

Planning

Delegated Officer Report

Summary of application details

Application reference: 145561/FO/2026
Application type: Full planning permission
Proposal: Change of use of the property from former retail/mixed-use to a Place of Worship and Community Centre (Use Class F1)
Site address: 37 - 39 Upper Lloyd Street Manchester M14 4HY
Ward(s): Moss Side
Date application valid: 30 March 2026
Applicant name: Mr Mohamed Hamza
Agent (if any): Mr A Patel
Case officer: Robert Griffin
Recommendation: Approve
Date of recommendation: 12 June 2026

Description of site, building and/or area

The application property comprises a building with two bay window features and central entrance door to the front, and at the time of the site visit the bay windows were covered and infilled. The building is two storeys in height and is set back from the road frontage separated by an area of hardstanding. The building appears to have a stone frontage which has been painted whilst the side gable walls are of typical red brick finishes. The building has historically been used as a public house and more recently for a retail business prior to its current use as a place of worship and community facility, internal spaces are divided into a prayer hall, kitchen area, office and WC facilities.

It is understood that following recent City Council Planning Enforcement engagement (reference ENF/15780/24) the front area of hard standing had been cleared of a single storey timber building and high level timber fencing that had been installed along the front boundary with the road without planning consent. Whilst some materials remained at the time of the site visit these structures and fences had been removed. This application has also been submitted to regularise the use of the building and site which is understood to have been taking place since 2018.



View of the application site and building

Surrounding uses are predominantly residential in nature within traditional Victorian terraced properties and also more modern infill residential developments. The residential properties to the north sit with a common building line to the application property whilst those to the south sit forward closer to the Upper Lloyd Street frontage.

The grade II listed Greenheys Centre is located on the opposite side of Upper Lloyd Street to the south-west whilst the grade II Whitworth Mansions building is located further to the north and east along Upper Lloyd Street.

Description of development

The proposals seek to regularise the use of the site for an F1 use (Place of Worship and Community Centre) which is the use that is indicated as having taken place at the site since 2018.

The proposals do not propose any external alterations to the building or site (it is noted within the submitted information that unauthorised structures are to be removed which was observed as predominantly having taken place at the time of the case officers site visit⁰). Internally, it is understood that the building layout remains unchanged, offering flexible rooms for prayer, education, family mediation, youth engagement and community support.

Planning History

Planning approval reference 041323 was granted in 1992 for the change of use of the site from a public house to a church, with conditions.

Relevant planning history

145561/FO/2026

Change of use of the property from former retail/mixed-use to a Place of Worship and Community Centre (Use Class F1)

Valid: 2026-03-30, Decision: Approve, Date: 2026-06-15, Type: Full planning permission

Consultation, notification and publicity responses

Consultations

The application was subject to notification with nearby residents and businesses by way of letter. 128 responses were received in response to this notification with all respondents making comments in support of the proposals which they saw as an important facility for the community.

Ward Councillors Mumtaz and Mahamed - Write as the elected Councillors for Moss Side to express our strong support for the change of use application submitted by Markaz Ibraheem, located at 37–39 Upper

Lloyd Street, Moss Side, Manchester. As ward councillors, we have a responsibility to listen to our residents, understand the needs of our communities, and support the institutions that help hold our neighbourhood together. Moss Side is a proud, diverse and vibrant community, and it is vital that local planning decisions recognise the importance of spaces that promote belonging, stability, inclusion and social cohesion. Markaz Ibraheem has operated as a mosque for a number of years and has established itself as a respected and trusted part of the local community. It is clear to us that the centre provides far more than religious provision. It offers a place of support, guidance, reassurance and connection for residents across different generations, including families, young people, older people and those who may be vulnerable or isolated. At a time when communities continue to face pressures linked to poverty, inequality, social isolation and wider public safety concerns, trusted grassroots institutions play an essential role. Markaz Ibraheem contributes positively to community resilience, local identity and civic participation. It helps residents feel seen, supported and rooted in their neighbourhood. We believe that Moss Side benefits when community-led organisations are supported to grow responsibly and continue serving local people. The presence of Markaz Ibraheem strengthens the social fabric of the area and reflects the values we want to see protected in our ward: respect, compassion, inclusion, neighbourliness and collective responsibility. For these reasons, we are pleased to support this application and to acknowledge the valuable role Markaz Ibraheem continues to play in Moss Side. We hope the Planning Team will give full and proper consideration to the positive community contribution of this centre and the strong local value it brings.

