

DELEGATED REPORT

Report by Helen Pressley	Date of report: 15/05/2026	Ref: 72767/FUL
Registration: 25/03/2026	LDfC: 23/04/2026	Expiry Date: 20/05/2026
Site Visit: 01/04/2026	Site Notice: 01/04/2026	Press Date: N/A
Objections: 0	Con Area: N/A	Adv Type: PI
Reason for Delay: N/A		EIA: NA
		Dec Level: DEL
		Stat Class: COUS

Proposal: Temporary change of use from warehouse/storage to an indoor padel sports facility (Class E) for a period of 3 years, to include reception, toilets/changing facilities and associated internal works

Location: Unit 1, Bridgefield Street, Radcliffe, Manchester, M26 2SG

Description

The application relates to an industrial unit located on Bridgefield Street. The site is bound by Bridgefield Street to the east, Grey Street to the west, Globe Industrial Estate to the north and Haworth Street/Haworth Court to the south. The areas to the north, east and west of the south are predominantly industrial/commercial in use however residential properties are located to the south of the site.

Planning permission is sought for the temporary use of the unit for 3 years for the conversion of the building to Padel Courts. The proposal seeks permission for 2 no. single courts, and 2no. double courts. The scheme is proposed to be open 7 days a week between 6am and 12 midnight.

Relevant Planning History

43793 - Erection of canopy over entrance door, raising of level of pavement to front entrance for wheelchair access on Bridgefield Street - Refuse 03/02/2005

43794 - Certificate of lawfulness for proposed use to extend office and showroom accommodation within existing building - Refuse 03/02/2005

Publicity

Letters sent to neighbouring properties 27/03/2026
Site notice posted 01/04/2026

No Representations received

Statutory/Non-Statutory Consultations

Traffic Section - No formal recommendation received. Concerns raised in relation to parking for a leisure use being accommodated on the surrounding road network.

Environmental Health - Contaminated Land - Conditions requested in relation to submission of a site characterisation and risk assessment, remediation strategy and verification and unexpected contamination.

Borough Engineer - Drainage Section - SuDs condition requested. *Given that the proposal is for the conversion of an existing building this condition has not been added in full, with the requirement for the submission of a scheme prior to start removed.*

United Utilities (Water and waste) - No response received.

Environmental Health - Pollution Control - the noise report conclusion is that there is no affect on noise sensitive areas and therefore accept their proposal

Greater Manchester Ecology Unit - No response received

Transport for Greater Manchester - TfGM would refer to the LHA to determine the suitability of the parking, servicing and access arrangements for the development. As no TfGM apparatus is to be affected by the proposals, we have no comments to make on this application.

Sport England - The proposed development does not fall within our statutory remit (Statutory Instrument 2015/595) and, therefore, Sport England has not provided a detailed response in this case.

Greater Manchester Police - designforsecurity - A CIS should be a comprehensive report that identifies the crime and disorder effects of the development and provides measures to mitigate the risk, produced by a competent individual/organisation independent of the design process. There is no mention of current crime levels, so it is not possible to say whether the proposed security measures are sufficient.

General recommendations made in relation to the installation of CCTV, staff belongings location, illumination of entrances, security of high value equipment and alterations to the building being to Secured by Design standards.

Pre-start Conditions - Agent has agreed with pre-start conditions

Development Plan and Policies

EN1/2	Townscape and Built Design
EN6/3	Features of Ecological Value
EN8/2	Woodland and Tree Planting
EN7/2	Noise Pollution
EC2/2	Employment Land and Premises
RT2	New Provision for Recreation in the Urban Area
RT2/1	Provision of New Recreation Sites
HT2/4	Car Parking and New Development
RT3/5	Noisy Sport
JP-P1	Sustainable Places
JP-J2	Employment Sites and Premises
JP-J4	Industry and Warehousing Development
JP-C1	Our Integrated Network
JP-C5	Streets For All
JP-C6	Walking and Cycling
JP-C8	Transport Requirements of New Development
JP-C2	Digital Connectivity
JP-S2	Carbon and Energy
JP-S5	Clean Air
JP-G7	Trees and Woodland
JP-G8	A Net Enhancement of Biodiversity and Geodiversity
SPD6	Supplementary Planning Document 6: Alterations & Extensions
SPD11	Parking Standards in Bury
SPD14	Employment Land and Premises
NPPF	National Planning Policy Framework

Issues and Analysis

The following report includes analysis of the merits of the application against the relevant

policies of both the National Planning Policy Framework (NPPF), the adopted Places for Everyone Joint Development Plan Document (PfE) and the saved policies within the adopted Bury Unitary Development Plan (UDP), together with other relevant material planning considerations.

