



# Paul Butler Associates

Planning, Development & Heritage Consultants

## MABA Eats Ltd

Land at Holbrook Street, Manchester, M1  
7DB

## Planning and Heritage Statement

March 2021

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**Professional Planning, Development & Heritage Advisors since 1992.**

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## 1. Introduction

1.1 This Planning and Heritage Statement has been prepared by Paul Butler Associates on behalf of MABA Eats Ltd to accompany an application for planning permission relating to land at Holbrook Street, Manchester, M1 7DB. The application relates to a small plot of vacant land adjacent to the River Medlock and the railway line which is currently without use and has a negative impact on the visual quality of the area.

1.2 The application proposal is for a pop-up food outlet. The description of the development is:

*'Creation of a pop-up food venue involving the siting of a food trailer, outdoor seating, associated landscaping and lighting'.*

### Structure of the Statement

1.3 In order to provide a clear understanding of the application proposal and its relationship with the surrounding area, this statement includes:

- A description of the application site and surrounding area;
- An overview of the proposal and pre-application discussions;
- A review of the relevant national and local planning policy guidance; and,
- An appraisal of the proposal against its planning policy context.

### Supporting Information

1.4 The application is supported by the following information:

- Planning Statement prepared by Paul Butler Associates [this document].
- Planning drawings prepared by Atelier MB Architects.
- Visuals prepared by Revival Trailers.
- Waste Management Strategy Pro-forma prepared by Paul Butler Associates.
- Acoustic Planning Report prepared by SBM Acoustics.
- Design for Security Review Letter prepared by Greater Manchester Police.

- Extraction and Ventilation Details prepared by Swan Projects.

## 2. The Application Site and Surrounding Area

- 2.1 The application site relates to a small plot of land located on Holbrook Street, off Pritchard Street in Manchester City Centre. The site is bounded by the River Medlock to the east, the Manchester South Junction & Altrincham Railway viaduct to the north, an outdoor seating area associated with YES Bar to the west, and Holbrook Street and the Lass O'Gowrie public house to the south. (see figure 2.1 below).

