

FAO Joe Hobbs
Planning
Manchester City Council
PO Box 532
Town Hall
Manchester
M60 2LA

6th October 2020

Dear Joe,

UNITS 12-18 PICCADILLY TRADING ESTATE, MANCHESTER CHANGE OF USE APPLICATION

CBRE Limited, on behalf of ESN (Electricity Supply Nominees (Scotland) Limited), hereby submit an application for the change of use of Units 12-18 Piccadilly Trading Estate, Manchester, M1 2NP (the 'site'). The application seeks full planning permission to change the use of Units 12-16 to Use Class B8, and Units 17-18 to Use Class B2 and B8.

The description of development is as follows:

'Temporary Change of use for a period of 5 years at Units 12-16 to mixed use Class B8 (storage and distribution); and at Units 17-18 to use class B2 (Microbrewery) and class B8 (storage and distribution).'

Background

The rationale behind the application is that the lawful use of the site is unclear, having consulted Manchester City Council's (MCC) online planning register. A number of units at the site are currently occupied for Use Class B8 purposes and have been operating without issue for many years.

Parcel Force occupied the site for many years as a parcel sorting office under Sui Generis. However, a change of use application from Sui Generis to Use Class B8 is not discernible on MCC's online planning register.

This change of use planning application seeks to regularise Use Class B8 operations at the site and allow a degree flexibility at Units 17-18 by also securing permission for Use Class B2.

By securing planning permission for Use Class B8 at Units 12-16 and Use Class B2 and B8 and Units 17-18, it will enable the units to be occupied and not left vacant, until the time is appropriate for the site to be redeveloped in line with MCC's Strategic Regeneration Frameworks.

The proposed development was presented to MCC planning officers at a pre-application meeting on the 19th May 2020.

Strategic Context

The site is located within the Manchester Piccadilly Strategic Regeneration Framework (MP SRF) (2018) area. The SRF identifies Piccadilly Trading Estate as a major development and regeneration opportunity located within the 'Piccadilly Central' character area.

It is envisioned that Piccadilly Central will become a dense, mixed-use district focused around high-quality open space. The long-term vision for the application site is for residential development of up to 12 storeys.

The indicative phasing strategy put forward in the Manchester Piccadilly SRF anticipates the site being developed prior to the construction of HS2 as part of Phase C.

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The following information, prior agreed with yourself during pre-application discussions, is submitted in support of the planning application:

- Covering Letter and Design and Access Statement;
- Planning application form;
- Site Location Plan (Dwg. no. 310861-U12-18-0G Rev B);
- Ground Floor Plan and Waste Management Arrangements (Dwg. no. 310861-U12-18-0G Rev B);
- Internal Area Plan (Existing First Floor) (Dwg. no. 310861-U12-18-01 Rev A);
- Track Brewery & Taphouse – Proposed General Arrangement (Dwg. no. 002);
- Transport Assessment (Cora IHT, September 2020);
- Noise Assessment (Bureau Veritas, September 2020);
- Crime Impact Statement; and
- Waste Proforma.

This application and the planning application fee of £462 has been submitted to and processed by the Planning Portal (Ref. PP-08997228).

SITE AND SURROUNDINGS

The application site extends to 0.89 ha and comprises 7 industrial units with auxiliary office floorspace at the first floor.

The site is bound to the north by Gidding Road, to the east by tree cover and an area of open space, to the south by St Andrew's Square and employment provision, and to the west by Adair Street.

The site is located at Piccadilly Industrial Estate within the Manchester City Centre boundary. The wider area is characterised by employment provision. The employment provision to the north and east of the site is of a comparative size and scale to the units at the application site.

To the north-west beyond Adair Street is the office building Aeroworks. There is a vacant plot of land to the south currently being utilised as a car park. The employment provision to the south comprises 4 buildings of varying height with associated yard space.