The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP and PfE Policies will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

Equality Act 2010: All planning applications are considered in light of the Equality Act 2010 and associated Public Sector Equality Duty, where the Council is required to have due regard for:

The elimination of discrimination, harassment and victimisation;

The advancement of equality of opportunity between persons who share a relevant protected characteristic and person who do not share it;

The fostering of good relations between persons who share a relevant protected characteristic and person who do not share it; which applies to people from the protected equality groups.

Human Rights: All planning applications are considered against the provisions of the Human Rights Act 1998.

Under Article 6 the applicants (and those third parties who have made representations) have the right to a fair hearing and to this end full consideration will be given to their comments.

Article 8 and Protocol 1 of the First Article confer a right to respect private and family life and a right to the protection of property, ie peaceful enjoyment of one's possessions which could include a person's home, and other land and business assets.

In taking account of the Council policy as set out in the Bury Unitary Development Plan 1997 and all material planning considerations, it is concluded on balance that the rights conferred upon the applicant/ objectors/ residents/ other interested party by Article 8 and Article 1 of the First Protocol may be interfered with, since such interference is in accordance with the law and is justified in the public interest. Any restriction of these rights posed by refusal/ approval of the application is legitimate since it is proportionate to the wider benefits of such a decision, is based upon the merits of the proposal, and falls within the margin of discretion afforded to the Council under the Town & Country Planning Acts.

The Crime and Disorder Act 1998 imposes (without prejudice to any other obligation imposed on it) a duty upon the Council to exercise its functions and have due regard to the likely effect of the exercise of its functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area. In so doing and on making planning decisions under the Town and Country Planning Acts, the material Planning considerations shall have due regard to the provisions of the Crime and Disorder Act 1998 and its implications in the exercise of its functions.

Principle (Loss of Employment)

The proposal seeks a temporary, three year change of use of from a vacant warehouse/storage unit to padel courts.

UDP Policy EC2/2 states that the Council will seek retention of existing employment land and purposes outside Employment Generating Areas except where it can be clearly demonstrated that an existing employment site or premises is no longer suited in land use terms to continued employment use.

In support of UDP Policy EC2/2, the Council has also developed SPD14 which again, in basic terms, seeks to retain sites that are suitable in land use terms although it does allow for a greater degree of flexibility than Policy EC2/2 insofar as it gives consideration to viability issues as well as assessing the suitability of the site from a purely land use perspective.

PfE Policies JP-J2 and JP-J4 support a diverse range of employment sites across the Plan area.

From a land use perspective, the site is part of an established concentration of employment uses that remains a suitable use for this location.

The applicant has assessed the policies set out above, and consider that temporary consent is appropriate as it provides an option for the site to be returned to employment use if required. The applicant also highlights that the conversion of the unit to padel courts is low intensity in terms of alterations required.

The applicant has also confirmed that the site has been marketed for rent under industrial use and includes a link to the listing which is still live. The site presently remains vacant.

On balance, as the proposal is temporary for a 3 year period, would bring a currently vacant unit back into use, and requires minimal interventions to facilitate the change of use it is considered that a condition could be utilised to secure the temporary use of the site returning the site to employment use after a period of 3 years. Should the site not revert back into employment use after this time, then the normal requirements of marketing and sequential consideration and compensation loss payment will need to be considered. The application is therefore considered to be acceptable in principle.

Principle (Recreation)

UDP Policy RT2 - New provision for recreation in the urban area states that the Council will encourage the provision of additional land and facilities for recreation in the urban area.

UDP Policy RT2/1 - Provision of New Recreation Sites adds that the Council will give favourable consideration to proposals involving the provision of additional recreational facilities throughout the Borough.

UDP Policy RT3/5 requires the development of building for recreational pursuits which generate noise or nuisance to demonstrate that they would not have an unacceptable detrimental effect on the surrounding area in relation to noise, nuisance, parking and traffic.

PfE Policy JP-P7 seeks to provide a network of high quality, and accessible sports and recreation facilities.

The Council is keen to encourage new recreation provision. When considering proposals for new recreation facilities in the urban area the Council will be concerned to ensure that the proposal would not conflict with the uses and amenity of the surrounding area, and that where necessary adequate car parking is provided. As such, it is considered that the proposal would be supported in principle by Policy RT2/1 subject to consideration of the amenity of neighbouring occupiers/uses which will be reviewed further below.