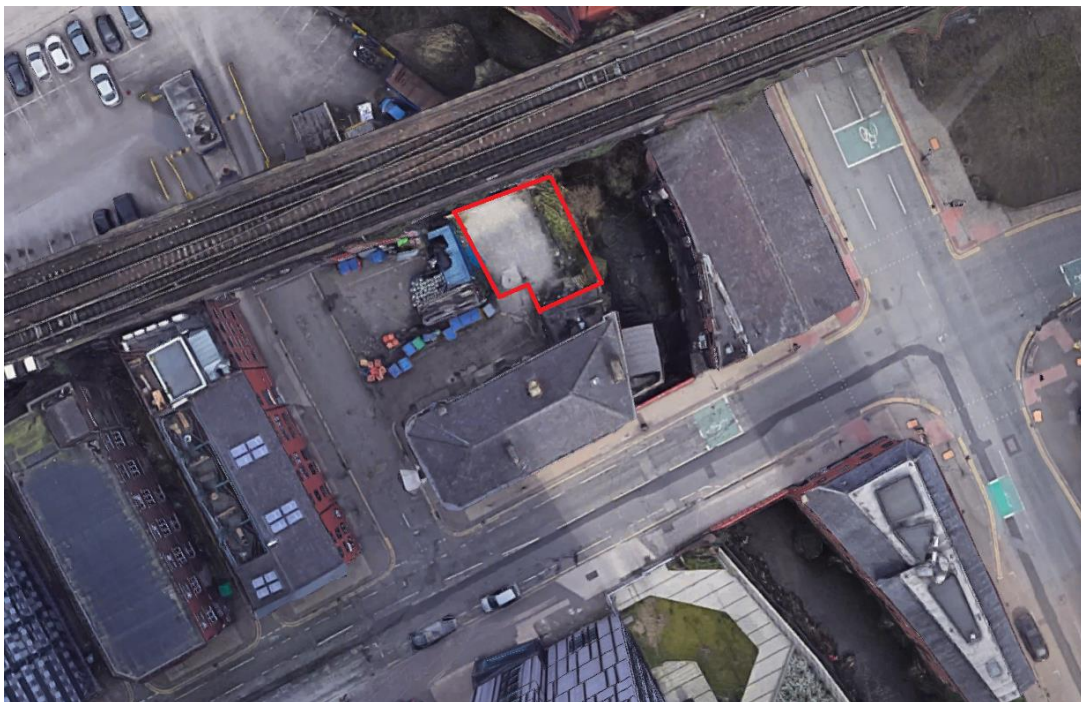


**Figure 2.1:** The application site (outlined red).

- 2.2 The site comprises a vacant plot which has recently been occupied by a shipping container, commercial refuse bins and various other pieces of equipment / material. The site comprises hardstanding and the river bank falls downwards along the eastern boundary of the site. There is an existing post and mesh fence along the top of the river bank. The site is secured by a black metal lockable fence at the Holbrook Street entrance.



**Figure 2.2:** View of the application site from Holbrook Street.

## The Surrounding Area

- 2.3 The site is located in a mixed use area which comprises residential developments, restaurants, offices, pubs, bars, music venues, and surface car parking.
- 2.4 The site is not within a conservation area, however the site does lie close to the boundary of the Whitworth Street Conservation Area which is demarcated by the railway line to the north of the site. There are no heritage assets located within the site, however the Lass O' Gowrie public house and the Manchester South Junction & Altrincham Railway Viaduct are Grade II Listed.



**Figure 2.3:** View of the application site looking along Holbrook Street.

## 3. Planning History and Pre-application Discussions

### Application site planning history

- 3.1 In line with good practice a review of the site's planning history was undertaken using the site's online planning database on 23.02.2021. No planning history was identified for the application site.

### Pre-application discussions

- 3.2 Pre-application advice was sought from Manchester City Council prior to the submission of the application. The proposals were discussed on the telephone with Angela Leckie in November 2020. Angela confirmed support for proposals in principle, but confirmed there were various issues which would require consideration. These issues related to the operation and management of the outlet, and how this would tie in with neighbouring licensed premises; security; and layout and design. The pre-application advice has been taken on board during the preparation of the application, and the issues raised are fully considered in section 6 of this statement. A list of supporting information was also issued to Angela for comment. The application submission is reflective of the list provided.

## 4. The Proposals

- 4.1 The application proposes the creation of a pop-up food outlet, which will involve the siting of a food trailer, outdoor seating, and associated landscaping and lighting.
- 4.2 The applicant's intention is to create a quirky, independent venue with an intimate / personal atmosphere. The proposals will enliven this vacant corner of land, enhancing the food / leisure offer in the area and helping to create a sense of place and identity for this part of Holbrook Street.
- 4.3 The food outlet is proposed to be open to customers from 11am until 9pm daily. The food outlet will specialise in falafel, and will also sell other goods such as sandwiches, salads, coffee and fresh juice. The outlet would not be licensed.
- 4.4 The proposed food trailer is manufactured by Revival Trailers, and is an aluminium trailer with a built in kitchen. The proposed trailer is high quality with a 'quirky' and 'funky' design. Tables and chairs to accommodate up to 30 people will be provided, and landscaping works will involve the provision of planters to the site boundaries. The existing fence along the top of the river bank will be renewed. Atmospheric lighting will be provided using fairy lights.
- 4.5 A timber bin store will accommodate refuse storage in the north western corner of the site.

## 5. National and Local Planning Policy Context

5.1 Planning policy guidance of relevance to the proposed scheme, and which provides the context for its assessment, is set out within the following documents:

- The National Planning Policy Framework (NPPF); and,
- The Development Plan for Manchester.