MCC Environmental Health - Made a number of recommendations relating to appropriate conditions to attach to any approval covering, hours of use as per those applied for, delivery and servicing hour restrictions, acoustic insulation requirements if music (instruments and/or amplified noise) is to be played either internally or externally to the building, external plant and equipment acoustic insulation scheme, and a waste management scheme.

MCC Flood Risk Management Team - Recommend an informative that the applicant should incorporate property flood resilience measures (PFR). These should protect the property to a minimum of 150mm above the design flood level.

MCC Highway Services - Note that the site is accessible by sustainable modes of transport with regular bus services on Upper Lloyd Street and Moss Lane East within walking distance of the site. The applicant has provided details relating to the management of car parking arising from the use together with measures to manage vehicle queuing and dispersal, there are concerns around parking demands and pressures on parking on surrounding residential streets. A parking management strategy condition should be attached to any approval.

Any works to the adopted highway would need to be undertaken through a section

Have requested further information relating to maximum congregation capacity and frequency of Friday prayers ; acknowledge that the applicant indicates the majority of attendees walk to the site from the immediate neighbourhood, recommend a travel survey be undertaken to establish mode share of visitors and attendees.

Notifications and publicity

Nearby neighbours were notified of the proposals by way of neighbour letters, 134 responses were received and these set out a number of reasons that supported the proposals and the benefits that are derived by the community from the use of this building.

Local Councillors - Esha Mumtaz, Mahdi Mahamed - Expressed strong support for the application. They note that the Mosque has operated for a number of years

Negotiations

The applicant was requested to confirm the address and extent of the application site which appeared to include a separate property to the rear. As a result the address was amended to ensure it accurately reflected the application site edge red.

Relevant policies

Policy Context

The following local and national policies and documents are considered relevant in the determination of the application proposals.

National Planning Policy Framework (NPPF) (December 2024)

This Framework sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 10 states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted. The Framework has been related to the proposed development, with particular emphasis given to the following:

- i) Chapter 2: Achieving sustainable development - It is considered that the development would accord with the objectives of chapter 2 due to the proposal reusing an existing building.
- ii) Chapter 8: Promoting healthy and safe communities - The proposals would provide an important facility for the local community.

iii). Chapter 9. Promoting sustainable transport - The development would be well related to public transport and is accessible by active travel modes. The following proposed conditions are also considered to be necessary to promote sustainable transport- a site management plan condition that includes the approval of arrangements for the management of larger events; A travel plan condition has also been attached to reduce the highways impacts associated with the on-going use. The development would therefore positively respond to chapter 9.

Draft National Planning Policy Framework (December 2025)

The Government has published a consultation National Planning Policy Framework. Of relevance to the application proposal, the draft NPPF makes it clear that Local Planning Authorities should amongst other things:

- Work with the applicant in a positive and proactive manner, where necessary seeking solutions to problems arising from initial proposals, to enable a timely decision.

- Take account of planning matters raised during any pre-application engagement, including any positive responses to this engagement, as well as representations on the proposals.

- Decisions on development proposals should apply a presumption in favour of sustainable development and this means that for development within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision making policies in this Framework.

- In order to contribute to climate change mitigation and the transition to net zero, development proposals should, where relevant to the proposal: Be located where a genuine choice of sustainable transport modes exists, and improve opportunities for walking, wheeling, cycling and public transport; support good access to facilities to limit the need to travel, whether through the development's location, through development densities which improve catchment populations for local services, or by incorporating community facilities and premises to support local employment opportunities; Take advantage of opportunities to re-use existing structures and materials, including by re-using non-contaminated excavated soil and hardcore within the site.