Use Class E(d) - indoor sport, recreation of fitness (not involving motorised vehicles or firearms or use as a swimming pool or skating rink) is considered to be a main town centre use as defined within the glossary with the National Planning Policy Framework (NPPF).

Paragraph 91 of the NPPF confirms that Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre

sites be considered.

The site is not located within the Town Centre, however it is located within 300 metres of the Radcliffe Town Centre boundary as defined by UDP Policy S1/2 and as such would be considered to be an edge of centre location.

The applicant has confirmed the requirements for the proposed use, which inherently is large format and space intensive and can not be readily accommodated within typical town centre premises which are constrained in terms of scale, height and configuration. The applicant has provided an assessment of alternative sites and confirmed there were no options available within Radcliffe town centre. Alternative industrial units were also reviewed and discounted due to distance, insufficient space and height.

Given the constraints, and space needs identified it is considered that the proposal is sited in an acceptable location, as an edge of centre use.

Design and Layout

Policy EN1/2 seeks to ensure that development proposals would not have a detrimental effect on the visual amenity and character of a particular area. Policy JP-P1 aims to promote a series of beautiful, healthy and varied places.

Minimal elevational changes are proposed in order to change the use of the building. Externally the building would still retain its existing character.

Internally a small existing first floor mezzanine would be removed in order to accommodate the proposed facilities. 4 no. courts are proposed, 2 x single and 2 x double courts. A small WC and reception area are also proposed. The applicant seeks to provide bin storage internally. Once the proposed temporary use has expired the applicant states that the unit can be returned to an open space once the courts are removed allowing for the employment use to be reinstated.

It is considered that the proposed temporary change of use would not have a detrimental impact on the host building, or the character of the area in accordance with the Policies set out above.

Amenity

In addition to the policies set out above, UDP Policy EN1/2 - Townscape and Built Design seeks to ensure that the proposals for development are considered in relation to their relationship to the surrounding area. UDP Policy EN7/2 - Noise Pollution restricts development that would lead to an unacceptable noise nuisance to nearby occupiers and/or amenity users.

A noise assessment has been submitted with the application, that highlights the nearest noise sensitive receptor at Haworth Court.

There is no specific guidance or criteria relating to the assessment of noise from padel courts, however, guidance may be taken from other available documents which provide acceptable internal and external noise levels.

The assessment submitted concludes that the ambient noise level breaking out of the proposed padel facility would be controlled to around 35-40dB LAeq,T external to the nearest noise sensitive receptor with all four courts in operation. This is 5-10dB below the night-time design target and 10-15dB below the daytime suggest criterion. This conclusion has been accepted by the Council's Environmental Health consultee and as such no objections are raised.

The proposal seeks opening hours from 06:00-00:00. Courts are to be pre-booked on an app so users of the facility will attend only at their game time which can be typically 1hr to

1.5hrs, in some rare cases 2 hours. The lack of changing rooms, and internal facilities outside of the padel courts, WC and reception would also limit user time at the site.

Whilst mindful that the existing B2 use does not appear to have any conditions restricting the operational hours, it is considered given the proximity of residential properties to the site the opening hours should be restricted to more socialable hours, in line with the Noise act that defines night hours as 23:00 - 07:00. A condition will therefore be utilised to restrict the opening hours of the site to prevent impacts on the amenity of the neighbouring properties.

No new windows or doors, or extensions to the existing building are proposed.

Access and Servicing

UDP Policy EN1/2 requires the consideration of the design and appearance of access, parking and service provision. PfE Policies JP-C5 and JP-C6 require streets to be well designed and managed to make a significant positive contribution to the quality of place and support high levels of walking, cycling and public transport. PfE Policy JP-C5 states that proposals should provide appropriate places and routes for servicing, deliveries and "drop-off". PfE policy JP-C6 includes the provision to create, where needed, dedicated separate space for people walking and cycling. In addition when considering layouts PfE Policy JP-P1 states that all development should be functional and convenient, enabling people and uses to act efficiently with minimal effort, and responding to needs relating to servicing, recycling facilities, refuse collection and storage.

This is further supported by PfE Policy JP-C8 that states that the LPA should prioritise convenient and safe access to the site and buildings for all users and ensuring that the layout, design and landscaping of development prioritises the provision of safe, secure and attractive access to local services and facilities for pedestrians, cyclists and people with a disability. JP-C8 also requires appropriate provision for deliveries and servicing, in a way that:

- meets road safety requirements,
- reduces transport emissions and other environmental impacts,
- reduces traffic congestion, the number of vehicle movements and the need for repeat deliveries.