Primary access to the site is from Gidding Road. Each unit has its own access point on to Gidding Road. The parking / areas to the front of each of the units are sectioned off from each other. Vehicles are unable to directly move between the units. There is also a secondary access from St Andrew's Square serving units 12-15 suitable for larger HGV vehicles.

The site is in a highly accessible location, approximately 500m east of Piccadilly train station. The inner ring road Great Ancoats Street is approximately 100m to the north providing convenient access to the highway network. Great Ancoats Street is a bus route with services to Ashton-under-Lyme and Manchester City Centre.

Statutory Designations

- **Heritage** – The application site is not subject to Conservation Area, Scheduled Ancient Monument, or Listed Building heritage constraints.

The nearest listed building to the site is the Grade II Crusader Works 200m to the north-west at Baird Street.

- **Trees** – There are no trees around the site subject to Tree Preservation Orders.
- **Flooding** – The site is located within Flood Zone 1 which carries a low probability of flooding.
- **Rights of Way** – There are no public rights of way crossing the site.

PLANNING HISTORY

A review of the Council's online planning register has been undertaken and the following planning applications have been identified as relevant to the proposal:

Reference	Address	Proposal	Decision	Decision Date
20843	Units 12-18, Piccadilly Trading Estate Adair Street, City CENTRAL.	Alterations to form special parcel handling unit and provision of trailer park on adjacent land.	Approved	07/03/1984
F11351	Units 12, 13, 14 and 15, Piccadilly Trading Estate, Adair Street, Ancoats.	Change of Use of 4 industrial units to a Postal Sorting Office.	Approved	02/08/1979
F10491	Piccadilly Trading Estate (Former Ancoats Rail Goods Station, Great Ancoats Street, City)	Reserved Matters Details of a landscaping scheme for the initial phase of warehousing and industrial development arising out of the outline planning permission (Ref. F07407)	Approved	09/04/1979

F08274	Former Railway Goods Yard, Great Ancoats Street, Ancoats.	Reserved Matters Phase 1. Erection of 18 Warehouse/Industrial Units with Ancillary Offices arising out of the outline planning permission (Ref. F07407) granted on 19th September 1977.	Approved	05/04/1978
F07407	Site of former Ancoats Rail Goods Station, Great Ancoats Street, Ancoats.	Proposed warehouse, industrial and ancillary office development.	Approved	02/11/1977

PROPOSED DEVELOPMENT

This application seeks planning permission for the change of use of Units 12-16 to Use Class B8 and Units 17-18 to Use Class B2 and B8 at Piccadilly Trading Estate, Manchester.

The description of development for this application is as follows:

'Temporary Change of use for a period of 5 years at Units 12-16 to mixed use Class B8 (storage and distribution); and at Units 17-18 to use class B2 (Microbrewery) and class B8 (storage and distribution).'

The application site comprises 3,676 sqm of ground floor floorspace with 431 sqm auxiliary office provision at the first floor. Total floorspace at the site equates to 4,107 sqm.

In addition to Use Class B8, permission for Use Class B2 is sought at Units 17-18 to accommodate Track Brewing, an independent microbrewery. Track Brewing would utilise the site to brew beer.

With respect to ventilation arrangements at the microbrewery, the equipment is steam generated and has condensing units and such there is no ventilation / fume exhaust requirements for the brewery. The steam evaporation from the 'boil-off' drains as H₂O.

An Operational Statement is included at Appendix A providing addition information on the operations of Track Brewing such as the equipment to be used, servicing arrangements, storage arrangements, employment details, and opening hours.

As a change of use application, no alterations to the external elevations are proposed. The appearance of Units 12-18 would remain unchanged.

Access and Parking

The site can be accessed from Gidding Road and from St Andrew's Square. Each unit has its own access point from Gidding Road. Larger vehicles can access the service area and loading bays at the rear of Units 12-15 from St Andrew's Square.

The parking / areas to the front of each of the units are sectioned off from each other. Vehicles are unable to directly move between the units. Similarly, a gate separates the service area at the south of the site from parking and loading areas at the north of the site. Parking spaces are allocated to occupiers depending on their lease agreement.