### National Planning Policy Framework (NPPF)

5.2 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England. A revised version of the document was published 24 July 2018 and updated on 19 June 2019. The document states that the purpose of the planning system is to contribute to the achievement of sustainable development. Of relevance to the proposed scheme it states that:

- The objective of sustainable development is summarised as meeting the needs of the present without compromising the needs of future generations to meet their own needs (Paragraph 7).
- So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (Paragraph 10).
- Applications for planning permission should be determined in accordance with the development plan, unless material considerations indicate otherwise (Paragraph 47).
- 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 (Paragraph 80).
- Planning decisions should support the role that town centres play at the heart of local communities by taking a positive approach to their growth (Paragraph 85).

- Planning should aim to achieve healthy, inclusive and safe places which facilitate social interaction and create healthy and inclusive communities by amongst other things: promoting opportunities for meetings between members of the community through mixed-use developments and active street frontages; and, creating safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion (Paragraph 91).
- Planning decisions should promote the effective use of land (Paragraph 118).
- Planning should achieve high quality design for all developments. Developments should: function well and add to the overall quality of the area; be visually attractive as a result of good architecture; be sympathetic to local character and history; and, maintain a strong sense of place (Paragraph 127).
- Planning policies and decisions should ensure that new development is appropriate for its location taking into account the likely effects of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to the impacts that could arise from the development. In doing so amongst other things, they should mitigate and reduce to a minimum potential adverse impacts resulting from the noise from new development and avoid noise giving rise to significant adverse impact on health and quality of life (Paragraph 180).
- Heritage assets are an irreplaceable resource and should be considered in a manner appropriate to their significance (Paragraph 184).
- In determining applications local authorities should require an applicant to describe the significance of any heritage assets affected including any contribution made by their setting. The level of detail should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance (Paragraph 189).
- In determining applications local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation (Paragraph 192).

- Where a development proposal will lead to less than substantial harm to the significance of the designated heritage asset this should be weighed against public benefits including securing its optimum viable use (Paragraph 196).

## The Development Plan for Manchester

5.3 The Development Plan for Manchester comprises the following documents:

- The Core Strategy Development Plan Document (July 2012);
- Saved policies of the Unitary Development Plan for Manchester (July 1995);
- Interactive Proposals Map; and
- The Guide to Development in Manchester Supplementary Planning Document and Guidance (April 2007).

### The Core Strategy Development Plan Document (July 2012)

5.4 The Core Strategy, adopted in July 2012, is the key Development Plan Document against which proposals should be judged. Core Strategy objectives and policies of particular relevance to the proposed scheme include:

- Policy SP 1 'Spatial Principles' which states that the Regional Centre will be the focus for economic and leisure activity; and, that development should enhance/protect the built/natural environment, reuse previously developed land wherever possible and improve access to jobs.
- Policy EC 1 'Employment and Economic Growth in Manchester' aims to improve access to jobs and continue the social, economic and environmental regeneration of the City, whilst seeking efficient use of buildings and minimising detrimental impacts on adjacent uses.

- Policy CC 4 'Visitors - Tourism, Culture and Leisure' states that the City Centre will be the focus for culture and leisure; and, promotes development which improves facilities for visitors and residents.
- Policy CC 9 'Design and Heritage' states that development in the City Centre should preserve or enhance heritage assets, including conservation areas.
- Policy C 10 'Leisure and the Evening Economy' supports evening and night time economy uses which contribute to the city centre's vitality and the creation of a safe, inclusive evening economy and which do not have a detrimental impact on residential amenity in terms of noise, traffic and disturbance.
- Policy EN 1 'Design Principles and Strategic Character Areas' states that development in Manchester must follow the seven principles of urban design and should have regard to the strategic character area in which the development is located. With regards to development in the City Centre developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area.
- Policy EN 3 'Heritage' sets out that new developments must be designed so as to support the Council in preserving/enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance including conservation areas.
- Policy DM 1 'Development Management' sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; effects on amenity; accessibility; community safety and crime prevention etc.

