

Planning Growth and
Development
Manchester City Council
P O Box 532
Manchester
M60 2LA

Submitted via the Planning Portal only

31 January 2025

Dear Sir / Madam,

PREMIER PARKING, HULME HALL LANE, MANCHESTER, M40 8YD ('the site')

Change of use of existing warehouse buildings and hardstanding site for secure vehicular parking and drinking establishment/bar

Introduction

Broadgrove Planning and Development Limited ('Broadgrove') have been instructed by our client, Premier Parking Ltd ("the Applicant") to seek full planning permission for the change of use of existing warehouse buildings and hardstanding to secure vehicular parking and a drinking establishment/bar at the above address ("the site"). Full planning permission is sought from Manchester City Council as the requisite Local Planning Authority ('LPA') for which the site is situated.

This Covering Letter will provide details of the site and the proposed development. The following supporting documents have been prepared in support of this submission and should be read alongside this Covering Letter:

- Location Plan
- Existing Car Parking Plan
- Proposed Site Plan
- Proposed Floor Plan
- Pedestrian Access Plan
- Waste Disposal Plan
- Waste Site Plans
- Transport Statement
 - Car Park Management Plan
 - Delivery and Service Management Plan

The Site and Surrounding Area

The application site is located at Premier Parking, Hulme Hall Ln, Manchester M40 8YD ('the site') (386364, 399638). It is situated entirely within the administrative boundary of Manchester City Council ('the Local Planning Authority [LPA]'). The site occupies the northeastern side of Hulme Hall Ln. The site features an open area of hardstanding with surrounding warehouse buildings around the forecourt. The site is accessed directly off Hulme Hall Ln. The main warehouse building to the north is 2-3 storeys in height. The warehouse building to the south is single storey. The buildings on site were previously used as an auctioneer and for storage (Class B8 Use). However, the site has been used for secure vehicular parking since May 2024.

The application site is located in close proximity (c. 1km) away from the Coop Live Arena, the Etihad Campus football stadium, and the Manchester Arena athletics track. The site is located directly adjacent to the Rochdale Canal, which provides pedestrian routes into Manchester City Centre.

There are limited physical constraints at the site. The site is in Flood Zone 1, indicating a low probability of flooding (equivalent to less than a 0.1% chance of flooding). There are no heritage assets or non-designated heritage assets in proximity to the site. There are no features of ecological importance situated within or adjacent to the site and there are no trees on site that are protected under a Tree Preservation Order.

According to the Department for Environment, Food and Rural Affairs (DEFRA), the site is not located within an Air Quality Management Area (AQMA).

Planning History

A search of Manchester City Council's planning application register reveals that the application site has a limited planning history.

- **086849/AOH/2008/N1** – Erection of freestanding 48 sheet internally illuminated advertisement hoarding. Refused 06/08/2008.
- **086850/AOH/2008/N2** – Erection of free standing 48 sheet internally illuminated advertisement hoarding. Refused 20/07/2008.
- **127549/FO/2020** – Change of use to create a storage facility and Auction House (sui generis) use, with ancillary café and retail space. Granted 30/09/2020.
- **141432/FO/2024** – Change of use of storage warehouse (Class B8) to drinking establishment / bar (sui generis). Withdrawn 06/01/2025.

Application 141432/FO/2024, submitted by the same applicant, sought to change the use of the existing smaller warehouse located towards the southeastern site boundary to a drinking establishment / bar (sui generis use). During the consideration of the application, the Planning Officer queried the existing use of the site and whether the secure car parking that had been operating at the site for a period of 9 months had obtained the appropriate planning permission. The Officer requested the application to be withdrawn and a full application be submitted for consideration that included the elements of secure parking, as well as the drinking establishment / bar.

In accordance with the recommendations of the Planning Officer, a comprehensive application is hereby submitted which addresses the following queries raised by the Planning Officer:

- i. An assessment of traffic generation associated with all uses within the site is required along with its management. Given the arrangement of car parking spaces, details of how vehicles access and egress the site and manoeuvring within it should be provided. Any accessible parking spaces should be demarcated to include transition zones to facilitate egress from and access to related parked vehicles.
- ii. Details of separate arrangements for pedestrian access and egress to the bar should be provided. This may necessitate the formation of a separate pedestrian access gate in the Hulme Hall Lane boundary.
- iii. Details of servicing arrangements for uses within site within the site should be provided, including confirmation that deliveries and waste collection could be undertaken within the site and outside peak operating hours.
- iv. A site management plan detailing arrangements for on-site security should be provided, including the management of external areas to avoid hazards between bar customers and vehicles manoeuvring within the site. Arrangements for the dispersal of customers at the end of bar service bar should also be provided.
- v. Please clarify if the proposed bar would it operate on a daily basis or if its use would the use would be limited to match days and events (in conjunction with the related operation of car parking).
- vi. The proposed bar would result in the loss of more traditional employment floorspace. The application should demonstrate that the warehouse use is no longer viable and that the proposed use represents a sustainable operation and makes an on-going employment contribution.
- vii. It is noted that elevational alterations are not proposed as part of the development. However, it appears that the size and position of doors to the side and front elevation of the application building would be altered. A new has also been include in the side elevation.