PLANNING POLICY

This section identifies and summarises the main national and local policies which the proposed development should be assessed against.

The Planning and Compulsory Purchase Act (2004) establishes the legislative background for town planning. Section 38(6) of this Act establishes the plan-led approach and states that planning applications should be determined in accordance with the Development Plan, unless material considerations indicate otherwise. This is reiterated in Section 70(2) of the Town and Country Planning Act (1990).

The statutory development plan for Manchester City Council (MCC) comprises the Core Strategy (adopted 2012) and extant ('saved') policies of the Unitary Development Plan (adopted 1995).

In addition to the statutory development plan for MCC, the following material considerations are also relevant to the proposal:

- National Planning Policy Framework (NPPF) (2019);
- Planning Practice Guidance (PPG) (2014 and as amended);
- Manchester Piccadilly Strategic Regeneration Framework (2018);
- The emerging Greater Manchester Spatial Framework; and
- The emerging Manchester Local Plan.

The emerging Greater Manchester Spatial Framework ("GMSF") is being prepared by the Greater Manchester Combined Authority. It seeks to set the overarching spatial vision for all 10 Greater Manchester Authorities and sets out the strategy for delivering the region's housing and employment needs to 2038.

Two formal consultations on the GMSF have taken place, in October 2016 and January 2019. Consultation on a revised version of the GMSF is anticipated to take place in November 2020.

The emerging Local Plan currently being prepared by MCC is in its infancy and should therefore be afforded limited weight in decision making. An Issues Consultation is took place in spring 2020.

STATUTORY DEVELOPMENT PLAN

Allocation

The site is not allocated for a specific use within MCC's adopted proposals map, however the site is located within the Regional Centre (Policy EC3) and City Centre Policy (Policies CC1-CC10) areas.

Core Strategy

The Core Strategy was adopted in 2012 and is the key document in MCC's Local Development Framework. It outlines the Council's vision and spatial principles for Manchester to 2027 along with the planning policies which will be used to deliver that vision.

In relation to the economy, Spatial Principle S02 describes how:

'The Regional Centre will continue to be the main focus for business, retail, higher education, leisure, cultural and tourism development, to further develop its role as the main employment location and primary economic driver of the City region.'

Relevant policies are detailed below:

- Policy SP 1 Spatial Principles sets out how the Regional Centre will be the focus of economic and commercial development.

In the justifying text to Policy SP 1, the Council state that 'the Regional Centre, with Manchester City Centre at its core, is the economic driver of the City Region and has the greatest potential to drive its continued economic growth, and to do so with the least environmental costs'.

- Policy EC 1 Employment and Economic Growth in Manchester states that a minimum of 200 ha of employment land (Use Class B1a, B1b, B1c, B2, and B8) will be developed between 2010 and 2027. The Regional centre is a key location for major employment growth and will accommodate 33ha of the Council's employment land need.

Priorities for ensuring continued economic growth include improving the portfolio of employment premises by providing a range of employment sites and premises.

- Policy EC 2 Existing Employment Space describes how the Council will seek to retain and enhance existing employment space and sites. Non-employment uses will only be supported subject to certain criteria.
- Policy EC 3 The Regional Centre sets out how within the Regional Centre development for employment generating uses will be encouraged. Office developments will be appropriate providing that:

- They are in locations which are well connected by sustainable transport, and
- The scale and type of office development does not undermine delivery of employment space within the City Centre.

- Policy CC 1 Primary Economic Development Focus: City Centre and Fringe denotes how the City Centre is a strategic economic location and the focus of employment growth in the City and City Region. A variety of high-quality accommodation types, sizes, and foot-plates will be encouraged.

Developments which lead to a more intensive use of employment land (in terms of floorspace provided) will be supported.

