

# **New Smithfield Market, Openshaw**

## **Planning Statement**

on behalf of E&E Barton Estates Limited and Khanjra International Foods Ltd

April 2022

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## 1.0 Introduction

- 1.1 This Planning Statement has been prepared on behalf of E&E Barton Estates Limited and Khanjra International Foods Ltd to support a full planning application in relation to a site at New Smithfield Market in Openshaw for:

***“Demolition of existing buildings and erection of two industrial units (Class B8) with ancillary office space (Class B1) with associated access, parking, service yard and landscaping including the replacement of the access roadway to the existing adjacent unit”***

- 1.2 Proposed Unit 1 is to be occupied by Strawberry Catering, and Proposed Unit 2 by Khanjra Wholesale International Foods. The proposals seek approval for a combined total of 11,988 sqm (GEFA).
- 1.3 Strawberry Catering is part of the Barton and Redman group, fruit and vegetable wholesalers who have been located at New Smithfield Market in Openshaw since 2013, in a unit to the immediate south-west of the application site. Established in 1964, Barton & Redman are a family run business that have become the UK's largest independent Fruit and Vegetable wholesaler. The company are a large local employer with over 70 existing staff. Strawberry Catering are current occupying an industrial unit approximately 160 metres west of the New Smithfield Market, at City Works Business Park. The proposed development would enable them to re-locate to a larger, more suitable unit supporting the expansion of the business, ensuring its continued success and creating additional jobs. The unit will employ an estimated 100 people.
- 1.4 Khanjra International is another family run business, founded in 1997. It is a cash and carry business, operating in the food wholesale sector. Khanjra have an existing Cash and Carry business in Blackburn. The proposed Unit at New Smithfield Market would be the business' second site, enabling its expansion to help cater to the Manchester market.
- 1.5 It can be seen therefore how the proposed development will support the expansion and continued success of existing local businesses. It forms part of the Council's wider plans to redevelopment the Market and ensure its future suitability and viability.
- 1.6 In November 2020, Russells WHBO worked with Barton and Redman to secure permission for a new warehouse and ancillary office at the site totalling 8,216 sqm of GEFA (reference: 127742/FO/2020).

The application site was almost identical to that of the current proposals, the main difference being the inclusion now of the existing building in the north-east of the site for demolition.

- 1.7 This Planning Statement has been prepared as part of a suite of planning documents that form the planning application submission:

| Application Drawing/Document                           | Author                            |
|--------------------------------------------------------|-----------------------------------|
| Enabling Works Plan – Rev A                            | Cube Architecture                 |
| Location Plan                                          | Cube Architecture                 |
| Existing Site Plan                                     | Cube Architecture                 |
| Proposed Site Plan – Rev E                             | Cube Architecture                 |
| Proposed Unit 1 GA Plan Rev. D                         | Cube Architecture                 |
| Proposed Unit 1 GA Roof Plan Rev. B                    | Cube Architecture                 |
| Proposed Unit 1 GA Elevations Rev. D                   | Cube Architecture                 |
| Proposed Unit 2 GA Plan Rev. C                         | Cube Architecture                 |
| Proposed Unit 2 Office Plan Rev. C                     | Cube Architecture                 |
| Proposed Unit 2 GA Roof Plan Rev. A                    | Cube Architecture                 |
| Proposed Unit 2 GA Elevations Rev. B                   | Cube Architecture                 |
| Proposed Site Sections                                 | Cube Architecture                 |
| Design and Access Statement Rev. A                     | Cube Architecture                 |
| Landscaping Plans including planting plans             | TPM Landscaping                   |
| Planning Statement                                     | Russell WBHO                      |
| Transport Statement                                    | Eddisons                          |
| Noise Impact Assessment                                | E3P                               |
| Air Quality Assessment                                 | Ensafe                            |
| Enabling Works Strategy                                | E3P                               |
| Phase I and Phase II Geo-Environmental Site Assessment | E3P                               |
| Supplementary GI Information                           | E3P                               |
| Ground Gas Addendum Report                             | E3P                               |
| Ecological Appraisal                                   | E3P                               |
| Flood Risk Assessment and Drainage Strategy            | EMM Ltd                           |
| Arboricultural Method Statement Rev. C                 | Mulberry                          |
| Arboricultural Implications Assessment Rev. C          | Mulberry                          |
| Sustainability/Energy Statement                        | Complete Sustainability Solutions |
| Crime Impact Statement                                 | A.P Martin                        |
| Demolition Method Statement                            | P.P O'Connor                      |
| Construction Management Plan                           | Russells Construction             |
| Construction Phase Plan                                | Russells Construction             |
| Waste Management Proforma                              | Russells Construction             |
| External Lighting Plan                                 | Kingfisher                        |

