
Application Number	Date of Appln	Committee Date	Ward
093666/FU/2010/S2	8 th Jul 2010	23 rd Sep 2010	Woodhouse Park

Proposal Change of use from offices (Class B1) to church (Class D1)
Location St Mary's Church, Sunbank Lane, Woodhouse Park, WA15 0PS
Applicant Wilmslow And Sale Seventh Day Adventist Church And A.Bour.
C/o Agent ,
Agent Kath Ludlam,
Ludlam Associates, The Bank, 99 Palatine Road, Didsbury,
Manchester, M20 3JQ

Description

The application site is the former St Mary's church located on the corner of Sunbank Lane and Wilmslow Old Road.

The former Church is an elegant building and is part single, part two storey in height and of brick construction. The building is situated in mature grounds which are in use as a grave yard and are enclosed by a mature boundary wall.

To the east and south west of the site are two residential properties, Lilac Cottage and Peter's Croft respectively. To the north of the site is Manchester Airport which is accessed via Pinfold Lane which leads of the World Freight Terminal. To the north west is The Romper Public House.

The site is allocated as falling within the Greater Manchester Green Belt as identified on the Proposal Map contained within the Unitary Development Plan.

Prior to 1996, the building was vacant and no longer in use for religious purposes. Planning permission was granted in November 1996 for the change of use of the former church to a design studio/office (B1) (056617/FU/SOUTH3/96) and this is still currently being operated from the building.

The applicant, "Wilmslow and Sale Seventh Day Adventist Church", are seeking planning permission for the change of use of the office building back to a church.

Consultations

Local Residents

No comments have been received.

Head of Environmental Health

Any planning permission shall include conditions relating to refuse, deliveries, opening hours and noise insulation of the building.

Head of Highway Services

There is only sufficient parking for a maximum of four vehicles within the church grounds yet the congregation is approximately 40 on average. Sunbank Lane has “no waiting” restriction along both sides of the carriageway along the length of the road. However, parking for approximately 3-4 cars is available in a lay by close to the junction with Wilmslow Road.

Sunbank Lane also forms the principle access to Manchester Airport Aviation Viewing Park which is open from 08:00 to 20:00 Monday to Sunday.

It is recommended that the applicant consults with the neighbouring land owner and the owner of the Romper Inn with regard to the use of their land/car park for additional parking. In addition, the applicant should explore the use of car sharing in order to reduce the demand for spaces.

Ringway Parish Council

The Parish Council has no objections to the planning application, however, parking arrangements did raise concern. In the planning statement prepared by Ludlam Associates, it was stated that the car situation would remain the same after the conversion of the Church. The Parish Council believe that this will not be the case based on the number of people that are quoted to attend the Church service. The planning statement also states that parking was available in the surrounding area, but the Parish Council know that such a large area does not exist outside of the car parking in Manchester Airport.

If the planning application is granted the Parish Council will look forward to working with the religious community that will use the building and monitor the car parking situation.

Aerodrome Safeguarding

The proposed development has been examined from an aerodrome safeguarding aspect and does not conflict with any safeguarding criteria. Accordingly, Manchester Airport has no safeguarding objection to the proposal.

Manchester Airport

The site is within an area identified within the Manchester Airport Master Plan for future operational development. The pre-publication partial consultation on Manchester’s Core Strategy confirms this approach and includes the area within the Airport Strategic site. Policy MA1 states that development which does not reflect the schedule of uses that are identified for the various extension areas will only be acceptable where the applicant can demonstrate that it does not impede with the operation of the Airport and the planned growth; that it is a part of the phased development of the airport; that the development is needed due to the operational expansion of the airport; and that there would be no greater negative environmental impact.

The proposal also identified that there is car parking available in the vicinity to cater from the congregation. There is the car park attached to the Romper Public House, but this is private car park. Otherwise there is no formal parking provision.

Sunbank Lane provides access to Airport crash gates so any on-street parking has the potential to cause obstruction for emergency services requiring to access these. Additionally, it also provides access to Runway Visitors park which attracts significant visitors numbers, especially at weekends. Again, on street parking could create a traffic hazard.

Issues

The Development Plan

Regional Spatial Strategy (RSS) for the North West

The Secretary of State for Communities and Local Government announced on the 6 July 2010 that all Regional Spatial Strategies in England were to be revoked with immediate effect. The RSS' have been revoked under S79(6) of the Local Democracy Economic Development and Construction Act 2009. As such, the RSS for the North West no longer forms part of the Development Plan, for purposes of S38(6) of the Planning and Compulsory Purchase Act 2004 and is therefore no longer a material planning consideration.