- Policy CC 5 Transport sets out how the Council will ensure development includes adequate parking provision for cars and bicycles based on the Council's adopted parking standards. Maximum standards for car parking do not apply to the City Centre with each development in the City Centre to be considered on a case-by-case basis.
- Policy T 2 Accessible Area of Opportunity and Need states that new development in the City Centre will provide a level of car parking which reflects the highly accessible nature of the location as well as the realistic requirements of the users of the development.
- Policy DM 1 Development Management details how all development have regard to effects on amenity, including privacy, light, noise, vibration, and air quality.

Extant Policies of the Unitary Development Plan (1995)

The Unitary Development Plan (UDP) was adopted in 1995 with the majority of policies 'saved' by a Secretary of State direction. Following the adoption of the Core Strategy in 2012, the majority of its

policies were superseded. Those 'saved' policies that remain extant will be replaced by the emerging Local Plan. Relevant 'saved' policies are detailed below:

- Policy DC26.1 Development and Noise sets out how the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. The Council will consider both the effect of new development proposals which are likely to be generators of noise and the implications of new development being exposed to existing noise sources which are effectively outside planning control.
- RC20 Area 13 Piccadilly Station/Trading Estate is predominantly industrial in character with a range of employment of varying quality. Travis Street as a traffic route is an important consideration in improving access to the City Centre and especially relevant to catering for through traffic seeking to avoid 'the core'. The increased use of Travis Street, which connects well into Whitworth Street, is envisioned. The attraction of new uses to the area should seek not only to generate new activity but also to integrate it more closely into the City Centre as a whole. The provision of adequate on-site parking will be required on redevelopment.

MATERIAL CONSIDERATIONS

National Planning Policy Framework (NPPF)

In 2019 the revised National Planning Policy Framework (NPPF) was published, setting out the Government's planning policies for England and how these are expected to be applied. It is a material consideration in planning decisions.

Sustainable Development

The purpose of the planning system is to contribute to the achievement of sustainable development. Sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs (paragraph 7).

Central to the NPPF is the presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, planning permission should be granted unless:

- i. 'the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.'

Decision Making

Local planning authorities should approach decisions on proposed development in a positive and creative way. They should work proactively with applicants to secure developments that will improve the economic, social, and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible (paragraph 38).

Building a Strong, Competitive Economy

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 (paragraph 80).

Promoting Sustainable Transport

Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 109).

Agent of Change Principle

The Government state at paragraph 182:

'Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses Existing businesses and facilities should not have unreasonable restriction places on them as a result of development permitted after they were established. Where the operation of an existing business ... could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.'

Planning Practice Guidance

The PPG describes how a Design and Access Statement is a framework for applicants to explain how the proposed development is a suitable response to the site and its setting and demonstrate that it can be adequately accessed by prospective users. The level of detail in a Design and Access Statement should be proportionate to the complexity of the application (Paragraph: 029 Reference ID: 14-029-20140306).

Applications for a material change of use do not need to be accompanied by a Design and Access Statement (Paragraph: 030 Reference ID: 14-030-20140306).

Manchester Piccadilly Strategic Regeneration Framework (2018)

The site is located within the Manchester Piccadilly SRF (2018) area. The 2018 Manchester Piccadilly SRF replaces the Manchester Piccadilly SRF that was prepared in 2014.

The SRF identifies Piccadilly Trading Estate as a major development and regeneration opportunity located within the 'Piccadilly Central' character area.

It is envisioned that Piccadilly Central will become a dense, mixed-use district focused around high-quality open space. The long-term vision for the application site is for residential development of up to 12 storeys.

The indicative phasing strategy put forward in the Manchester Piccadilly SRF anticipates the site being developed prior to the construction of HS2 as part of Phase C.

Greater Manchester Spatial Framework (GMSF)

The emerging Greater Manchester Spatial Framework ("GMSF") is being prepared by the Greater Manchester Combined Authority ("GMCA"). It seeks to set the overarching spatial vision for all 10 Greater Manchester Authorities and sets out the strategy for delivering the region's housing and employment needs to 2038.