These details should be reviewed and appropriate drawings provided. It is noted that external windows are not proposed. It is advised that Building Regulations are reviewed to determine if additional windows are required. If so, it will be necessary to submit related elevational drawings.

The planning history demonstrates that development at the site has previously been considered acceptable, including the change of use of the site to an auction house with ancillary and commercial uses.

It is clear that secure vehicle parking has been operating at the site for 9 months without any issues arising from a highways or operational perspective. The introduction of the ancillary use as a bar should be considered as acceptable.

Proposed Development

This section should be read together with the accompanying drawing pack prepared by Mode Transport.

Use

The proposed development seeks to change the use of existing warehouse buildings and associated areas of hardstanding. The single-storey warehouse building will be repurposed as a drinking establishment/bar, offering a vibrant new use within the site.

The 2/3 storey warehouse and other remaining areas of hardstanding will be utilised as secure vehicular parking, complementing the proposed new use and enhancing the overall functionality of the site.

This application seeks full planning permission for the following description of development:

'Change of use of existing warehouse buildings and hardstanding site for secure vehicular parking and drinking establishment/bar'.

Amount

The development will make use of the existing warehouse building and hardstanding areas, with no additional built development. The proposed changes will focus on the internal reconfiguration of the warehouse to accommodate the bar use and the efficient use of external spaces for parking.

The proposal will include provision for approximately 240no. secure car parking spaces for vehicles. There will be 10no. dedicated spaces for bar users on event / matchdays. The remaining 230no. spaces will be available for matchday / event parking, which are provided in a linear formation.

In addition, a total of 10no. sheltered cycle spaces are provided across 5no. Sheffield stands.

The proposed development comprises the provision of a 601sqm bar, which will be located within the existing warehouse to the southeastern boundary of the site.

Scale

The proposal involves no changes to the scale of the existing structures on site. The single-storey warehouse will retain its current dimensions and footprint. No alterations are proposed to the existing 2/3 storey warehouse. The site will remain in its existing form, ensuring minimal impact on the overall scale of the development in the contexts of the wider area.

Design and Appearance

The existing warehouse buildings will be upgraded with improvements to their cladding to enhance their appearance. The design will respect the industrial character of the surrounding area, ensuring the development integrates seamlessly into the local contexts, which predominantly take on an industrial character.

Access

There will be no changes to the existing access arrangements. The current vehicular and pedestrian access points will continue to serve the site, ensuring safe and convenient connectivity to the surrounding area.

Policy Context

Paragraph 47 of the National planning Policy Framework requires (in accordance with Section 38(6) of the Planning and Compulsory Purchase Act (2004) and Section 70(2) of the Town and Country Planning Act 1990, that planning application must be determined in accordance with the development plan unless material considerations indicate otherwise.

The adopted Development Plan for Manchester consists of the following documents:

- Places for Everyone (PfE) plan that was adopted by Manchester, alongside the other participating members of the Greater Manchester Combined Authority, on 21 March 2024.
- Core Strategy that was adopted by the Council in July 2012. As the Core Strategy predates the most recent National Planning Policy Framework (NPPF) of December 2023, the Core Strategy policies will be afforded due weight in accordance with their consistency with those contained in the NPPF.
- The Core Strategy supersedes significant elements of the Unitary Development Plan (UDP). There are still some extant UDP Policies which set out guidelines for development in Manchester and form part of the Development Plan. The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council on 21 July 1995.

On the adopted Policies Maps, the site has the following designations:

- Policy EM5 - East Manchester Sub Areas: Central Park
- Policy H4 - East Manchester
- Policy EC3 - Regional Centre
- Manchester City Boundary

The following PfE policies are relevant to the consideration of the proposals:

- Policy JP-Strat1: Core Growth Area
- Policy JP-S1: Sustainable Development
- Policy JP-J1: Supporting Long-Term Economic Growth.
- Policy JP-P1 Sustainable Places
- Policy JP-C1: An Integrated Network
- Policy JP-C3: Public Transport
- Policy JP-C6: Walking and Cycling

The following Core Strategy Policies are also relevant to the consideration of the proposals:

- Policy SP1: Spatial Principles
- Policy EC1: Employment and Economic Growth in Manchester
- Policy EC3: Regional Centre
- Policy EC5: East Manchester
- Policy EC6: Central park Strategic Employment Location
- Policy T1: Sustainable Transport

Material Considerations

In accordance with Section 38(6) of the Planning and Compulsory Purchase Act (2004) and Section 70(2) of the Town and Countr Planning Act 1990, planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

The following represent material considerations to be balanced in consideration of the proposed development.