## **Saved Policies of the Unitary Development Plan for Manchester (July 1995)**

- 5.5 The Unitary Development Plan (UDP) was superseded by the Core Strategy. However, a number of UDP policies have been 'saved'. Extant policies contained within the UDP which are relevant to the proposed scheme include:

- Policy DC10 'Food and Drink Uses' seeks to ensure that food and drink uses protect the amenity of nearby residents; have safe and convenient arrangements for servicing; provide ease of access for all; and provide for adequate storage and collection of refuse and litter.
- Policy DC18.1 'Conservation Areas' seeks to protect, preserve and enhance the character of the city's conservation areas.
- Policy DC19 'Listed Buildings' states that the Council will have regard to the desirability of securing the preservation of listed building and their setting.
- Policy DC26 'Development and Noise' aims to minimise the adverse impact of noise on noise-sensitive developments.

## Interactive Proposals Map

- 5.6 The Interactive Proposals Map shows both Core Strategy and Saved UDP Policies which apply in Manchester. This shows that the site is located within the City Centre boundary and the Regional Centre. The site is also located adjacent to the Whitworth Street Conservation Area.

## Guide to Development in Manchester Supplementary Planning Document and Guidance (April 2007)

- 5.7 This document aims to support and enhance the on-going shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development that everyone wants to see in Manchester. The sections of the guide that have been considered in the development of the proposed scheme include:
- Section 1 'Creating a Sense of Place' aims to encourage the creation of places which are welcoming, inclusive, neighbourly, interesting and attractive.
  - Section 2 'Design' provides guidance under 7 key principles recognised as being urban design characteristics which together create successful places.

- Section 3 'Accessibility' sets out design principles that will help to achieve accessible development and makes reference to the guidance document 'Design for Access 2' which provides detailed information on design standards.
- Section 8 'Community Safety and Crime Prevention' promotes a safer environment.

## Other Relevant Guidance

### Design for Access 2 2003

- 5.8 This document sets out the Council's best practice guidance on inclusive design standards. Design for Access 2 has been produced as a manual for architects, planners, engineers, landscape architects and other designers and sets out the City's aspirations for inclusive development.

### Stronger Together: Greater Manchester Strategy (2013)

- 5.9 The strategy aims to broaden the range of investment and activity in town centres through investment in the public realm and the physical and natural environment and through diversifying the day-time and night-time economies to include a safe and welcoming residential, leisure and hospitality offer.
- 5.10 For the reasons given in section 6 below it is considered that the proposal is wholly consistent with the above planning policy guidance.

## 6. Planning Appraisal

6.1 Having regard to the planning policy guidance detailed in section 5, the key material considerations against which the proposed scheme should be considered include:

- Principle of Development
- Design and Heritage
- Crime and Security
- Operation, Management, Servicing and Deliveries
- Impact on Neighbouring Amenity
- Sustainable Development: Economic, Social and Environmental Benefits

### Principle of Development

6.2 The application proposed the creation of a pop-up street food venue at a vacant and under-used site in Manchester City Centre. The site is located in a mixed-use area which is close to other commercial, leisure, and food and drink uses. The proposals are considered to be an ideal use for the site and enhance the food / leisure offer in this location in a similar way to 'Hatch' on Oxford Road and 'Escape to Freight Island' at the Mayfield Depot but in a more personal/intimate way. The proposals would complement the surrounding uses, and help to strengthen the vibrancy and vitality of the City Centre.

6.3 In the current climate - which is exceptionally difficult for restaurant operators - the proposals represent a realistic and viable business model, which will also contribute to job creation within the City, particularly for workers in the hospitality sectors who have been hit especially hard.

6.4 The creation of a pop-up style development would enable the provision of customer seating in an outdoor setting which is preferable with regard to minimising the spread of COVID 19. In addition the proposal would make efficient use of an underutilised site in a highly sustainable and accessible City Centre location.