There is an existing service area to the rear of the site which is where the proposed refuse storage would be located. The proposal seeks to continue to use this service area which is considered to be acceptable.

The proposed pedestrian access would be to the rear of the site through an existing pedestrian door that is shown on the proposed plans to open outwards onto the highway. A condition can be attached to ensure that this door opens inwards. There is an existing pedestrian footway along Howarth Street however pedestrians would have to cross Grey Street to enter the site. This footway is overlooked by residential properties and as such there is natural surveillance of the route. Given the limited amount of users, the utilisation of an existing pedestrian access this pedestrian access is considered to be acceptable.

Parking

In terms of parking standards, in addition to the policies set out above UDP Policy HT2/4 requires all applications for development to make adequate provision for their car parking and servicing requirements. Supplementary Planning Document 11 provides parking standards for developments.

The existing building has no off street parking. The site is located in Zone 2 as set out within SPD 11. The submitted Transport Statement highlights that there is on street parking, and that the site is in a highly accessible location adjacent to the Radcliffe Metrolink Station.

The existing unit has a B2 use. For a floor area of 995 square metres SPD 11 would require

10no. spaces and 3no. accessible spaces for this use.

For the proposed uses SPD 11 would required 40no. spaces and 3no. accessible spaces.

The applicant has submitted a Transport Statement with their application that confirms there is no scope to provide parking within the building, and there are no spaces available outside of the building. SPD 11 Paragraph 3.4 does confirm that:

'For smaller sites, not generating significant amounts of movement, where an applicant chooses to provide significantly more or less parking than the standard, this would need to be accompanied by supporting evidence that demonstrates the level of demand for parking generated by the development and how this can be catered for. It should be clear that flexibility under certain circumstances is not a licence for providing significantly more or significantly less parking provision than indicated within this document

The applicant confirms that parking accumulation has been undertaken using trip rates, to assess the traffic movements and the demand for car parking for the proposed Padel Courts. The analysis submitted shows the forecast maximum traffic to be 7 vehicles arriving and 6 vehicles departing between the hours of 6 and 7pm. Parking accumulation analysis indicates a maximum demand of 3 to 4 spaces. When the higher Padel Court usage is expected in the evenings (after 6pm) the limited parking restrictions in and around the site would not apply.

Given the proposed operation of the site, with booking required, the set limitation of the number of visitors dictated by the number of padel courts, and the existing parking needs of the lawful B2 use it is considered that the proposal is acceptable in terms of parking.

Ecology and Biodiversity Net Gain

While every grant of planning permission in England is deemed to have been granted subject to the biodiversity gain condition, commencement and transitional arrangements, as well as exemptions, mean that certain permissions are not subject to biodiversity net gain.

The proposal is a conversion of an existing building. As such the de-minimis exemption would apply in this instance.

Contaminated Land

Paragraphs 187 and 196 of the NPPF seek to ensure that sites are suitable for its proposed use taking into account ground conditions, any risks arising from land instability and contamination.

Given the extensive industrial history of the site there is the potential for internal contamination of the building to be present. In addition part of the site is affected by radon, falling within class 3 for residential development (noting that this is a commercial development so radon would be a potential health and safety impact). It is recommended that a proportionate and specific Desk Study and Preliminary Risk Assessment be compiled. This should include a detailed site history of what industrial activities have taken place within the building, internal photographs (current and historical if available) and details of the proposed conversion of the building (such as how the floor is to be built up, ventilation etc). The report should also include a radon assessment; UK Radon can provide advice on what is appropriate.

The Environment Section consider that this can be dealt with via condition.

Carbon and Energy

PfE Policy JP-S2 - Carbon and Energy sets out the steps required to achieve net zero carbon emissions.

The applicant has provided a statement that confirms that the proposal would represent the

re-use of an existing building, with energy demand minimised through efficient systems and operation.

Digital Connectivity

JP-C2 - Digital Connectivity - this policy requires development to have full fibre to premises connections unless infeasible or unviable, with multiple-ducting. The policy supports the provision of free, secure, high-speed public wi-fi connections, particularly in the most frequented areas.

The applicant has confirmed via searches that there is availability for full fibre broadband connection at the site.

Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.