At a national level, planning policy and guidance is contained in the National Planning Policy Framework (NPPF). The updated NPPF (December 2023), sets out the Government's vision for future growth. The NPPF must be considered in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

On 30 July 2024, the new Labour Government consulted on a draft NPPF as part of wider national policy reforms. The consultation ran until 24 September 2024 and the government committed to adopting a new NPPF by the end of 2024. The newly adopted NPPF (December 2024) will form the main material consideration for this application.

At the heart of the NPPF is a presumption in favour of sustainable development as set out in paragraph 11. This means, inter alia:

“c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission 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.”*

Chapter 4 outlines how Local Planning Authorities should approach decisions on proposed developments. It sets out that the approach should be positive and creative and that decision-makers at every level should seek to approve applications for sustainable development where possible.

Chapter 6 of the NPPF seeks to build a strong and competitive economy. Paragraph 85 states that *“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. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.”*

Chapter 9 “Promoting sustainable transport” states in paragraph 107 that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.

In assessing specific applications for development, paragraph 115 looks to ensure that sustainable transport modes are prioritised and safe and suitable access to the site can be achieved for all users.

Paragraph 116 states *‘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, following mitigation, would be severe, taking into account all reasonable future scenarios’.*

The NPPF advocates that planning policies and decisions should promote the effective use of land in meeting Local Planning Authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the Framework.

Paragraph 135 seeks developments that function well and add to the overall quality of the area, are visually attractive as a result of good architecture, are sympathetic to local character and history and create places that are safe and inclusive.

Planning Assessment

Principle of Use

This planning application comprises of the change of use of existing warehouse buildings to a secure parking facility and ancillary bar/drinking establishment. The NPPF places significant weight on the need to support economic growth and productivity taking into account both local business needs and wider opportunities for development.

The Pfc Joint Development Plan identifies Manchester City Centre as the core focus for economic development. Policy JP-Strat1 (Core Growth Area) sets out the economic role of the Core Growth Area, which includes the City Centre and extends eastwards beyond the City Centre boundary to Central Park and the Etihad Campus. The area is considered to have significant potential to expand on the huge scale and diversity of economic opportunities due to its accessibility from the Greater Manchester area. Policy JP-Strat2 (City Centre) states that the City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester and this is also consistent with policies in the adopted Local Plan. However, the Pfc Joint Development Plan recognises the importance of the Core Growth Area which has significant potential for Greater Manchester to become a top global city by delivering high levels of employment growth through

the continuing agglomeration of activity.

The proposals are in support of Policy JP-J1 (Supporting Long-Term Economic Growth) which places an emphasis on maintaining a very high level of economic diversity across the borough under part A and maximising the potential of the key growth locations set out in JP-Strat1 to JP-Strat12 to deliver inclusive growth across the sub-region by ensuring that employment growth opportunities are well connected and accessible to all under part G.

The proposed use of the site aims to support the existing growth of the Core Area by providing a more commercially viable use at the site that will contribute towards economic growth in the area in the long-term. The proposals are considered to support the economic growth objectives of Policy JP-Strat1 (Core Growth Area) and Policy JP-J1 (Supporting Long-Term Economic Growth) particularly by offering ancillary uses to the Central Park and Etihad Campus areas; identified as focal points for future investment.

In Manchester City Council's Local Plan, the application site is located within the Regional Centre as outlined in Policy EC3 (Regional Centre). Policy SP1 (Spatial Principles) states that the Regional Centre will be the focus for economic and commercial development and development for employment generating uses and other commercial development is encouraged. Within the Regional Centre, the site is situated within East Manchester under Policy EC5 (East Manchester). The proposal will support an existing business within the East Manchester Area of the regional centre. Therefore, the development of a secure parking facility and bar which supports the growth of the surrounding area should be considered positively as part of the agglomeration of activity envisaged within the Core Growth Area in the PFE Joint Development Plan.