Two formal consultations on the GMSF have taken place:

- October 2016 – consultation on a first draft GMSF Plan; and
- January 2019 – consultation on a revised version of the GMSF Draft Plan.

Consultation on a revised version of the GMSF has been earmarked for November 2020.

The overall spatial strategy of the GMSF seeks to take advantage of the opportunities to deliver high levels of economic growth, whilst addressing the challenges for securing genuinely inclusive growth and prosperity.

- Draft Policy GM-P 2 Employment Sites and Premises states that a diverse range of employment sites and premises will be made available across Greater Manchester in terms location, scale, type, and cost. This will offer opportunities for all kinds of businesses to meet their needs.

Existing employment areas that are important to maintaining a strong and diverse supply of sites and premises throughout Greater Manchester will be protected from redevelopment to other uses and nurtured to ensure they remain competitive.

- Draft Policy GM-P 3 Office Development outlines how at least 2,460,000 sqm of new office floorspace will be provided in Greater Manchester over the period 2018-2037. This employment provision will be focused within Manchester City Centre which will account for more than half of all new office floorspace in the sub-region and take advantage of existing and proposed public transport connectivity.
- Draft Policy GM-P 4 Industry and Warehousing Development sets out that at least 4,220,000 sqm of new industrial and warehousing floorspace will be provided in Greater Manchester over the period 2018-2037. To achieve this, a high level of choice and flexibility will be provided in the supply of sites for new industrial and warehousing floorspace.

On the GMSF Consultation Map 2019, the application site is identified as land suitable for office development in the medium to long-term (2023-2033) and residential development in the long-term (2033-2037).

ASSESSMENT OF PROPOSALS

The proposal seeks to change the use of Units 12-16 to Use Class B8 and Units 17-18 to Use Class B2 and B8 at Piccadilly Trading Estate.

Based on the nature of the proposed development, and having regard to the statutory development plan and other material considerations, we consider the key matters in the planning assessment are as follows:

1. Principle of Development;
2. Strategic Context
3. Noise;

4. Highways; and

5. Car Parking

Principle of Development

Although not allocated for a specific use, the site is located within the Regional Centre and City Centre policy areas. A number of units at the site are currently occupied for Use Class B8 purposes and have been operating without issue for many years.

The Regional Centre is described by MCC as the 'economic driver of the City Region' (Core Strategy, p32). Within the Regional Centre employment generating uses will be encouraged (Policy EC 3). Moreover, the City Centre is a strategic economic location and focus for employment growth (Policy CC 1).

Planning permission for employment generating uses is therefore appropriate in the Regional and City Centre and in line with Spatial Principle S02.

The application site is located in a well-established employment area and has long been a location of employment. The units were originally approved for 'warehouse, industrial and ancillary office development' in 1977 (application reference F07407) and therefore the proposed development is consistent with the site's intended purpose.

The central thrust of Policy EC 1 is to safeguard places of employment. The proposal is in accordance with Policy EC 1 as it seeks to ensure that the employment provision can be occupied and to avoid the premises being left vacant. The application is proposed in the spirit of paragraph 80 of the NPPF, which states that planning decisions should help create conditions in which businesses can invest, expand, and adapt, taking into account local business needs and wider opportunities for development.

It is acknowledged that residential use is set to come forward at the Portugal Street East SRF to the north-west of the site across Adair Street. Notwithstanding the Noise and Transport Assessments which support the application demonstrating that there would not be an adverse impact on residential amenity at the Portugal Street East SRF as a result of the proposed development, the NPPF is clear at paragraph 182 that existing businesses should not have unreasonable restrictions placed on them as a result of development permitted after they were established.

Although the application seeks a change of use, the application is made within the context of regularising current operations at the site and securing planning permission for a microbrewery at Units 17-18, an operation wholly appropriate considering the historical use of the site. The site is therefore an established employment location and its on-going fortunes should not be unreasonably curtailed by subsequent plans for residential development in the vicinity.

Strategy Context

The site is located within the Manchester Piccadilly SRF. The long-term vision for the application site is for residential development of up to 12 storeys.

