area to form 1no. self-contained one-bedroom apartment (Use Class C3).

Address: 189 Great Western Street, Manchester, M14 4LN

Ward(s): Moss Side Ward

Applicant: Mr Mohamed Muse, Muse Architects

Agent (if any):

Case officer: Ellie Knowles
Tel: 0161 219 6633
Email: ellie.knowles@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: **25 March 2026**

Application details

Type of application: Prior Approval - Class E to mix inc C3

Development type: Notifications

Date of site visit: 9 February 2026

Standard consultations:

Printed: 30 January 2026 Expired: 20 February 2026

Neighbour notifications

Printed: 30 January 2026 Expired: 20 February 2026

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/area

This application relates to a two storey end terraced Class E unit in a row of 9 units, with the other units comprising residential dwellinghouses. The unit in question is situated on the end of this row.

There is a previous planning permission for the site including:

- 090577/FO/2009/S1 – Erection of single storey side extension. Approved 08.10.2009.

The ground floor premises appear to be in current use as an accountancy office (Use Class E).

The submitted application form states the property operated a single residential apartment at first floor.

The application site is located on the junction of Great Western Street and Monton Street, in Moss Side Ward of Manchester.

The site is located predominantly within Flood Zone 1, adjacent to Flood Zone 2 areas.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of development

The proposal seeks prior approval for the partial conversion of a ground floor Office (Class E) to 1 no, 1 bedroom apartment (Class C3) – 38.5sqm gross internal floor area.

The application for the change of use has been applied for under Schedule 2, Part 3, Class G of the Town and Country Planning (General Permitted Development) Order 2015.

Consultations & Notification Responses

Publicity - Neighbour notification letters were sent to surrounding properties. At the time of writing this report, no representations have been received because of this publicity.

Highway Services – The following comments have been received:

- The proposed development is to provide zero on-site car parking.
- Plans show a pedestrian entrance on the Monton Street elevation. 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.
- It would be useful to understand the refuse arrangements in more detail, to ensure there is no obstruction on the highway. Waste bins should be stored within the curtilage of the property and serviced in-line with surrounding operations, this should be clarified for both the office and the apartment.

Environmental Health – Requested that if the application were to be approved, that conditions be added to confirm waste management arrangements, measures to demonstrate appropriate noise attenuation.

Flood Risk Management – This is an increase in the flood risk vulnerability classification (from less vulnerable to more vulnerable) and the site is surrounded by Flood Zone 2, with a small area appearing to be within Flood Zone 2.

As the proposal creates sleeping accommodation at ground floor level. All of these factors would require a Flood Risk Assessment to support the application (including modelled flood level on site, FFL information and property flood resilience measures if required).

Policy

The following policy and guidance are considered relevant to the consideration of this application:

Town and Country Planning (General Permitted Development) Order 2015

Schedule 2, Part 3, Class G of the Town and Country Planning (General Permitted Development) Order 2015, as amended, allows for prior approval applications to be made for development consisting of a change of use of a building from Class E to a mixed use for any purpose within Class E and as up to 2 flats;

Before beginning development, the developer must apply to the local planning authority for a determination as to whether the prior approval of the authority will be required as to—

- (i) contamination risks in relation to the building;
- (ii) flooding risks in relation to the building;
- (iii) impacts of noise from commercial premises on the intended occupiers of the development;
- (iv) the provision of adequate natural light in all habitable rooms of the dwellinghouses;
- (v) arrangements required for the storage and management of domestic waste.

Places for Everyone (2022-2039)

Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

The PfE Plan and its policies are now a material planning consideration in the determination of planning applications. The PfE Plan and its policies must therefore be given full weight in the planning balance.

Manchester Core Strategy Development Plan Document (2012-2027) - The Core Strategy was adopted on the 11 July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan. Parts of the policies have been superseded by the Places for Everyone 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 **Places for Everyone** policies for this application are as follows:

JP-S1 – Sustainable Development
JP-H3 – Type, Size and Design of New Housing
JP-H4 – Density of New Housing
JP-P1 – Sustainable Places

The Adopted Core Strategy for the City of Manchester (2012)

Adopted on 11th July 2012 and the Key Development Plan Document in the Local Development Framework. It states that all new developments should follow the 'Development Principles' and accord with the design guidance set out in the Supplementary Planning Documents.