- 1.8 The development proposal complies with all relevant planning policies and will generate significant material benefits. Accordingly, and in accordance with the National Planning Policy Framework (NPPF), the Council should be seeking to approve the application without delay.

## 2.0 Site and Surrounding Area

### Application Site

- 2.1 The application site (“the site”) comprises approximately 3.54 ha in the eastern end of the existing New Smithfield Market site. The site comprises some of the units of the wider market in the west, an open area used for storage and parking as an existing row of industrial units along the eastern boundary of the site. It is proposed that these parts of the market units and the existing industrial buildings in the east will be demolished to enable the proposals. This is shown on the submitted Enabling Works plan.
- 2.2 The majority of the site is hardstanding or buildings, with limited vegetation. There is however an area of existing trees along the southern boundary and in the south-east corner of the site. Whilst some of these trees will need to be removed to enable the development, the majority along this south-eastern boundary will be retained as part of the proposals.

### Surrounding Area

- 2.3 The site is bounded on all sides by other industrial type buildings and warehousing of varying scales and height. The southern boundary of the site is formed by Lawton Street which connects to Press Street and Cornwall Street to the east. The eastern boundary of the site is formed by Press Street, which is at a higher level than the site and bordered by a brick retaining wall which will be retained in the proposals. The ‘FareShare’ Unit and carpark is located to the north of the site boundary and the retained units of the market to the west. To the immediate south west of the application site is a self-contained storage warehouse occupied by Barton and Redman. An upgrade to the service yard of this unit is included within the application proposals.

### Planning History

- 2.4 The Application Site has been subject to the following planning applications:
- **Planning Application Ref: 104903/FO/2014/N2** was approved on the 9<sup>th</sup> May 2014 for *“erection of anaerobic digestion facility including waste building, associated detached buildings and two 10 metres storage tanks and 10-metre-high gas buffer tanks and related landscaping, car parking and boundary treatment following demolition of existing buildings.”*
  - **Planning Application Ref: 109361/FO/2015/N2** was approved on 7<sup>th</sup> March 2016 for *“erection of anaerobic digestion (AD) facility including waste and office building along with associated digestate tank, two fermenters, a desulphurisation chimney and hydrolysis tank with*

*associated landscaping, car parking and boundary treatment following demolition of existing buildings”.*

- **Planning Application Ref: 122231/FO/2018** was approved on the 14th January 2019 for:  
*“Erection of two storey warehouse (Class B8) comprising 1,553 sqm of floorspace with an ancillary first floor office (B1c) comprising 123 sqm of floorspace with associated access, parking, service yard and landscaping.”*
- **Planning Application Ref: 127742/FO/2020** was approved on 23<sup>rd</sup> November 2020 for:  
*“Demolition of existing buildings and erection of 15.6 metre high warehouse and office building, with associated access, parking, service yard and landscaping.”*

## 3.0 Proposed Development

3.1 The submitted plans and Design and Access Statement provide detailed information about the proposals. In summary, the key elements of the proposals are:

- Demolition of the majority of existing buildings on Site (see submitted Enabling Works Plan)
- Two industrial units, with Unit 1 comprising 4,141 sqm and Unit 2 comprising 7,422 sqm both with ancillary office space (GIA);
- The floorspace within the proposed units will be predominantly B8 floorspace, with smaller amounts of B1 office to support the running of the businesses;
- The ground floor accommodation includes multi-chamber temperature-controlled storage areas. This is supported by a staff amenity area in the south west corner which is situated directly below the first-floor offices. The amenities include WC and canteen staff facilities with a ground floor office provided directly from the main entrance;
- Externally both units have an open sided canopy which is to be used for loading/unloading of produce which are vulnerable from inclement weather;
- Unit 1 will be constructed from a single mono-pitched propped portal frame. The proposed parapet height of the building is 15.7 metres. Unit 2 will be constructed from a dual-span portal frame. The proposed parapet height of the building is 17.05m.
- A new vehicular access is to be created via the market to the west of the site. Access will be primarily via the market with secondary access via Lawton Street to the south;
- 174no. car parking spaces (including 12no. disabled bays);
- Covered cycle storage providing 24no. spaces;
- Trailer parking bays and associated service yard;
- Proposed landscaping, include new tree planting;
- Replacement of the access roadway to the existing adjacent unit

## 4.0 Planning Policy Context

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all planning applications to be determined in accordance with the development plan unless there are material considerations which indicate otherwise.

4.2 The currently adopted Development Plan for the area comprises the Core Strategy (adopted 2012) and the Saved Policies of the Unitary Development Plan (adopted 1995). Other material considerations relevant to the determination of the application are:

- National Planning Policy Framework (NPPF);
- National Planning Practice Guidance (the PPG);
- Manchester Supplementary Guidance and Documents.

### **Manchester City Council Core Strategy (2012)**

4.3 Manchester City Council's Core Strategy is the lead document within the Council's Development Plan and sets out the overall strategy for future development in the City, looking ahead to 2027.

4.4 On 11<sup>th</sup> July 2012, the Core Strategy was adopted, replacing many policies of the Manchester City UDP (1995). Some saved policies remain. The Core Strategy identifies the vision and spatial planning framework the City. It contains strategic policies which are important to the future development of Manchester

4.5 Planning decisions will be taken in accordance with the Local Plan, unless material considerations indicate otherwise.

4.6 The following Local Plan policies are relevant to this planning application:

- **Policy EC2 Existing Employment Space** – The Council will seek to retain and enhance existing employment space and sites and only release for alternative uses under certain circumstances.
- **Policy EC5 East Manchester** – This policy recognises that East Manchester remains a major economic driver and centre of employment for the City and the conurbation. Development will be supported in existing employment and economic development areas, including along key radial routes. This policy sets out how the Council will promote development which ensures major employment opportunities are connected via non-car modes to residential neighbourhoods in East Manchester, and which takes advantage of key transport

infrastructure such as the arterial roads (Oldham Road, Ashton New Road, Ashton Old Road and Hyde Road) and public transport networks.

- **Policy T1 Sustainable Transport** – The Council will support proposals that promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car.
- **Policy T2 Accessible Areas of Opportunity and Need** – The Council will actively manage the pattern of development to ensure new development is easily accessible by walking, cycling and public transport. Proposals should have regard to the parking standards in Appendix B of the Core Strategy. The Council will take the circumstances of each proposal into account to establish what level of parking is appropriate.
- **Policy EN4 Reducing CO2 emissions by enabling low and zero carbon development** - This policy seeks to support the opportunities for all new development to improve energy efficiency, following the principles of the Energy Hierarchy and use building materials with low embodied carbon.
- **Policy EN6 Target Framework for CO2 reduction from low or zero carbon energy supplies** - This Policy provides a framework target for developments. Developments over 1,000 sqm should be supported by an Energy Statement to demonstrate how low carbon energy targets are to be met.
- **Policy EN 14 Flood Risk** - This policy seeks to protect against Flood Risk in order to ensure no flood risk to development elsewhere.
- **Policy EN15 Biodiversity and Geological Conservation** - This policy seeks to protect biodiversity and provide opportunities for biodiversity enhancement wherever possible.
- **Policy EN19 Waste** – This policy requires a Waste Management Plan for all development to be submitted to demonstrate that demolition and construction of any buildings are appropriately managed.
- **Policy DM1 Development Management** - This policy sets out key development management considerations that all development should take account of to ensure appropriate and sustainable design.