- 6.5 The proposals will also involve the development of brownfield land located within a highly sustainable and accessible city centre location, and is therefore associated with positive sustainability credentials. The existing site has been left to become dilapidated, and is currently being used to store commercial refuse bins, amongst other miscellaneous items. The site's vacancy and unkept appearance has a negative impact on the visual quality of the site and this part of Holbrook Street. The development proposals will greatly improve the appearance of the site by providing it with an active, viable use, and seeing the site be tidied up and landscaped to create an intimate, independent pop-up food venue.
- 6.6 Overall, the principle of the proposals are wholly acceptable. The development is fully compliant with policies SP 1, CC 1, CC 4, CC 7 and C 10 of the Core Strategy, and the relevant chapters of the NPPF.

## Design and Heritage

- 6.7 The existing site makes no contribution to the character of the area, with only low level use as storage and providing servicing / back of house activities. The creation of a pop-up restaurant would have a positive environmental impact by creating vibrancy and enlivening this part of Holbrook Street / Pritchard Street.
- 6.8 The proposed trailer will be sited along the southern site boundary adjacent to the rear of the single storey flat roof extension to the Lass O'Gowrie pub. The side elevation of the trailer will be visible from Holbrook Street. Whilst there are no precedents for food trailers in the immediate surroundings, the proposals do reflect the pop-up / temporary nature of the neighbouring outdoor seating area associated with YES Bar, which also utilises temporary structures including shipping containers. The siting and scale of the proposed trailer is considered to be acceptable, and the shiny materiality proposed creates a quirky, idiosyncratic feel to the proposals. The proposed planters and fairy lighting will also help to create an atmospheric and inviting setting. The proposals will significantly improve the visual quality of the site and therefore be associated with positive design impacts.

- 6.9 The application site abuts Grade II listed heritage assets to the north and south, namely the Lass O’Gowrie public house to the south and the railway viaduct to the north. These are considered in turn below:

*Lass O’Gowrie Public House, Charles Street (Grade II Listed)*

- 6.10 The listing dates the public house from the mid 19<sup>th</sup> Century, and makes reference to the red brick construction with green glazed terracotta.
- 6.11 The principal view of the public house is that when viewed from Charles Street, showing both the southern and western elevations of the building. The rear elevation is not of special merit being constructed of brick with no glazed tiling. In addition, the rear elevation has been modernised with unsympathetic alterations including painting of brickwork, installation of ventilation fans and a large flue, as well as a flat roof single storey extension which it is understood houses electrical services.
- 6.12 The proposed development would not impact upon keys views of the public house, nor is it considered that any intervisibility between the proposed development and the western elevation of the Lass O’Gowrie when viewed from Pritchard Street would have a negative heritage impact. The trailer would be set back, and the visual improvements to the site would significantly improve the setting of the listed building.

*Manchester South Junction and Altrincham Railway Viaduct, Manchester and Salford (Grade II Listed)*

- 6.13 The listing description notes that viaduct was constructed in 1846-9 by David Bellhouse junior for the Manchester South Junction & Altrincham Railway (MSJ&AR) Company. The viaduct is an impressive 1 3/4 mile long urban viaduct incorporating a series of well-detailed bridges; some with highly decorative Gothic-style ironwork. The viaduct forms an important and integral component of the Manchester South Junction & Altrincham Railway, which was one of the country's earliest suburban railways, and Manchester's first; helping to bring this form of transport to the hinterlands.