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

DM 1 – Development Management
SP 1 – Spatial Principles (partially superseded by PfE)
H 1 – Overall Housing Provision (partially superseded by PfE)
H 5 – Central Manchester
T 1 – Sustainable Transport (partially superseded by PfE)
EN 14 – Flood Risk (partially superseded by PfE)
EN 18 – Contaminated Land and Ground Stability
EN 19 – Waste

The Unitary Development Plan (UDP) for the City of Manchester (1995)

The Unitary Development Plan was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced; however, a number of policies were saved on 11 July 2012 and remain extant.

The relevant saved **UDP** policies for this application are:

DC26 – Development and Noise

A relevant material consideration is also:

- Manchester Residential Quality Guidance March 2017 (Manchester's Emerging Space Standards)

The National Planning Policy Framework (December 2024)

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. The Local Planning Authority consider the following sections relevant to this proposal.

- Section 2 – Achieving sustainable development
- Section 4 – Decision-making
- Section 8 – Promoting healthy and safe communities
- Section 12 – Achieving well-designed places

The Draft National Planning Policy Framework (December 2025)

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. A draft revised NPPF was published for consultation on 16 December 2025. The consultation period runs for 12 weeks and will close on 10 March 2026.

The draft NPPF proposes significant changes to the structure and content of national policy. These include a move to Local Plan-style policy sections, a clearer distinction between plan-making and decision-making policies, and the reintroduction of strategic planning through Spatial Development Strategies. Other notable changes include an expanded presumption in favour of sustainable development, policies promoting higher densities around transport hubs, and support for small and medium-scale housing schemes through a new "medium development" category. The draft also integrates National Development Management Policies, strengthens climate change and biodiversity policies, and introduces measures to encourage clean energy and critical minerals development.

Once adopted, the revised NPPF will replace the current framework and form a key part of national planning policy. At this stage, as the document is subject to consultation and has not yet been finalised, while still a material consideration, it can only be afforded limited weight in the determination of planning applications. In this instance, the relevant sections is outlined below:

Policy DP3 (Key principles for well-designed places) – This policy states that in order for development proposals to respond to their context and create well-designed places development proposals should consider context, liveability, climate, nature, movement, built form, public space and identity.

Issues

Principle of development – The submitted prior approval application relates to the formation of a mix of Class E and Class C3 uses permitted by Schedule 2, Part 3, Class G of the GDPO. The development would involve the formation of one, one-bedroom flat. The proposed access to the apartment would be reliant on elevational extensions and alterations requiring planning permission (see figures 3 & 4). The application has not been appropriately supported with satisfactory arrangements for flood risk, waste and recycling management or provision of adequate natural light to habitable rooms. The criteria for prior approval would therefore not be met.

Flood Risk – The application site lies within Flood Zones 1 and 2, which is land defined by the planning practice guidance as having a low-medium probabilities of flooding. The proposal would create sleeping accommodation at ground floor level, which is considered a vulnerable room/use.

The National Planning Policy Framework (paragraph 181, footnote 63) states that a Flood Risk Assessment (FRA) must be submitted when development is proposed in such locations (Flood Zone 2).

No flood risk assessment has been submitted in support of this application. An FRA is vital to making informed planning decisions, especially for a site located in Flood Zone 2. In its absence, the flood risks posed by the development are unknown.

MCC's Flood Risk Management Team stated that the lack of a Flood Risk Assessment on this site partially located within and adjacent to Flood Zone 2 with sleeping accommodation at ground floor level is sufficient reason for refusing permission.

Due to the lack of a Flood Risk Assessment, the proposal does not satisfy the provisions of Schedule 2 Part 3 Class G (ii) of the Town and Country Planning (General Permitted Development) Order 2015, as well as the provision of policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012), and the NPPF, particularly paragraph 181 and footnote 63, and is therefore refused on Flood Risk grounds.

Residential amenity – The Residential Quality Guidance states that maximising natural daylight is important, with emphasis that there should be larger windows, particularly to living areas, with an aspect of the sky and direct views of external spaces such as gardens, courtyards, streets, parks and open spaces. The quality of daylight is also important. Where possible, there should be direct sunlight into living spaces.