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

The application site is allocated as falling within the Greater Manchester Green Belt and the Mersey Valley as identified on the Proposals Map contained within the UDP.

The policies within Part 1 of the UDP, which specifically affect developments in the Green Belt, is policy E2.1.

This policy states that, except in very special circumstances, planning permission will not be granted for development in the Green Belt other than those associated with agriculture, forestry, outdoor recreational activities and uses which preserve the openness of the Green Belt and do not conflict with the reasons for including land in the Green Belt. The Council will also seeks to ensure that the visual amenities of the Green Belt are not injured by proposals for development particularly by reason of their materials or design.

In addition, policy H2.2 deals specifically with the impact of development proposals on surrounding residential areas.

Policy H2.2 states that the Council will not allow development which will have an unacceptable impact on residential areas. The matters which the Council will consider in coming to such decisions will include the scale and appearance of the development and its impact in terms of noise, vibration, traffic generation, road safety and air pollution.

Other relevant guidelines

PPS1 sets the overarching planning policies on the delivery of sustainable development through the planning system. In terms of design, the document states:

“Planning Authorities should plan positively for the achievement of high quality design and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of an area and the way it functions, should not be accepted”

PPG2 ‘Green Belts’ states that the re-use of buildings should not prejudice the openness of the Green Belt. It can also help secure a vacant building from becoming vandalised or derelict.

Paragraph 3.8 provides specific guidance on the re-use of building in a Green Belt. The conversion of a building is not inappropriate development provided that the following criteria can be satisfied.

- a) The proposal does not have a materially greater impact than the present use on the openness of the green Belt and the purpose of including land in it;
- b) Strict control is exercised over the extension of re-used buildings, and over any associated uses of land surrounding the building which might conflict with the openness of the Green Belt and the purpose of including land in it (e.g. because they involve extensive car parking, boundary walling and fencing);
- c) The buildings are of a permanent and substantial construction, and are capable of conversion without major or complete reconstruction; and
- d) The form bulk and general design of the buildings are in keeping with their surroundings.

Principle

The application site falls with the Greater Manchester Green Belt.

The proposal will see no physical extensions or external alterations to the existing building. As such, the building is capable of conversion without any reconstruction. Furthermore, there are no associated uses with the development i.e. car parking that would affect the setting of the building in the Green Belt.

The proposal is considered to be acceptable, in principle, in light of the requirements of paragraph 3.8 of PPG2 and the fact that the original use of the building is being reinstated.

Matters that require consideration are whether the proposal is acceptable in terms of noise and disturbance, car parking and residential amenity.

The comments of Manchester Airport, in respect of the area in and around the application site being identified as part of their future expansion plans, are noted. However, it is not considered that the proposed change of use would not prejudice any future expansion plans at the Airport. The Core Strategy has yet to be formally

ratified and whilst it is a material planning consideration the acquisition of land to facilitate this expansion would be a private matter.

If this planning application had not been received, then the current use would continue and the airport would still be required to acquire the site in the same way. Until the airport are in a position to move forward with their expansion of the airport to this area, and the Core Strategy is formally adopted, it is premature to not accept development proposals of this nature in principle.

Noise and disturbance

The church will mainly operate on Saturdays and has a congregation of 47 members. The average attendance is, however, 40 members. The service will take place between 10:00 and 14:00. There will also be occasional mid week meetings and meetings in the evening. This is reflected in the opening hours the applicant has applied for which is Monday to Sunday 09:00 to 22:00.

The operation of a church from the building will create increased “comings and goings” in the surrounding area, with the Saturday service being the instance when the congregation will be at its maximum. This will create noise in the form of raised voices and vehicular movement. However, given that the service will be confined to daytime hours it should be acceptable against the existing background noise levels in this area, particularly given the close proximity to Manchester Airport and the operational area.

The noise and disturbance from the midweek evening meetings may, however, be more noticeable. That said, the numbers attending such meetings will be much lower and there will still be higher than normal background noise levels in this location.

Car parking

There is limited parking available at the site and in the local area. At the front of the church there is room for 3 car parking spaces at a maximum.

The Head of Highway Services has expressed concern that there will be insufficient parking available for the congregation and on-street parking is also restricted due to traffic regulation order (TRO's) along Sunbank Lane. Sunbank Lane also forms part of the principle route to the aviation viewing park.