#### **Manchester City Council Unitary Development Plan Saved Policies (1995)**

- 4.7 The Manchester Core Strategy (2012) supersedes the Unitary Development Plan apart from the Saved Policies. There are no saved policies that are considered to be relevant to the development proposals.

## Other Material Considerations

### National Planning Policy Framework (2021)

- 4.8 The NPPF sets out the Government's planning policies and how these are expected to be applied. At **Paragraph 7** it confirms that the purpose of the planning system is to contribute to sustainable development.
- 4.9 At **Paragraph 8**, it identifies three overarching objectives to sustainable development:
- Economic: building a strong, responsive and competitive economy;
  - Social: supporting strong, vibrant and healthy communities; and
  - Environmental: protecting and enhancing the natural environment and built and historic environment.
- 4.10 **Paragraph 10** confirms that a presumption in favour of sustainable development lies at the heart of the Framework. **Paragraph 11** states that for decision-making, this presumption in favour of sustainable development means *"approving development proposals that accord with an up-to-date development plan without delay."*
- 4.11 Of particular relevance to this application is Section 6 of the NPPF – Building a strong, competitive economy. **Paragraph 81** sets out how;
- "Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development."*
- 4.12 Section 9 of the NPPF concerns the promotion of sustainable transport. **Paragraph 107** states that if setting local parking standards for residential and non-residential development, policies should take into account the accessibility of the development; the type, mix and use of development; the availability and opportunities for public transport; local car ownership levels; and the need to ensure provision for electric vehicles. **Paragraph 111** states that development should only be prevented or refused on highways ground if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 4.13 **Paragraph 119** states that planning policies and decision should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. **Paragraph 120** states that planning decisions should promote and support the development of under-utilised land and buildings.

- 4.14 Section 15 and **Paragraph 174** recognises that the planning system should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, preventing new and existing development from contributing to unacceptable levels of soil, air, water or noise pollution of land instability, and where appropriate, remediating derelict and contaminated land.

## 5.0 Planning Appraisal

5.1 This section considers the application proposals against the provisions of the Development Plan and other material considerations and covers the following:

- Principle of Development;
- Layout and Design;
- Access and Highways;
- Noise and Air Quality;
- Ecology and Trees;
- Flood Risk and Drainage;
- Energy Efficiency;
- Crime Impact Statement.

### Principle of Development

5.2 The development will enable an existing local business (Strawberry Catering) to expand into a larger, more suitable unit, thereby securing their future in the local area. Strawberry Catering is part of the Barton and Redman group, fruit and vegetable wholesalers who have been located at New Smithfield Market since 2013. The proposals would also see the introduction of a new business (Khanjra Cash & Carry) into the local area.

5.3 The proposals form an early phase of the Council's wider plans for the redevelopment of New Smithfield Market. In 2019 the Council appointed consultants to advise on the options for re-development of the market. All options look to reduce the area of the current market buildings with demolition in the eastern part of the site. The retained units will be either refurbished or redeveloped to provide more suitable space for traders and respond to market needs.

5.4 Reflecting this strategy, the application proposals will involve the demolition of some of the existing industrial units and the eastern part of the market units. These are a mixture of vacant and currently occupied. The existing occupiers will all be relocated to existing vacant units in other parts of the market site in order to facilitate the development.

- 5.5 The proposed development will see the existing business of Barton and Redman able to expand and remain in the local area. This, alongside the addition of Khanjra Foods as a new occupier supports the Council's wider plans to redevelop the Market to ensure its future suitability for traders and therefore its continued operation and success in this location. The principle of the development is in accordance with Core Strategy Policies EC2 and EC5 which relate to the retention and protection of employment within the East Manchester Area.
- 5.6 As well as enabling the business to retain all existing local jobs, the will introduce new jobs into the local area. It will regenerate this underused and deteriorated part of the New Smithfield site, and bring environmental improvements to the immediately surrounding area.
- 5.7 The principle of the proposed use of the site is therefore wholly in accordance with adopted local planning policy.