The proposed ground floor apartment would be served by a single window (with external roller shutter affixed) fronting Monton Street and the pavement - see figures 4 & 6. An internal glazed element within a partition wall is proposed to enable natural light to travel to the proposed bedroom. However, this proposed layout and fenestration arrangement is considered to pose impacts upon the privacy of future occupants. Any attempt to maintain privacy within the apartment from this singular external window (from the outside) would impact the provision of natural light in the dwellinghouse.

It is therefore not considered that the provision of adequate natural light in all habitable rooms of the dwellinghouse has been demonstrated.

On this basis, the standard of accommodation is not considered satisfactory in accordance with Schedule 2 Part 3 Class G (iv) of the Town and Country Planning (General Permitted Development) Order 2015.

External alterations & extensions – The application forms indicate that the development would not involve any external alterations. It is acknowledged that at the time of the site visit that the 'proposed entranceway' featured a later addition of additional boundary treatment (brick walling), timber cladding and glazed roof. Whereas the internet image shows below shows the same area as a former external courtyard area with brick boundary wall in November 2022, which is consistent with the scheme approved under app ref: 090577/FO/2009/S1.

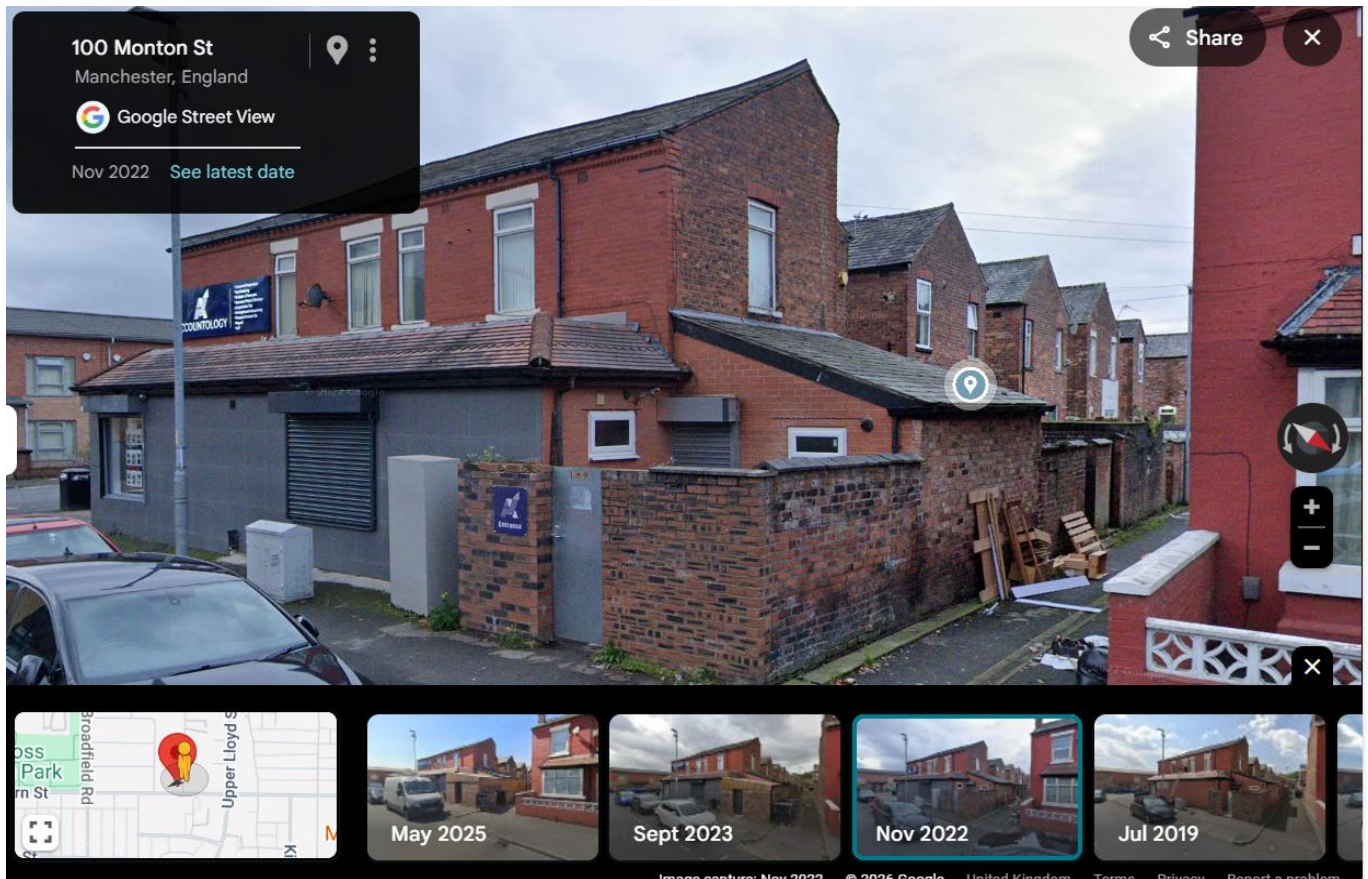


Fig.3 – Application site in November 2022

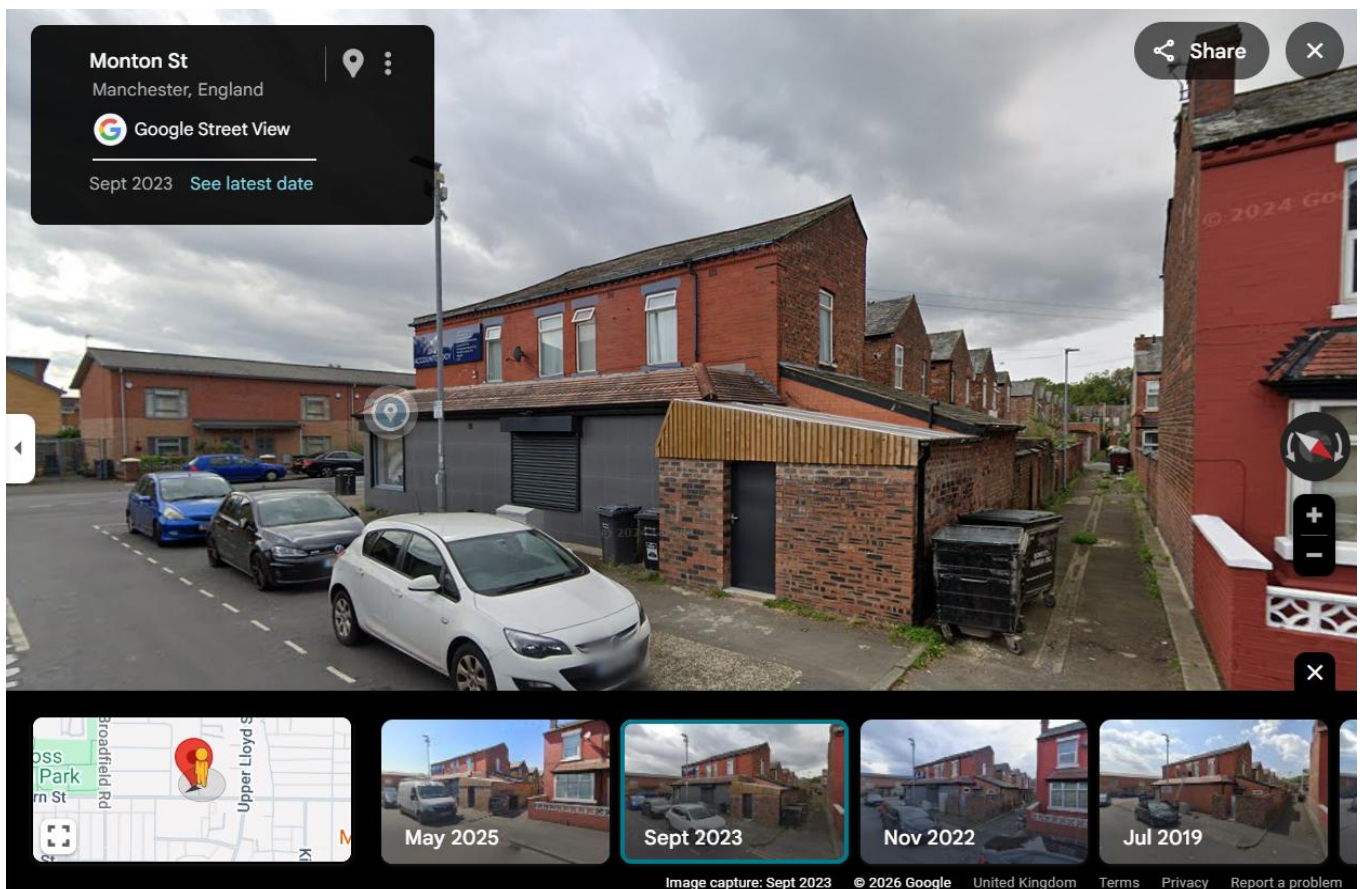


Fig.4 – Application site in September 2023

Whilst there is no evidence to confirm when works were undertaken to this area, there is no history of planning permission being granted to allow extensions or alterations to facilitate the

formation of an enclosed entryway with additional walling and roofing. As these works do not benefit from the required planning permission they cannot be relied upon to meet the requirements for prior approval. Instead, the related elevational extensions and alterations should be considered as part of an application for planning permission or a certificate of existing lawful development if the alterations to the property took place and were substantially completed before 25 April 2024.

Furthermore, the submitted plans show inconsistencies regarding the provision of a new undisclosed area/space to the rear of the application site. The Existing Ground Floor Plan illustrates that the application site comprised built development up to the rear curtilage boundary of the application site, as shown by a single storey extension used as a kitchen, sited adjacent to an external courtyard abutting Monton Street (former bin storage area) – See Figure 5. Whereas the Proposed Ground Floor Plan illustrates this 'former kitchen area' as blank space with new door leading into it from the proposed residential apartment – See Figure 6. As such, the submitted plans do not make it clear whether demolition or retention of this single storey extension is proposed to facilitate the proposal. Any demolition would not fall within the remit of a Prior Approval notification application.

Given the consolidation of an enclosed entryway through the addition of new walling, access door and roofing, as shown in figure 4, the provision of waste storage now falls outside the land under the applicant's ownership, as shown by x2 Euro bins sited in the rear alleyway. This current arrangement poses concerns that waste storage can no longer be accommodated within the confines of the application site, due to overdevelopment.