- 6.14 The railway viaduct is most significant for its historic and evidential value, in that it was an impressive feat of engineering which was fundamental in the expansion of transport and development to suburban areas, and it is evidential of the vast growth of the railway network during the mid 19<sup>th</sup> Century. The viaduct exists in an urban context, neighbouring a variety of different types of development. The proposed development would not have any impact upon the heritage significance of the viaduct.
- 6.15 The site lies adjacent to the southern boundary of the Whitworth Street Conservation Area, but is physically separated from this by the railway viaduct which comprises the Conservation Area boundary. Beyond the railway line is a large surfaced car park and its associated personnel cabins. By way of the physical barrier created by the viaduct, together with the backdrop of the surface car park, the proposals would not have potential to impact upon key views into or out of the Conservation Area, nor would the setting of the Conservation Area be affected.
- 6.16 Therefore the application proposals are consistent with Core Strategy Policies SP 1, EC 1, CC 9, C 10, EN 1, and EN 3, and Saved UDP Policies DC18.1 and DC19; and, the Guide to Development in Manchester SPD.

## **Crime and Security**

- 6.17 The site is currently vacant, without use and has the potential to attract anti-social behaviour. Developing the site with an active use will improve safety and security by increasing activity around the site and providing natural surveillance. This will be of particular benefit to those travelling along Pritchard Street to use the Euro Car Park, and thereby it would help to reduce crime and fear of crime.
- 6.18 Prior to the submission of the application, the applicant consulted Greater Manchester Police (GMP) and the application is supported by a Design for Security letter prepared by GMP. The letter makes various recommendations to enhance security and reduce potential for crime; such recommendations include tables and chairs to be visible from within the

trailer, site boundaries to be defined by screens or planters, and property clips to chairs. These recommendations have been considered as part of the proposals.

- 6.19 Therefore the proposals will deliver benefits by helping to design out crime. The scheme is in line with policy DM 1 of the Core Strategy, the Guide to Development in Manchester SPD, and the relevant provisions of the NPPF.

## **Operation, Management, Servicing and Deliveries**

- 6.20 The proposed opening hours are 11am until 9pm daily. Deliveries and servicing would take place from Holbrook Street. The bins are proposed to be stored in the north west corner of the site, and manoeuvred to Holbrook Street on collection day, then returned following collection. This arrangement will ensure that bins are not prominent on the streetscene.
- 6.21 The trailer, tables and chairs would be stored on site permanently, and staff would be responsible for securing tables and chairs and locking the site entrance gates each evening after the venue closes.
- 6.22 The proprietors will also implement a robust management policy to ensure a safe and enjoyable environment is created for patrons and reduce any occurrence of antisocial behaviour or adverse impact on amenity. In accordance with the recommendations within the Design for Security letter, staff will implement the following measures:
- Staff will be vigilant in observing customer behaviour and ensure that tables and chairs remain within the designated area.
  - Frequent inspection and prompt repair of security features (boundary treatments, lockable entrance etc).
  - Regular litter and graffiti removal.
  - Risk assessments for opening / closing of the premises.
  - Implementing a strategy for dealing with cash on the premises and cash on transit.
- 6.23 The proposed operation and management strategy will be adhered to and ensure that the development operates without any conflict with neighbouring premises, and creates an enjoyable environment for patrons.

## Impact on Neighbouring Amenity

- 6.24 The application site does not adjoin any residential development, and is located in the context of other licensed / music venues including YES Bar, Lass O'Gowrie and Joshua Brooks. The proposed use is therefore considered to complement the nature of its immediate surroundings, and will not give rise to any loss of amenity or have any impact upon the operations of the neighbouring premises.
- 6.25 The proposed kitchen extraction has been designed by Swan Projects to ensure this is compliant with DEFRA guidance. The extraction system has also been designed to ensure that the kitchen achieves adequate ventilation and that fumes and odours would not have a negative impact on neighbouring uses / patrons of the development.
- 6.26 The wider context is mixed use, and the nearest residential properties are located at Vita House on Charles Street, Bracken House (44-48 Charles Street) and 90 Princess Street. In order to assess whether development may result in loss of amenity to residential occupiers as a result of noise, a Noise Impact Assessment has been undertaken by SBM Safety Solutions. The assessment uses existing background noise levels to set noise levels for the nearest sensitive receptors. The report considers various noise generating activities associated with the development including patron noise and noise from the extraction equipment.
- 6.27 Patron voices are likely to be within background noise levels at the receptors, with the exception of very loud voices later in the evening, which can be managed by the proprietors. The noise report specifies appropriate noise levels to be achieved by the extraction equipment, which has been considered by Swan Projects in the proposed extraction specification.
- 6.28 Overall, the report confirms that the development would be 'low impact' in terms of noise levels it is likely there will be 'no observed adverse effect' on sensitive receptors.
- 6.29 As such, it is considered the proposals would not result in any impact to the operation of nearby commercial premises, nor would there be any loss of amenity to occupiers of nearby