It is clear that the site is well located within the East Manchester area, with particular regard to its proximity to the City of Manchester Stadium, the Eastlands District Centre and the Velodrome. The proposed secure car parking will support opportunities for linked trips as it is considered those travelling to local events in East Manchester, the City Centre and nearby District Centres by private vehicle. The proposals seek to alleviate existing pressures on the highway network through the provision of circa 230no. car parking spaces. In addition, the operation of the site including the ancillary bar use will support the dispersal of visitors through event days by staggering the arrival times and travel patterns of attendees. Therefore, the principle of using the site for secure car parking and an ancillary bar is considered to reduce overcrowding at peak times and positively contribute towards the regeneration of the East Manchester area. Specific highways and sustainable transport matters will be considered in greater detail in the Sustainable Transport section to follow.

Principle of Development on Employment Land

Initially, the Planning Officer raised concerns regarding application 141432/FO/2024 due to the potential loss of employment land as a result of the proposed change of use. It is considered that this will also be a key consideration in the determination of this application.

In accordance with Policy EC5, East Manchester is expected to provide 80 – 85ha of employment land within the three specific sub-areas of Central Park, Eastlands and the City Centre Fringe. The application site is located within the boundary of the Central Park Strategic Employment area identified in Figure 8.4 of the Local Plan. Policy EC6 (Central Park Strategic Employment Location) elaborates on Policy EC5 and is included as a large-scale employment location, suitable for up to 60ha of employment uses in the Local Plan.

Policy EC6 (Central Park Strategic Employment Location) encourages a range of employment types across the whole of the Central Park Area, including B1 (b) and (c), B2, B8 and sui generis employment uses, with ancillary commercial services. The aspiration of the Policy is to create a sustainable employment destination. The former auction house and storage buildings employed a maximum of 20 staff as part of the use. By comparison, the proposed secure parking and bar will employ approximately 24 staff including all bar staff, stewards, supervisors and security. It is expected that the secure parking will operate for 150 days in the first year and with opportunities to expand to 180 days in year 2 and 200+ events in year 3 as more events are hosted at the arenas. This expansion provides the opportunity to employ considerably more staff at the site than the previous auction house. The proposed mix of uses will contribute far more significantly to the provision of employment opportunities in the local area than the previous use for people in the area.

Within the context of Policy EC6 (Central Park Strategic Employment Location) it is clear that the sui generis employment uses with ancillary commercial uses are in accordance with the aspirations of Central Park and the proposed secure car parking and ancillary bar is considered to be acceptable in policy terms.

In accordance with Policy EC6 (Central Park Strategic Employment Location) proposals are expected to show how the development will ensure the site is accessible to the East/North Manchester communities by a choice of sustainable and public transport modes. The Policy seeks to take advantage of existing infrastructure and anticipated improvements in the area, which includes the Regeneration Strategy for East Manchester, existing public transport links between Rochdale and the City Centre and opportunities for linked trips with the site being in close proximity to Harpurhey, Eastlands and Newton Heath District Centres. The site is well located within walking distance to nearby visitor hubs, and Manchester City Centre and represents a logical ancillary use to support the economic growth of the area.

There are copious opportunities for growth in Manchester, given the City's aspirations to become a top global city and the priority placed on economic growth under Policy EC1 (Employment and Economic Growth in Manchester). Significant investment and development is focused on the East of Manchester. The proposed secure car parking facility is considered to offer a more viable employment use at the site which is far more sustainable than the previous auction house and storage building. The proposed development is considered to be in accordance with paragraph 11 of the NPPF and should be approved without delay.

Sustainable Transport

This section should be read alongside the Transport Statement produced by Mode Transport Planning to accompany this planning application.

Firstly, the two elements of the scheme must be considered separately in terms of their function and then as a whole in terms of the total contribution to sustainable transport in Manchester.

The Transport Statement report sets out the site's accessibility by various forms of sustainable travel modes. There are considerable local amenities within the 1,000m and 2,000m catchment areas which are considered to be 'acceptable' and 'preferred' walking distances. The site is well-placed in terms of pedestrian connectivity, with walking and public transport modes representing a realistic alternative to car trips in order to access nearby amenities. The closest bus stops to the site are located on Hulme Hall Lane adjacent to the site within c.100m (1-minute walk). Additional services are also available from Oldham Road c.450m (5-minute walk) north of the site via Hulme Hall Lane. There are also Metrolink services that can also be used to access the site, with the closest stop (Etihad Campus) located within c.1.1km (13-minute walk) of the site.