Recommendation: Approve with Conditions

Conditions and Reasons:

- 1 Permission is hereby granted for a limited period only, namely for a period expiring on 20th May 2029, and the building, works and use comprising the development for which permission is hereby granted are required to be respectively removed and discontinued at the end of the said period and the land reinstated to its former condition unless a valid application is received by the Local Planning Authority for its retention.
Reason. The development is of a temporary nature only.
- 2 This decision relates to the drawings received on Site Location Plan, 25-107-20-001 R4, 25-107-20-002 R1, 25-107-00-002 R1, 25-107-00-001 R1 and the development shall not be carried out except in accordance with the drawings hereby approved.
Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Bury Unitary Development Plan and Places for Everyone Joint Development Plan listed.
- 3 The use hereby permitted shall not be open to customers outside the following times: 07.00 to 23.00 Daily.
Reason. To safeguard the amenities of the occupiers of nearby residential accommodation pursuant to Policies RT3/5 - Noisy Sport, EN1/2 - Townscape and Built Design and EN7/2 - Noise Pollution of the Bury Unitary Development Plan.
- 5 No development hereby permitted (except demolition and site clearance) within any approved phase shall take place until the works relating to land contamination detailed below are fully completed:
With consideration to human health, controlled waters and the wider environment, the following documents shall be completed to characterise potential risk to sensitive receptors and submitted to the Local Planning Authority for approval:
 - I. Preliminary Risk Assessment (PRA). Submission of this document is the minimum requirement.
 - II. Generic Quantitative Risk Assessment (GQRA). Submission of this document

only if PRA requires it.

III. Detailed Quantitative Risk Assessment (DQRA). Submission of this document if GQRA requires it.

Reason. To prevent unacceptable risk to Human Health and Controlled Waters and to prevent pollution of the environment in accordance with the aims and Paragraphs 187(f), 196 and 197 of the National Planning Policy Framework (December 2024).

- 6 No development hereby permitted (except demolition and site clearance) within any approved phase shall take place until the works relating to land contamination detailed below are fully completed:

In accordance with the findings of site characterisation and risk assessment as previously approved, documents from the following shall be submitted to the Local Planning Authority for approval:

- I. Remedial Options Appraisal.
- II. Remediation Strategy.
- III. Verification Plan.

Reason. To prevent unacceptable risk to Human Health and Controlled Waters and to prevent pollution of the environment in accordance with the aims and Paragraphs 187(f), 196 and 197 of the National Planning Policy Framework (December 2024).

- 7 The development hereby permitted within any approved phase shall not be occupied/brought into use until the works relating to land contamination detailed below are fully completed:

Where remediation is required, it shall be carried out in full accordance with the approved Remediation Strategy.

A Verification Report must be submitted to the Local Planning Authority for approval upon completion of remediation works. The Verification Report must include information validating all remediation works carried out; details of imported materials (source/quantity/suitability); details of exported materials; and details of any unexpected contamination.

Reason. To prevent unacceptable risk to Human Health and Controlled Waters and to prevent pollution of the environment in accordance with the aims and Paragraphs 187(f), 196 and 197 of the National Planning Policy Framework (December 2024).

- 8 The development hereby approved within any approved phase shall not be brought into use until written confirmation is provided to the Local Planning Authority that unexpected or previously unidentified contamination was not encountered during the course of development works.

If, during development, unexpected contamination is found to be present on the site, no further works shall be carried out at the affected location until the following are submitted to the Local Planning Authority for approval:

- I. Risk Assessment (GQRA or DQRA);
- II. Remediation Strategy & Verification Plan;

If remediation is required, it shall be carried out in accordance with the approved Remediation Strategy. Upon completion of remediation works, a Verification Report shall be submitted for approval. The Verification Report must include information validating all remediation works carried out; details of imported materials (source/quantity/suitability); details of exported materials; and details of any unexpected contamination.

Reason. To prevent unacceptable risk to Human Health and Controlled Waters and to prevent pollution of the environment in accordance with the aims and Paragraphs

187(f), 196 and 197 of the National Planning Policy Framework (December 2024).

- 9 The development hereby approved shall be carried out in accordance with a Sustainable Drainage Scheme based on the hierarchy of drainage options in the National Planning Practice Guidance and be designed in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015). The Scheme shall be implemented prior to first occupation and thereafter maintained.
- Reason. To promote sustainable development and reduce flood risk pursuant to Development Plan Policies JP-S4 - Flood Risk and the Water Environment, EN7/3 - Water Pollution and EN7/5 - Waste Water Management and chapter 14 - Meeting the challenge of climate change, flooding and coastal change of the NPPF.

<u>Case Officer</u>	<u>Date</u>	<u>Sign off Officer</u>	<u>Date</u>
HP	15/05/2026	DM	20.05.2026