#### **Layout and Design**

- 5.8 Policy DM1 sets out key development management considerations and the need to achieve good quality design. The submitted Design and Access Statement prepared by CUBE Architects provides detail on the design rationale of the proposals and how the scheme responds to key design requirements.
- 5.9 The design of the buildings follows the traditional form synonymous with industrial use and utilizes a material palette already prevalent in the surrounding area. The siting of the buildings has been informed by the site constraints and represents the most suitable and efficient layout to respond to these constraints and achieve the occupier's requirements.
- 5.10 Flexibility has been designed into the units to ensure the internal space can cater for any future market requirement in the event it is no longer required by Barton and Redman or Khanjra Foods.
- 5.11 Level access and sufficient internal manoeuvring area will ensure the development is DDA and Approved Document M compliant.
- 5.12 The risk of crime has been taken into account of the design with regard to the recommendations within the submitted Crime Impact Statement. Access to the site will be secured through the gatehouse of the main market. All visitor entrances to the site are kept legible and are monitored from one controlled reception area which will be open, well-lit and welcoming. New and existing paladin fencing will secure the boundaries of the site.

### **Access and Highways**

- 5.13 Eddisons Transport Consultants have been commissioned to provide transport and highways advice in relation to the application proposals. The application is supported by a Transport Statement.
- 5.14 The site is located within the New Smithfield Market and vehicular access into the Market is provided via two locations. The main vehicular access is to the north off Whitworth Street East whilst a secondary access is provided to the south off Lawton Street adjacent to the application site. Tracking plans are provided in the Transport Statement to show how the site can be accessed by HGVs.
- 5.15 The Transport Statement sets out how the site is accessible to a range of local facilities by foot, cycle and public transport. Frequent bus services operate from the bus stops to the east of the site on Ogden Lane, within a walking distance of approximately 200 metres from the centre of the site. Further bus stops are located on Ashton Old Road. The site is also accessible on foot and cycle. The Fallowfield Loop (National Cycle Route 60) is located approximately 230 metres to the east of the site providing a route from Chorlton-cum-Hardy through Fallowfield and Levenshulme to Gorton and Fairfield in Manchester.
- 5.16 The proposed development is forecast to have minimal impact on the operation of the local highway network, especially when taking into account the loss of existing floorspace as a result of the proposed demolition and the trip generation already approved under the previous proposal. The proposed level of car parking meets the Council's standards, and is based on the occupiers experience of parking demand at their other units in the north-west of England. Disabled and electric vehicle charging points are also provided to meet the Council's standards.
- 5.17 The submitted Transport Statement demonstrates that the proposals are acceptable from a highways and transportation perspective, complying with Policies T1 and T2 of the Core Strategy and the relevant guidance in Chapter 9 of the NPPF.

### **Noise and Air Quality**

- 5.18 Policy DM1 Development Management sets out key development management considerations including ensuring development does not have adverse noise or air quality impacts.
- 5.19 A Noise Assessment has been undertaken by E3P. A full weekday and weekend background sound survey was undertaken in a position considered representative of the closest existing residential receptor to the east on Cornwall Street. E3P has undertaken modelling all of the proposed noise sources in order to predict noise levels at the closest receptors. The assessment has shown compliance with the Council's criterion for new commercial developments without the need for physical mitigation measures.

- 5.20 The application is also supported by an Air Quality Assessment prepared by Ensaf. Due to the relatively low background concentrations and limited traffic generation compared with the existing use, the assessment indicates that impacts on air quality are likely to be not significant throughout either the construction or operational phases.

### **Ecology and Trees**

- 5.21 Policy EN15 Biodiversity and Geological Conservation seeks to protect biodiversity and provide opportunities for biodiversity enhancement wherever possible.
- 5.22 Ecologists E3P have assessed the Site and found it has limited ecological value given it comprises of commercial units surrounded by hardstanding. No further surveys are required for the development to proceed. Mitigation measures in the form of the timings of vegetation clearance and Precautionary Working Methods for Badger are recommended.
- 5.23 A Tree Survey and Implications and Method Statement has been undertaken. This identified that 2 individual and 1 group of lower quality trees are to be removed to facilitate the development. Through increased soft landscaping and planting, as shown on the submitted Landscaping Drawings, the proposals will achieve an overall gain in the amount of planting and biodiversity of the site including replacement tree planting.
- 5.24 Most of the existing band of trees along the southern boundary and in the south-east corner of the site are to be retained as part of the development.
- 5.25 The proposals therefore accord with Policy EN15 of the Core Strategy and Section 15 of the NPPF.