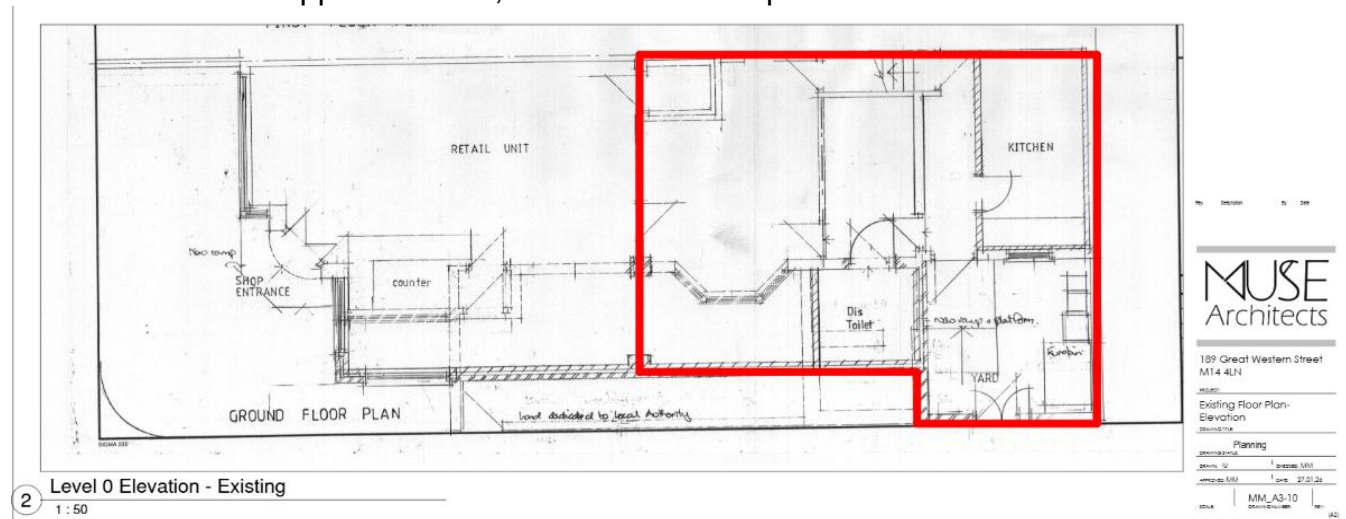


Fig.5 – Shows the Existing Ground Floor Plan

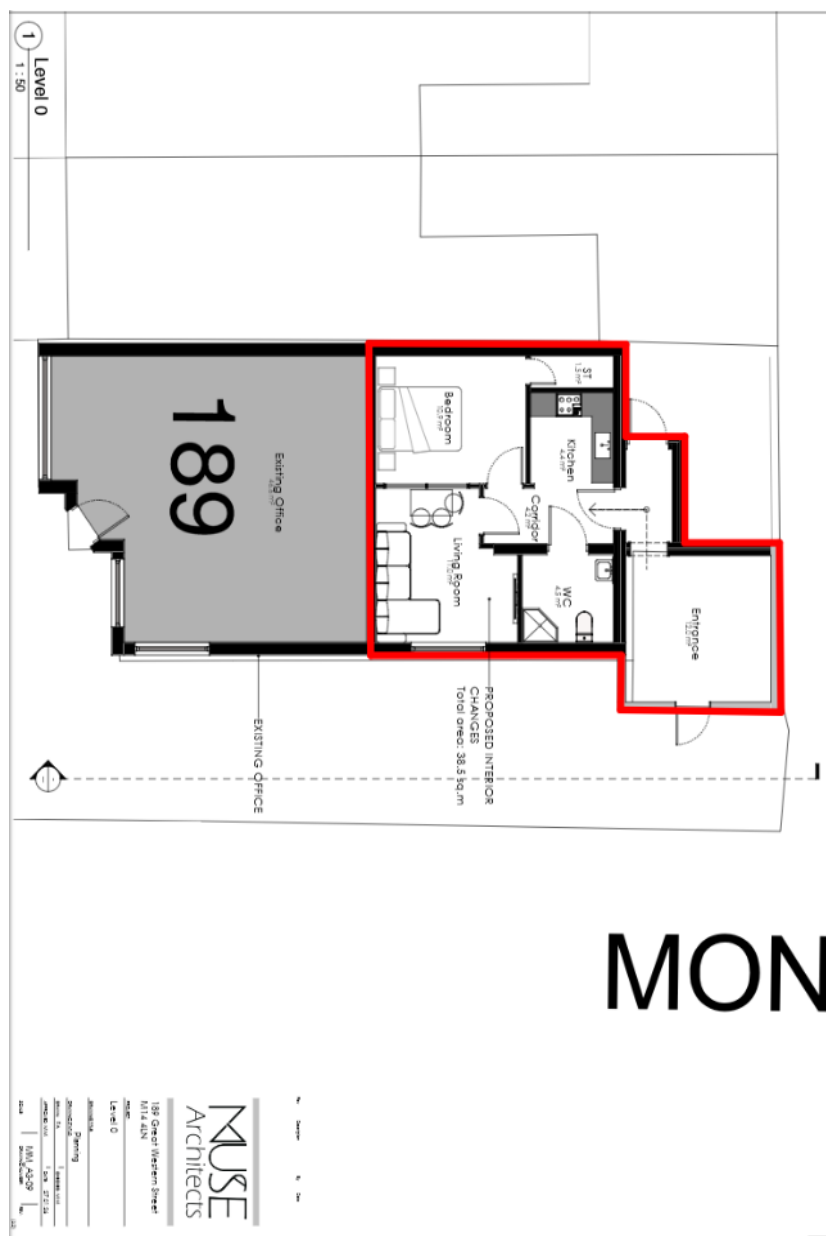


Fig.6– Shows the Proposed Ground Floor Plan (with new undisclosed area created at the rear – former office kitchen)

Waste & Recycling Management – The application submission has not demonstrated where proposed waste and recycling storage would be situated within the application site. The submission also fails to demonstrate that the required number of bins with appropriate capacities (for both commercial and residential uses) can be accommodated within the application site. The requirements for prior approval would not, therefore, be met.