- Development proposals which could generate a significant amount of movement, in the context of the area within which they would be situated, should be in locations that are, or can be made sustainable, by limiting the need to travel and offering a genuine choice of transport modes for residents and users.

- To contribute to creating well-designed places, transport considerations should be integral to the design of development, proposals for which should give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second

- so far as possible/ to facilitate easy access to high quality public transport, with layouts and densities which maximise the catchments for bus or other public transport services.

- Substantial weight should be given to the benefits of providing new or improved public service infrastructure or community facilities.

- Liveability: support healthy, mixed, vibrant and integrated communities, which will function well over the lifetime of the development, by incorporating a range of uses and tenures, employing features which promote social interaction, and which are robust, durable and easy to look after.

As this document is in draft limited weight can be attributed to the policies contained within it.

National Planning Policy Guidance (NPPG)

The relevant sections of the NPPG are as follows:

Noise: states that 'Local planning authorities' should take account of the acoustic environment and in doing so consider: - whether or not a significant adverse effect is occurring or likely to occur; - whether or not an adverse effect is occurring or likely to occur; and whether or not a good standard of amenity can be achieved. Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation: - engineering: reducing the noise generated at source and/or containing the noise generated; - layout: where possible, optimising the distance between the source and noise sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings; - using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and; - mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

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 21st March 2024. The Plan forms part of the adopted plan for the city being a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance. The following policies are considered relevant:

Policy JP-S1

Policy JP-S6

Policy JP -C1

Policy JP-P1

Policy JP-C8

Manchester Core Strategy (2012); and - Saved policies of the Unitary Development Plan for the City of Manchester (1995)

The Core Strategy was adopted in July 2012 and is the key document in the Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long-term strategic planning policies for Manchester's future development. A number of UDP policies have been saved and accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and Places for Everyone as directed by the National Planning Policy Framework (NPPF).

Section 38(6) of the 2004 Act requires planning applications to be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. The NPPF also refers to this requirement.

The relevant policies within the Core Strategy are as follows:

Policy SP1 'Spatial Principles'

Policy EN3 'Heritage'

Policy EN19 'Waste'

Policy DM1 'Development Management'

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies) - The following saved policy of the Unitary Development Plan is also considered relevant: Policy DC26 (Noise) states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

Assessment

Principle - It is understood that the property has been used as a place of worship since July 2018 and prior to that as a retail (Class E use) since at least 2008. The property has therefore a history of uses that are non-residential in nature which would and do generate differing impacts than a residential use, including comings and goings at various times of the day and other associated activities. Whilst the proposed retention of the use is in general considered acceptable in this instance given the nature of the building and previous and current use(s), further consideration is required in relation to impacts on nearby residential properties and highway and pedestrian safety.

Residential Amenity - The application site has residential uses immediately adjacent to the north, south, east and west. There are not considered to be issues relating to loss of privacy or overlooking from the application property, there are no proposed elevational alterations so windows and door openings would remain as they were for previous non-residential uses.

The proposals have been considered by the Council's Environmental Health team who raise no objections to the proposals in respect of impacts on residential amenity. Conditions have been recommended in relation to hours of use, servicing and delivery hours together with conditions for acoustic insulation if music is to be played at the building and external plant and equipment acoustic insulation. It is noted that no external plant and equipment is proposed as part of the application proposals and it is not considered necessary to attach such a condition in this instance as any future equipment would require planning permission in its own right. The use of the front forecourt could give rise to vehicle movements and associated activities during the day and into the evening as part of the authorised hours. The space whilst limited in size does

require a level of management to minimise impacts both on the highway and adjacent residential properties and an appropriate condition together with the hours of use of the property are considered to mitigate any impacts so these would not be significant.