The present application is submitted fully cognisant of the long-term vision of the site. The rationale for the change of use application is to ensure that units at the site can be occupied until the time is appropriate for the site to be redeveloped in line with MCC's vision for the site.

Noise

The Noise Assessment submitted in support of the application demonstrates that, due to separation distances and background noise level, the impact of the proposed development on nearby noise receptors including the Portugal Street East regeneration area will be low. It is considered the proposed development would not have an adverse impact on neighbouring uses and is in accordance with Policy DM 1.

Highways

As the site is existing and already has industrial type uses there would be negligible traffic increases. The site is also in a highly accessible location, accessible by walking, cycling, and public transport.

The Transport Statement supported in support of the application concludes that the development proposals are acceptable in highways and transportation terms, and that there are no highways or transportation-related reasons upon which a refusal of the planning application for the proposals would be justified.

Car Parking

Policy CC 5 is clear that the Council's maximum car parking standards for car parking do not apply to the City Centre, with each development to be considered on a case-by-case basis.

The present level of car parking has served the site adequately for many years and is considered appropriate for the level of employment provision which can be accommodated at the site. Furthermore, the 52 of car parking spaces at the site is considered appropriate for a range of employment uses considering the sites highly accessible and sustainable location. The site is in close proximity to Piccadilly Train Station and bus stops along Great Ancoats Street.

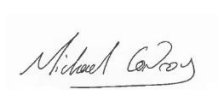
SUMMARY AND CONCLUSIONS

This change of use planning application seeks to regularise Use Class B8 operations at the site and allow a degree flexibility at Units 17-18 by also securing permission for Use Class B2.

By securing planning permission for Use Class B8 at Units 12-16 and Use Class B2 and B8 and Units 17-18, it will enable the units to be occupied and not left vacant, until the time is appropriate for the site to be redeveloped in line with MCC's Strategic Regeneration Frameworks. The present application is submitted fully cognisant of MCC's long-term vision of the site.

I trust the information submitted with this application is appropriate and that the application can now be registered and validated. However, if there are any immediate queries then please do not hesitate to contact me in the first instance.

Yours sincerely



Michael Conroy
PLANNER
NATIONAL PLANNING & DEVELOPMENT

APPENDIX A

OPERATIONAL STATEMENT

Opening Hours

The proposed opening hours of the unit are set out below:

- Monday – Sunday (inclusive) 9:00 am to 22:00 pm.

Brewing operations will take place between the hours of:

- Monday – Friday (inclusive) 8:00 am to 18:30 pm.

Employment

There would be 14 full time employees employed at the micro-brewery. It is anticipated that the number employees will increase to 20 by 2020.

Car Parking

There are 10 car parking spaces associated with Units 17-18 and these will be utilised by Track Brewing.

Brewing Equipment

The brewing equipment to be utilised at the site would be steam generated with condensing units. There are no ventilation / fume exhaust requirements at the site. The steam evaporation from the 'boil-off' drains as H2O.

Operations

There will be a production brewery at Units 17-18. Empty cans and kegs for the packaging of products would be received at the site. The empty cans and kegs would arrive at the site via Gidding Road and loaded / unloaded by electric forklifts.

The storage of packaged products will be in a cold room prior to sale. Empty cans and kegs are stored on racking. Brewing ingredients are locked and stored in the cold room on site.

Empty cans and kegs are recycled through Track Brewing's waste partner Veolia. Trade effluent is dealt with via United Utilities. Grain is taken away post brewing day by Cressy's Grain to be repurposed into feed.

Ancillary Bar Facilities

There will be a small taproom offering to allow customers to sample beers produced on site. There will be a takeaway shop where people can buy beer from the brewery to consume off site.

Waste Management Arrangements

Track Brewing have a waste management contract with Veolia relating to general waste, mixed recycling, glass recycling, and cardboard.

Empty cans and kegs are also recycled through Track Brewing's waste partner Veolia.