residential developments. The proposals are compliant with the provisions of NPPF and Core Strategy policy DM1.

## **Sustainable Development: Economic, Social and Environmental Benefits**

- 6.30 The proposed scheme will achieve high sustainability credentials as a result of the economic, social and environmental benefits it will bring.

### Economic

- 6.31 The proposed development will bring economic benefits by enabling a small business to establish in Manchester City Centre, particularly at a time many small businesses are struggling as a result of the current pandemic. The proposals will also introduce a viable use which will complement neighbouring commercial uses and help strengthen the economic viability and vibrancy of the City Centre.

### Social

- 6.32 The proposals will provide a vacant, under-utilised site with an active use, which will increase natural surveillance and security to this part of the City. The proposals will also offer an inclusive, accessible use which can be enjoyed by members of the public. This outdoor venue will be of particular importance when lockdown restrictions are eased in May 2021, providing a safe outdoor area for friends to socialise. The significant visual improvements to the site will also have positive social impact, helping to give this location an identity and create a 'sense of place' in this part of the City.

### Environmental

- 6.33 The proposed scheme will have environmental benefits since it involves bringing vacant land into a viable economic use. Also, the site occupies a highly sustainable City Centre location which is easily accessible by various modes of public transport and on foot, minimising the use of private cars.

- 6.34 The sustainability benefits of the scheme are in accordance with the provisions of the NPPF; Core Strategy policies SP 1, EC 1, CC 4, C 10 and DM 1; and, the Guide to Development in Manchester SPD.

## 7. Conclusion

7.1 The application seeks planning permission for *'Creation of a pop-up food venue involving the siting of a food trailer, outdoor seating, associated landscaping and lighting'*.

7.2 This Planning and Heritage Statement has assessed the application proposals and has concluded that they accord with the relevant national and local planning policy context. The proposals have also been demonstrated to constitute sustainable development, in accordance with the core aim of the planning system. The proposals will provide a quirky, independent outdoor venue which will enliven this vacant corner of Holbrook Street, providing various social, economic and environmental benefits. The benefits associated with the proposals are re-iterated below:

- In the current climate - which is exceptionally difficult for restaurant operators - the proposals represent a realistic and viable business model, which will also contribute to job creation within the City, particularly for workers in the hospitality sectors who have been hit especially hard.
- The creation of a pop-up style development would enable the provision of customer seating in an outdoor setting which is preferable with regard to minimising the spread of COVID 19. In addition the proposal would make efficient use of an underutilised site in a highly sustainable and accessible City Centre location.
- The existing site makes no contribution to the character of the area, with only low level use for storage and providing servicing / back of house activities. The creation of a pop up restaurant would have a positive environmental impact by creating vibrancy and enlivening this part of Holbrook Street / Charles Street.
- The proposals would also increase natural surveillance, which will be of particular benefit to those travelling along Pritchard Street to use the Euro Car Park, and thereby it would help to reduce crime and fear of crime.
- Holbrook Street is an ideal location for such a use, as it would be compatible with neighbouring uses and enhance the leisure offer available in this area.

7.3 Paul Butler Associates are pleased to submit this application and look forward to working with Manchester City Council in progressing it through to a positive determination.