The site can be accessed via sustainable modes of travel, including walking, cycling and public transport. It is therefore considered that the proposed bar use is sustainably located in the context of the wider area and can be accessed via a range of sustainable transport modes. It is understood that staff currently employed at the site travel by bus or tram to attend the site. Local Plan Policy T2 (Accessible areas of opportunity and need) states that the Council will actively manage new development patterns to ensure appropriate links between Central Parks, the Eastlands and East Manchester. The proposal is considered to support Local Plan Policy T1 (Sustainable Transport) and Policy T2 (Accessible areas of opportunity and need) and PFE Policies JP-C3 (Public Transport) and JP-C6 (Walking and Cycling) by providing a genuine choice of sustainable transport modes.

The proposed car park seeks to provide secure parking provision for existing private vehicle trips travelling to the East of Manchester on match/event days. This represents an existing pressure on the local highways network, particularly on days when multiple matches/events are taking place simultaneously across Manchester. The proposal seeks to meet the need for the existing private vehicle trips. It is worth noting that the site has been operating for a continuous period 9 months with no impacts on the surrounding highway network. The development proposals will therefore not increase the number of trips on the local highway network.

Local Plan Policy T2 (Accessible areas of opportunity and need) states that the 'Council will take the circumstances of each proposal into account to establish what level of parking is appropriate'. The operation of the site for a period of 9 months may be considered as a material planning consideration and is evidence that the scheme can operate during peak periods of events with negligible impacts on the local highway network.

Should the provision of parking not be accepted by the Council, there is the potential for an unmet need of up to 230no. private vehicles that will create parking pressures for the surrounding area and may impact the local highway network. In addition, the location of the secure parking on events days can also be considered as sustainably located, with opportunities for users to reach events within the area via sustainable travel modes. The proposed ancillary bar will support the staggering of arrivals and departures to and from the site. In turn, this will limit the likelihood of significant numbers of vehicle trips arriving or departing the site at the same time which will further reduce the current pressures on the highway network.

Site Operation

A Car Park Management Plan as well as a Delivery Service and Management Plan have been produced by Mode Transport Planning to support the application at the site. All car parking at the site is managed via a booking system and the submitted CPMP will be used in tandem to the current systems operating at the site. During the departure period for events match/days, cars are let out of the car park in a staggered manner, to allow the exit for all vehicles to be safe and efficient. This is controlled by trained on-site staff who gradually release cars after being held internally within the parking facility. This ensures there is a slow steady stream of vehicles released and alleviates pressures on the road network.

The CPMP will ensure the site's parking arrangements operate efficiently and safely to ensure the local highway network is not adversely affected and to ensure the effective management of matchday parking to prevent overspill onto the local highway network.

Waste will be stored internally within the bar building, before being transferred to an external bin storage and collection point adjacent to the site access and will be the responsibility of the commercial business. Refuse collection will occur within the site by a private refuse collector with collections to be arranged outside of operating times and on non-matchdays / event days to avoid conflict with other customers and users of the site. All delivery / servicing times will be arranged to take place outside of operational hours and, where possible, on non-matchdays / event days. They will also be limited to Monday - Saturday, between 08:00 to 15:00, with no deliveries / waste collections taking place on Sundays and bank holidays. This will ensure deliveries do not coincide with the operation hours of the secure parking. A staff member will be on site at all times to oversee deliveries / servicing and allow access through the secure gated entrance. The DSMP provides further details on how the management of deliveries and refuse collection vehicles will take place on site.

It is considered that the proposed operational management plans for the site will minimise the impacts of match/event day vehicles and effective management of delivery and servicing arrangements. Once in place, the Management Plans will ensure the site operates effectively and ensures there will be no impacts on the local highway network.

Conclusions

This Planning Statement has been prepared by Broadgrove Planning and Development Limited ('Broadgrove') on behalf of our client, Premier Parking Ltd to support a full planning application made at Premier Parking, Hulme Hall Ln, Manchester M40 8YD ('the site').

This Covering Letter has demonstrated that the proposed end use is in-keeping with the surrounding area and will contribute positively to the surrounding land uses. It has also been demonstrated that the loss of employment space in this location can be justified as the proposal will lead to the creation of a considerably higher number of jobs in the long term.

In addition, it has been demonstrated that there will be no unacceptable impacts to the local highway network or highway safety. Instead, the proposals will work to alleviate existing pressures for parking in the local area.

There are no other technical reasons that should prevent the granting of planning permission.

Overall, the information submitted to the Local Planning Authority shows that the proposed development complies with policies at a local and national level and therefore constitutes sustainable development as defined at the heart of the National Planning Policy Framework. We respectfully request that planning permission is granted without delay.

I trust that the contents of this Covering Letter and accompanying documentation are clear. Should you have any queries relating to this Letter or the wider submission, please do not hesitate to contact me at your earliest convenience.

Yours faithfully,



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