It is acknowledged that there will not be sufficient parking available to serve the church and its congregation, particularly at peak times i.e. the Saturday service. However, it is considered that parking demands will be less during weekdays/evenings.

It is likely that patrons who do come to the building in a car will utilise the small lay by, close to the junction with Wilmslow Road, which provides availability for 3-4 cars. In addition, there are no TROs along the section of Wilmslow Old Road which the Romper Public House fronts onto and it is likely that the congregation will take advantage of this and park in this location.

The applicant has also indicated that car sharing is prevalent amongst many of the congregation.

Manchester Airport have raised concern that unauthorized on-street parking along Sunbank Lane could cause a traffic hazard for visitors to the aviation viewing park and those who need access to the airport crash gates.

Once the use in place, it will be necessary to ensure that the TROs are properly enforced to prevent this scenario.

It should also be noted that the current B1 office could also generate a significant amount of on-street parking, although it is acknowledged that the existing use is a 'low key' operation. In addition, had the change of use to offices not taken place, the building would still be in use as a church.

Residential amenity

Given the general location of the application site adjacent to Manchester Airport and its operations, there are limited numbers of residential properties. Indeed, there is only two residential properties in close proximity to the application site, Peter's Croft to the south west of the site and Lilac Cottage to the east.

These properties are likely to experience noise and disturbance from the increase in comings and goings at the application site. However, with the main service taking place on Saturdays, the weekdays should create lower levels of disturbance.

It should be noted that these properties will all already experience a certain level of disamenity from the Airport, from visitors to the aviation viewing park and from The Romper Public House. It is not considered that the proposal will cause any greater level of disamenity.

In addition, these properties will have experienced some disamenity when the building was first in use as a church.

The Head of Environmental Health has not raised any specific concerns and is comfortable with the opening hours proposed subject to a condition restricting the outbreak of noise from the premises by means of acoustic attenuation. The Head of Environmental Health also recommends restrictions in respect of deliveries which should be secured by means of a planning condition.

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 the right to a fair hearing and to this end the Committee 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 Unitary Development Plan, the Head of Planning 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. He believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation **APPROVE** subject to conditions

The proposal seeks the change of use of the church building, currently in use as B1 offices, back into use for religious purposes (D1). The proposal will have no impact on the Green Belt and the impact on surrounding residential amenity will be limited.

The proposal is considered to comply with policies H2.2 and E2.1 of the Unitary Development Plan for the City of Manchester and PPS1 and PPG2.

Conditions and/or Reasons

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 unless otherwise agreed in writing by the City Council as Local Planning Authority:

Drawing 3 'E' stamped as received by the City Council, as Local Planning Authority, on the 8 July 2010

Planning Statement stamped as received by the City Council, as Local Planning Authority, on the 8 July 2010

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policy H2.2; of the Manchester Unitary Development Plan.

3) The premises shall not be open outside the following hours, unless otherwise agreed in writing by the City Council as local planning authority:-

Monday to Sunday 09:00 (including Bank Holidays) to 22:00

Reason - In interests of residential amenity in order to reduce noise and general

disturbance in accordance with Policies H2.2 and DC26 and the Unitary Development Plan for the City of Manchester.

4) No development shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse has been 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 interest of public hygiene pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester (1995).

5) Before the building hereby approved is first occupied, a scheme for acoustically insulating the building shall be submitted and approved in writing by the City Council, as Local Planning Authority. The approved scheme shall then be implemented prior to the first use of the building and remain in place for as long as the development remains in use.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester (1995).

6) Deliveries, servicing and collections, including waste collections, shall not take place outside the following hours:

Monday to Saturday 07:30 to 20:00

Sunday (including Bank Holidays) No deliveries/waste collections

Reason - To safeguard the amenities of nearby residential accommodation pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester (1995).

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 093666/FU/2010/S2 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

Manchester Airport Safeguarding Officer
AR Taylor, Ringway Parish Council
Manchester Airport Development Company
Peters Croft, Sunbank Lane, Manchester, WA150PS
The Romper, Wilmslow Road, Manchester, WA158XJ
Lilac Cottage, Wilmslow Road, Manchester, WA158XH

Representations were received from the following third parties:

Manchester Airport
Ringway Parish Council

Relevant Contact Officer : Jennifer Atkinson
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