



3 Brindleyplace
Birmingham
B1 2JB

T: +44 (0)8449 02 03 04
F: +44 (0)121 609 8314

avisonyoung.co.uk

Our Ref: 04C101020

Your Ref:



17th March 2022

Jennifer Atkinson
Development Management North
Planning Building Control and Licensing
Manchester City Council
PO Box 532
Town Hall
Manchester
M60 2LA

Dear Ms Atkinson

SUBMISSION OF A FULL PLANNING APPLICATION FOR CHANGE OF USE TO A DARK KITCHEN (FOOD TAKEAWAY FACILITY) ON LAND AT PARK STREET, MANCHESTER

On behalf of Views (Holdings) Ltd ("the Applicant") Avison Young ("AY") are pleased to submit a full planning application which proposes the following at 22 Park Street, Cheetham Hill, Manchester, M3 1ET ("the Site"):

"Full planning permission for the change of use from Sui Generis to a dark kitchen/ food takeaway facility (Use Class B2) with external bin store, cycle provision and associated works."

The application documentation has been submitted via the Planning Portal (Ref. PP-11103686) which include:

- Covering Letter prepared by Avison Young
- Application Forms prepared by Avison Young
- Design and Access Statement prepared by Architectural Emporium Ltd
- Site Location Plan – K-0.001
- Existing Floor Plans – K-0.100
- Existing Elevations – K-0.200
- Proposed Floor Plans – K-2.100a
- Proposed Elevations – K-2.200a
- Waste Proforma
- Odour Impact Assessment prepared by Redmore Environmental
- Noise Impact Assessment prepared by Lighthouse Acoustics
- Transport Statement prepared by Curtins

The planning application fee of £462 which has also been paid.

The Development Site and Context

The Site is located approximately 0.8km to the north of Manchester City Centre, in an area known as Strangeways. An aerial image showing the Site location and an indicative application boundary is provided at Figure 1 below. The Site is occupied by a small, two storey brick building with very little / no architectural merit.

The existing building was granted a change of use in 1988 to a sandwich shop / take away hot food shop (planning application Ref: 031769). This permission does not specify the use class sought; however, we assume this would fall under Class A1 or A3 (now E(a) or E(b)). It could, however, potentially fall under Class A5 (now sui generis). Nevertheless, since the Applicant acquired the Site and adjacent land, the two storey building has not been in use.



Figure 1: Site Location

The surrounding area, Strangeways, is characterised by predominantly industrial uses with light industrial buildings, vacant sites and surface level car parking supplied throughout.

With regards to environmental constraints associated with the Site, these are listed below:

- Flood Risk – based on the Environmental Agency's Flood Risk Map for Planning, the entirety of the Site is located within Flood Zone 1 where a low probability of flooding is anticipated.
- Heritage – the Site is not located within a Conservation Area and there are no listed buildings or other heritage assets within or in close proximity to the Site boundary.
- Trees and Ecology – there are no trees or vegetation/ soft landscaping or means of ecological value within the Site.

A desktop review of Manchester City Council's (MCC) online planning register has been undertaken. The Site has not been subject to any major planning application within the past 30 years.

The Proposed Development

The Site falls within the Emerging Great Ducie Street Strategic Regeneration Framework (SRF), November 2018, which sets out a vision and various development principles for the regeneration of the wider area of land to the north of the City Centre. The Great Ducie Street SRF area extends northwards from Manchester's Inner Ring Road adjacent to the Manchester Arena. A plan showing the extent of the Great Ducie Street SRF area is shown in Figure 2. Whilst the Applicant have long term aspirations to promote this Site along with surrounding land they own for development broadly in line with the SRF, they have identified a shorter term need to utilise the existing build as a "dark kitchen"/ food takeaway facility (Use Class B2) to the benefit of the local community and businesses.