Noise – The applicant has not provided specification of acoustic attenuation to prevent noise outbreak from the existing ground floor commercial use and residential use above. Instead, the applicant has indicated that noise insulation would be provided by “*Existing wall and floor separation will be retained; any service penetrations will be properly sealed and insulated; internal finishes will be maintained to limit noise transfer.*”

The Environmental Health Officer has recommended that the development is related to a noise attenuation scheme that the addresses the impact of potential noise transfer from the ground floor Class E unit to the residential unit proposed to the rear of the site. It should also respond to the impact of other external noise sources. The related assessment should also include details

of the noise attenuation of any externally mounted equipment required in connection the operation of the ground floor use.

It is not considered that the prior approval criteria relating to the attainment of appropriate noise attenuation from the ground floor commercial use to reduce impacts on intended [residential] occupants has been met.

Contamination risks – None identified.

Conclusion – The development would fail to accord with the prior approval criteria relating to e Class G, Part 3 of Schedule 2 due to its:

- i. Failure to demonstrate that the proposed ground floor apartment will be safe during a flood event, in the absence of a Flood Risk Assessment.
- ii. Reliance of elevational alterations and extensions that have not been authorised by a planning permission or regularised through a certificate of existing lawful development.
- iii. Failure to demonstrate the provision of a suitable standard of living accommodation, due to the provision of a single window to serve the entire dwellinghouse, therefore demonstrating inadequate natural light provision in all habitable rooms.
- iv. It has not been demonstrated that the provision of appropriate waste and recycling arrangements would be achieved, including satisfactory bin storage within the site for all the uses to be undertaken within the site.
- v. It has not been demonstrated that appropriate noise attenuation for the proposed apartment from the ground floor Class E use, residential unit above and from other external nearby noise sources.

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: Refuse

Article 35 Declaration

N/A

Reasons for recommendation to refuse

1) The submitted application seeks prior approval for a change of use that is not permitted under The Town and Country Planning (General Permitted Development etc.) (England) (Amendment) Order 2021 Part 3 of Schedule 2 Class G – commercial, business and service or betting office or pay day loan shop to mixed use including up to two flats (Class C3). In this case, the development would fail to accord with the prior approval criteria relating to Class G, Part 3 of Schedule 2 as:

- i. Failure to demonstrate that the proposed ground floor apartment will be safe during a flood event, in the absence of a Flood Risk Assessment.
- ii. Reliance of elevational alterations and extensions that have not been authorised by a planning permission or regularised through a certificate of existing lawful development.
- iii. Failure to demonstrate the provision of a suitable standard of living accommodation, due to the provision of a single window to serve the entire dwellinghouse, therefore demonstrating inadequate natural light provision in all habitable rooms.
- iv. It has not been demonstrated that the provision of appropriate waste and recycling arrangements would be achieved, including satisfactory bin storage within the site for all the uses to be undertaken within the site.
- v. It has not been demonstrated that appropriate noise attenuation for the proposed apartment from the ground floor Class E use, residential unit above and from other external nearby noise sources.

Prior approval is therefore refused as the proposed change of use has not been related to the appropriate assessment criteria as set out in The Town and Country Planning (General Permitted Development etc.) (England) (Amendment) Order 2021 Part 3 of Schedule 2 Class G – commercial, business and service or betting office or pay day loan shop to mixed use including up to two flats (Class C3) and Procedure for application for prior approval under Part 3, Paragraph W (9). The proposed residential change of use would also be harmful to the amenity of future residents and thereby contrary to policies SP1, EN14, EN19 and DM1 of the Core Strategy for the City of Manchester and saved policy DC26 of the Unitary Development Plan and policy JP-P6 of Places for Everyone Joint Development Plan Document.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

100 Monton Street, Manchester, M14 4LT
228 Great Western Street, Manchester, M14 4LH
226 Great Western Street, Manchester, M14 4LH
187 Great Western Street, Manchester, M14 4LN

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Flood Zones Type 2 (low to medium risk) -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: SOUTH AREA