### **Energy Efficiency**

- 5.26 Complete Sustainability Solutions have been commissioned to advise on energy efficiency, and have prepared an Energy Statement to support the application. This demonstrates how through the use primarily of high specification building fabric, Unit 1 will secure a 15.8% improvement upon building regulations Part L 2016, and Unit 2 will secure a 13.4% improvement upon building regulations Part L 2016.
- 5.27 The Energy Statement therefore demonstrates how the proposals are in line with Policies EN4 and EN6 of the Core Strategy.

### **Crime Impact Statement**

- 5.28 A Crime Impact Statement has been submitted with the application to consider the risks of crime affecting the development and recommend design measures to protect the future development against these risks.
- 5.29 The recommended design measures include paladin fencing to form a secure boundary to the site, the installation of CCTV, and measures to ensure the design of the building prevents break-ins. These design measures will be incorporated in the design of the scheme.
- 5.30 The Statement describes how the development will be consistent with current design principles of the NPPF and has adopted the principles of Secured by Design.

### **Flood Risk and Drainage**

- 5.31 The application is accompanied by a Flood Risk Assessment and Outline Drainage Strategy produced by EMM Ltd. The proposed development area is at low risk of flooding from most sources except for overland flows resulting from exceedance of surface water or other sewerage systems.
- 5.32 No special mitigation measures are deemed as necessary to be incorporated into the development proposals other than ensuring the building finished floor level is at least 300mm above the adjacent existing ground levels to the west of the development area to mitigate the risk of adverse effect from overland flooding.
- 5.33 A Drainage Strategy is also provided showing how attenuation of runoff can be implemented to suit the constraints of the site.
- 5.34 The proposed development is therefore in accordance with Policy EN14.

### **Summary**

- 5.35 The principle of the proposed industrial development on the site is wholly in accordance with local adopted planning policy which seeks to protect and enhance existing employment sites.
- 5.36 A suite of technical documents has been submitted with the application which demonstrate that there are no technical constraints which would preclude the proposed development, and the proposals accord with national and local planning policies.

## 6.0 Conclusions

- 6.1 This Planning Statement has been prepared in support of a full application made on behalf of E&E Barton Estates Limited and Khanjra Foods at New Smithfield Market for:

**“Demolition of existing buildings and erection of two industrial units (Class B8) with ancillary office space (Class B1) with associated access, parking, service yard and landscaping including the replacement of the access roadway to the existing adjacent unit”**

- 6.2 The proposed development will support the expansion of existing and introduction of new businesses in the local area, and is part of the Council’s wider plans to redevelop the Market to ensure its future suitability for traders and therefore its considered operation and success in this location. The principle of the development is in accordance with Core Strategy Policies EC2 and EC5 which relate to the retention and protection of employment within the East Manchester Area.

- 6.3 The application proposals will deliver a number of significant material benefits. These include:

- Enabling the existing business of Barton and Redman (Strawberry Catering) to expand and remain in the local area and relocate to a more appropriate unit at Smithfield Market – thereby retaining existing local jobs;
- The addition of Khanjra Foods further supports the Council’s aspirations of ensuring Smithfield Market is supported through long-term occupiers;
- Creating new jobs through the expansion of existing local business;
- Delivering significant improvements to the immediately surrounding environment and regenerating this area of the market and acting as a catalyst for regeneration in the rest of the estate;
- Enhancing planting and opportunities for biodiversity across the site when compared to the existing situation;
- Delivering a modern scheme of a high-quality design which reflects the materials and character of the existing area, is designed to minimise crime, and benefits from enhanced efficiency to all thermal elements.

- 6.4 A suite of technical reports are submitted in support of the application to demonstrate how the development will not give rise to adverse impacts and will comply with all relevant planning policies.