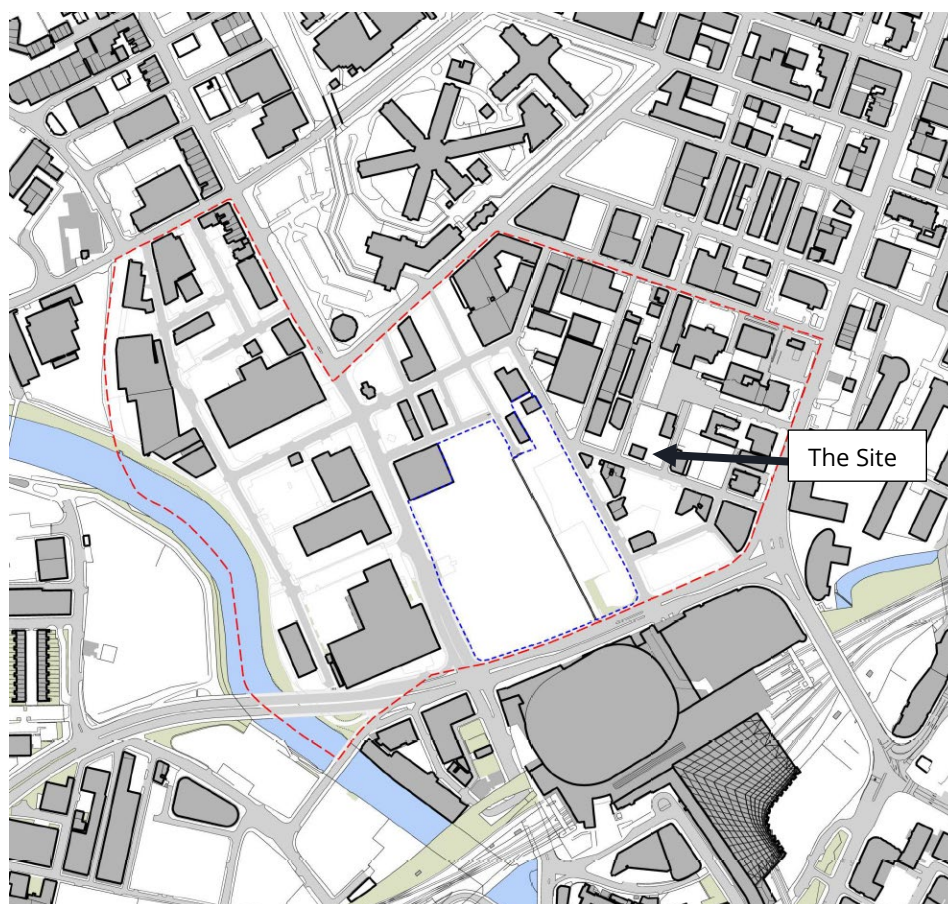


Figure 2: Great Duchie SRF Boundary Extent

The provision of a dark kitchen is a fairly new concept which has arisen in recent years as a result of the growth in the fast-food delivery industry. As per pre-application discussions with MCC it has been confirmed that their approach to classifying dark kitchens is as Use Class B2, as they involve

processing food with no visiting members of the public. We note this is in line with other consents for a similar use across the City including on Stocks Street (planning application ref: 17/71094/FUL).

This application proposes the installation of 13 commercial kitchen units with a main reception/ food collection point within the existing building footprint. The existing building envelope will remain as existing. Where possible windows will be retained or replaced with new high performance double glazed UPVC windows. New commercial extraction systems will be located on the flat roof minimising the visual impact.

Externally, there will be a new secure cycle storage area with circa 12 spaces and a new external bin store in the southwest corner of the Site. A new palisade fence is proposed to separate the rear of the Site from the adjacent car park. This will match the existing palisade fencing height and scale, resulting in a very low impact on the surrounding context and adjacent buildings.

For full design details please refer to the submitted Design and Access Statement prepared by Architectural Emporium Ltd. For details regarding the ventilation and extraction systems please refer to Odour Impact Assessment prepared by Redmore Environmental.

Principle of Development

The Development Plan

The Development Plan for the Site currently comprises:

- The Manchester Core Strategy (adopted July 2012) and Proposals Map; and,
- Saved policies from the Unitary Development Plan (2004).

As defined by the Proposals Map, the Site is not allocated for a specific use, however it is located within North Manchester (Policies EC4 and H3).

The Manchester Core Strategy was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long-term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. The following policies from the Core Strategy are considered of relevance for the determination of this application:

- **EC4 North Manchester** – identifies Strangeways Employment Area suitable for retention and growth of general industry, warehousing and distribution.
- **C9 Out of Centre Development** – states that development that improves the environment of an existing out-of-centre facility or its relationship with surrounding uses will be supported
- **DM1 Development Management** – states that all development should have regard to specific issues including: siting, layout, scale, form, massing, materials as well as impact on amenity and surrounding land uses.

The Manchester UDP was adopted by the Council in July 1995. The Manchester Core Strategy replaces significant elements of the UDP. The 'saved' policies from the UDP considered of relevance for the determination of this application include:

- **DC10 Food and Drink** – states that in determining planning applications for developments involving the sale of food or drink for consumption on the premises, or for hot food to be consumed off the premises (whether or not other activities, such as a nightclub, are included), the Council will have regard to:
 - a. the general location of the proposed development, including any reference to the area in other policies in the Plan;
 - b. the effect on the amenity of neighbouring residents;
 - c. the availability of safe and convenient arrangements for car parking and servicing;
 - d. ease of access for all, including disabled people; and
 - e. the storage and collection of refuse and litter.

DC10.2 states that the Council will normally accept the principle of developments of this kind in industrial and commercial areas.

DC10.4 states that where the Council considers the proposed development to be acceptable in principle, conditions may be imposed in order to protect the amenity of nearby residents. These conditions may, amongst other things, include limitations on the hours of opening, and the need to deal satisfactorily with noise, fumes, smells, the storage of refuse and the collection of litter.

In response to Policy DC10 the application proposals have been based on the findings of various technical reports including noise impact, odour impact and transport. The findings of which are submitted in support of this application.