In this instance, as the proposals appear to have operated without complaint for a period of 8 years (other than the unauthorised structures) and given the history of non-residential uses of the property prior to the current use, subject to attaching appropriately worded conditions to any approval including that no external music or loudspeakers are used, the proposal is not considered to give rise to unacceptable impacts on residential amenity.

Highways - The proposals do not alter access to the site which would be from Upper Lloyd Street for both pedestrians and vehicles with dropped kerb access allowing access onto the area of hardstanding to the front of the site. The applicants information indicates that the congregation is generally local to the application site and many access the site on foot with any parking demand generated being for a short time period. It is noted that there are parking restrictions outside of the site on the adopted highway with single yellow lines and no parking during peak periods. Whilst the applicants information is helpful to understand the levels of demand arising given the relatively limited area available at the front of the site a more detailed parking management strategy is considered to be required to operate whilst the building is in use and an appropriate condition is proposed. In addition and to ensure efforts continue to minimise access to the facility by private car the following conditions are required in this instance, the submission of: a travel plan, a car park management plan (to include drop-off and pick-up management and mitigation and commentary on how taxis would be managed), cycling parking details, and a traffic management /event management strategy. On the basis of the recommended conditions, it is not considered that the proposals would give rise to severe or significantly adverse impacts in regard to highway and pedestrian safety or on street parking in the wider locality.



View north along Upper Lloyd Street - Application site to the right



View south towards the application site and building with residential properties to the left and forward of the application building -centre

Impacts on designated heritage assets - The building is not located within a conservation area and is not listed. The grade II listed Greenheys Centre building is located opposite and the Grade II Listed Whitworth Mansions building is located further along Upper Lloyd Street to the north. The application proposals relate to the use of the existing building with no external works proposed and as such given the historic and previous uses of the building and site is is not considered that the proposals would give rise to harm to these designate heritage assets and their setting.

Other matters- The Council's Highway Services team have recommend a condition relating to the provision of cycle parking at the site, there is space on site for such provision and it is considered that such a condition would assist in reducing pressures to access the site by private car and widen opportunities for active travel to the site.

Waste Management details for the site have not been clearly set out on the submitted plans. Again there appears to be external space available for the provision of waste management and a suitably worded condition is proposed.

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.

Conclusion

Conclusion - The application proposals are considered to be acceptable and not give rise to significant adverse impacts that would warrant refusal. As the application seeks retention of the use conditions are proposed that require the submission and approval of details within a set timescale from the date of the decision issued. The timescales set out are considered to be reasonable in this instance given the feedback from the notification process and that there appears to be no current complaints arising from the use of the site. The proposals would reuse a building of local interest

Article 35 Declaration

The application has been determined in a positive and proactive manner. No significant issues have arisen during consideration of the application. In this instance appropriately worded conditions are proposed to be attached to any approval.

Recommendation: Approve

Conditions attached to this decision

- 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:

- Existing floor plan Rev P1
- Parking Management Plan and associated flow diagram
- Noise Management Statement

As received by the City Council as local planning authority on the 30th March 2026

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 (2012).

- 3) Notwithstanding the approved plans and documents, within 6 months of the date of the decision details of a car parking management plan with the purpose of reducing on-street car parking within the vicinity of the site and to manage vehicles entering and exiting the site, together with details of the implementation and monitoring of effectiveness of the management plan shall be submitted to and approved in writing by the City Council as local planning authority. The management plan shall outline the monitoring procedures and review mechanisms that are to be put in place to ensure that the strategy and its implementation remains effective. The management plan shall then be implemented within one month of approval whilst the approved use is in operation.

Reason - In accordance with the provisions contained within Planning Policy Guidance and to enable the use and activity to be monitored and to assess the impact on the general amenity of the area with particular regard to traffic generation, pursuant to policies DM1, SP1 and T2 of the Manchester Core Strategy (2012).