A detailed environmental sound survey has been undertaken as detailed in the acoustic report prepared by Lighthouse Acoustics. The assessment finds that with the incorporation of atmospheric silencers and acoustic lagging installed with the kitchen extract fans the plant sound emissions will not have an impact on the nearest sensitive receptor. As with noise, the findings of the odour assessment undertaken by Redmore Environmental it is recommended that a baffle filter, then fine filter, then carbon filter system is installed on site. This specification is likely to offer the most economical abatement option and is suggested within the EMAQ+ and DEFRA guidance for kitchens with a high risk of impact. As such, it is considered a suitable approach to reduce impact within the vicinity of the site.

Regarding assessing any potential highways impact, Curtins has been appointed to provide traffic and transport advice in relation to a planning application. A review of baseline conditions and highway safety in the vicinity of the site has been undertaken. There have been no fatal incidents in the latest five-year period and the causes of the single serious incident were unrelated to highway layout. It is not considered that there is an existing highway safety issue that is likely to be exacerbated by the proposed development.

There will be no on-site car parking due to the abundance of on- and off-street car parking within a short walking distance and the low number of car trips expected to be generated by delivery drivers/ riders. Staff will be encouraged to not drive to work. There will be 12 cycle parking spaces for use by both kitchen staff and delivery riders. The site is accessible by sustainable modes of transport. The surrounding area exhibits good levels of pedestrian and cycling infrastructure, and there are several public transport opportunities, including by bus and rail, within acceptable walking distance of the site.

The vast majority of trips will be by cycle and PTW. The number of car trips generated by the proposed development could equate to 6 and 17 two-way movements in the typical PM peak and development peak periods respectively (17:00 – 18:00 and 19:00 – 20:00 on a Friday). As such, any vehicular impact would be negligible on the surrounding area in terms of highways, traffic, and transportation.

A review of relevant local and national transport planning guidance has been undertaken. It is considered that the proposed development conforms with such policy. From a traffic and transportation perspective there are no reasons why the development proposals should not be granted planning approval.

Great Ducie Street Strategic Regeneration Framework (2018)

The Great Ducie Street SRF (November 2018) sets out a long-term vision and various development principles for the regeneration of the wider area of land to the north of the City Centre. It extends northwards from Manchester’s Inner Ring Road adjacent to the Manchester Arena.

The SRF includes a high-level masterplan which denotes the intended uses of individual blocks within the masterplan area. The SRF also notes that a number of noteworthy buildings are present within the Character Area and, where possible, these should be retained and re-used and that development should facilitate opportunities for improved public realm and the creation of new pedestrian routes. Of relevance to this application Site, the Masterplan illustrates mixed-use block incorporating new commercial and residential space, an extract of which is shown in Figure 3.



Figure 3: Extract of Proposed SRF Masterplan

This application, once approved, will in no way prohibit the ambitions set out in the SRF for the redevelopment of the Site and wider area. The Applicant has a vested interest with the long term development of the Site broadly in line with the principles and parameters of the SRF. However, this is very much a long term strategic plan and relies on surrounding development/ provisions being delivered. Until such time that the Applicant can deliver the long term aspirations, the purpose of this application is to provide a short term solution to utilise an existing building which is considered suitable for an identified need and entirely appropriate in the context of the existing uses in the area.

National Planning Policy Framework (2021)

The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The overall emphasis of the NPPF is to reiterate the Government's key objectives of boosting the supply of housing, facilitating economic growth, and securing sustainable development. The NPPF is a significant material consideration in the determination of this application.

Chapter 11 "Making effective use of land", states that applications should promote an effective use of land in meeting identified needs whilst safeguarding and improving the environment. It is also overwhelmingly in support of delivering previously developed/brownfield sites for development which addresses an identified need. Paragraph 123 specifically states:

"Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs."

The site is not allocated for a specific purpose but it does fall within the SRF masterplan for mixed-use development. As aforementioned, the intention of this application is to utilise a vacant, building to avoid its decline into disrepair until such time that it can be redeveloped to serve a greater need in accordance with local policy, the SRF. The principle of which is clearly supported at a national planning policy level.

Overall, the NPPF makes it clear that Local Planning Authorities should look for solutions rather than problems, and decision-takers should seek to approve applications for sustainable development.

Summary

The local and national planning policy context is overwhelmingly supportive of utilising previously developed sustainable land for identified development needs. This application plays a small but important short term role in line with the existing uses in the area, and will in no way impeded delivering the Council's long term ambitions for the major change and regeneration in this part of Manchester.



I trust that this is satisfactory for the Council to enable swift validation of the application. We would welcome continued positive dialogue with the Officers during the determination of the application. In the meantime, should you require any further information or wish to discuss the application then please do not hesitate to contact me.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'J Smith', with a stylized, cursive 'J' and 'S'.

Joseph Smith
Senior Planner
0161 956 4066
joseph.smith@avisonyoung.com

For and on behalf of Avison Young (UK) Limited