- 4) Within 7 months of the date of this decision, a travel plan shall be submitted to and agreed in writing by the City Council as local planning authority. In this condition a travel plan means a document which includes:
 - i. The measures proposed to be taken to reduce dependency on the private car by those attending the development;
 - ii. Surveying the travel patterns of attendees in the three months prior to the submission of the travel plan and thereafter from time to time;

iii. Mechanisms for the implementation of the measures to reduce dependency on the private car;

iv. Measures for the delivery of specified travel plan services;

v. Measures to monitor and review the effectiveness of the travel plan in achieving the objective of reducing dependency on the private car.

The approved travel plan shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel to the school, pursuant to policies SP1, T2 and DM1 of the Core Strategy and the Guide to Development in Manchester SPD (2007).

- 5) Within 6 months of the date of this decision, detailed designs and location for the provision of secure and covered cycle parking to serve the approved use shall be submitted to and approved in writing by the City Council as local planning authority. The submitted details shall also include a timescale for the implementation of the submitted cycle parking details. The cycle storage arrangements shall then be implemented in accordance with the approved details and timescales and be retained thereafter for the intended use.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with Policies SP1, T1, T2, EN6 and DM1 of the Manchester Core Strategy (2012) and the guidance provided within the National Planning Policy Framework and the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance.

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

Monday to Sunday : 0500 -2330 hrs

Reason - To safeguard the amenities of the occupiers of nearby residential properties, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Manchester Core Strategy (2012).

- 7) No deliveries or waste collections shall take place except between Mondays to Saturdays; 07:30 to 20:00

And not at any time on Sundays or on bank or public holidays.

Reason - To safeguard the amenities of the occupiers of nearby accommodation, pursuant to policy DM1 of the Manchester Core Strategy (2012).

- 8) No music, musical instruments or amplified noise shall be played either internally or externally at the premises unless or until the following details have been complied with in full:

a) The premises shall be acoustically insulated and treated to limit the breakout of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority. The scheme shall be implemented in full prior to any music, musical instruments or amplified noise being played at the premises.

b) Prior to any music, musical instruments or amplified noise being played at the premises a completion/verification report shall be submitted to and approved in writing by the Local Planning Authority to validate that the work undertaken conforms to the recommendations and requirements of the approved noise insulation scheme.

c) In the event of any non-conformity with the approved noise insulation scheme, then any further measures that are required to achieve the required noise criteria shall be carried out. Any required measures and validation shall continue until conformity has been achieved and agreed in writing by the Local Planning Authority, prior to first use/occupation of the development.

Reason - To secure a reduction in noise from external sources and in order to protect future residents from noise disturbance pursuant to policies SP1, H1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

- 9) Within 6 months of the date of this decision a detailed scheme showing the design, location and size of a facility to store refuse and waste materials shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full prior to first use/occupation of the development and retained thereafter.

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

- 10) There shall be no external transmission of music or operation and / or use of loudspeakers, bells, tannoys, public address systems or any other form of amplified

external sound equipment in association with the authorised Class F1 use, including the operation of such equipment as part of religious observance.

Reason - In the interests of the amenity of the occupiers of nearby residential properties pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester and guidance contained within the National Planning Policy Framework.

Informatives

- 1) The applicant should incorporate property flood resilience measures (PFR). These should protect the property to a minimum of 150mm above the design flood level.
- 2) In order to discharge the waste management strategy condition from this decision please note:

The proforma/ Waste Management Strategy must include the following information:

- Estimated volumes and types of waste produced by the development;
- Details of internal and external stores for both waste and recycling, including any plans and designs;
- Location of the proposed collection point and details of the route the collection vehicle will take;
- Details of how waste will be transferred between stores and to the collection location; and
- Details of number and capacity of bins proposed and collection frequency.
- Other details as per 'Waste Proforma v1.0' - refer to guidance at:
http://www.manchester.gov.uk/downloads/download/6048/waste_management_strategy

10 units or below = low rise

11 or above = high rise