



Planning Statement:
Burstock Street, Manchester

On behalf of: Connecting Dots Group

November 2024

HSP/JFAR/U0028475

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1 Introduction

1.1 Gerald Eve LLP has been instructed by Connecting Dots Group (“the Applicant”) to submit an application for temporary planning permission for the change of use of a vacant warehouse to a music and events venue at Burstock Street, Manchester (“the site”).

1.2 This application is submitted in full and the description of development is as follows:

“Temporary change of use of warehouse to a music and events venue (sui generis).”

1.3 This planning application has been submitted electronically via the Planning Portal (Planning Portal reference: PP-13512262).

1.4 The following documents/drawings have been submitted in support of this application:

- Site location plan
- Existing layout plan
- Proposed layout plan
- Plan showing bin and cycle parking area
- Crime Impact Statement prepared by Design for Security
- Noise Impact Statement prepared by Eddisons
- Operational Management Plan prepared by Connecting Dots Group
- Transport Note prepared by Eddisons
- Waste Management Proforma

1.5 The requisite statutory application fee in this instance is £578 which has been paid in full.

1.6 This Planning Statement provides a summary of the Site and the development Proposals before analysing the key planning matters and setting out the planning justification for this Proposal. The remainder of this Statement is set out in the following Sections:

- Site Context
- Planning History
- Proposed Development

- Planning Policy
- Planning Analysis
- Conclusion

2 Site Context

- 2.1 This Section sets out the site's characteristics, policy allocations and designations and surrounding context.

The Site

- 2.2 The Site comprises a vacant warehouse on the junction of Burstock Street, Bromley Street, Peary Street and Bilbrook street in Manchester. It contains hard standing along with scattered scrub and vegetation and mesh wire fencing along the site boundary.
- 2.3 The site is not covered by any allocations on the Council's Interactive Policies Map, aside from being identified in the following policy areas: Inner Areas (Policy SP1) and North Manchester (Policy EC4, H3).
- 2.4 In terms of other designations, the site is located in flood zone 1, denoting a very low probability of flooding from rivers. It is not situated within any areas designated in recognition of their landscape quality or value at either a statutory national level (i.e. AONBs and National Parks) or at a non-statutory local level (i.e. Special Landscape Areas).
- 2.5 The site is not located within a Conservation Area and there are no designated heritage assets within the curtilage of the site. The nearest designated heritage assets consist of the: Grade II listed Marble Arch Inn (List UID: 1247604), which is located approximately 260m to the south-west of the site; and, Grade II listed Roman Catholic Church of St Patrick (List UID: 1283012), which is located approximately 300m to the south-east of the site. Both of these assets are a considerable distance away from the site and are not visible from the site itself.
- 2.6 The Site is well-positioned in terms of access to public transport. It lies within 1km walking distance of key city centre transport interchanges, including Victoria rail/Metrolink station, Shudehill bus interchange and Manchester Piccadilly. Rail, Metrolink and bus services are available from Victoria and Shudehill to a variety of destinations across Greater Manchester and beyond, and typically run late into the evening and at weekends. The site is also easily accessible by foot and is less than a 15-minute walk from Victoria station.

Surrounding context

- 2.7 The site's immediate surroundings include a mix of vacant brownfield land associated with former industrial uses, car parks and areas of hardstanding. However there have been a number of planning applications made and approved recently indicating that the surrounding area will be subject to significant changes.
- 2.8 To the east of the site is a surface car park, which has consent for a temporary co-working container development (known as "Bromley Yard") (LPA reference: 138695/FO/2023). To the west of the site is further car parking. However, this land has recently been granted planning permission for the erection of nine buildings to form 1,202 residential apartments with ground floor commercial uses (LPA reference: 128248/FO/2020).
- 2.9 To the south of the site is an area of hardstanding which has recently been granted temporary planning permission for a period of three years for the installation of padel courts, multi-use courts, and boule/pétanque courts with ancillary food and drink uses (140587/FO/2024).
- 2.10 In the wider context, this area of Manchester in general is currently undergoing strategic redevelopment as part of the Northern Gateway Strategic Regeneration Framework (SRF). The SRF is one of the largest regeneration projects in the UK covering approximately 155ha of land to the north of Manchester City Centre between Victoria Station, NOMA and the Northern Quarter in the south-west, and Queens Park and the intermediate ring road (Queens Road) to the north-east. Within this SRF area, seven interconnected neighbourhoods are proposed. The site itself is situated within the New Town neighbourhood, which is identified for residential-led development.
- 2.11 As such, although the site is currently vacant, the site is part of an area which is due to undergo significant change in the coming years in light of both the recently approved planning applications and new applications which will come forward under the SRF. In the interim period, the proposed development will serve as a 'meanwhile use' and will enable the temporary use of vacant land and buildings prior to longer-term proposals for large-scale residential development coming forward. The active use of the site will help to raise the profile of this part of New Town,



creating interest in, and positively promoting, the site and wider area ahead of its prospective redevelopment.

3 Planning History

The Site

- 3.1 A review of the Council's online planning register has been carried out, using the online public register and a summary is provided in the table below.

Reference	Description	Decision
057842/FO/NORTH2/99	Change of use from warehouse to clothing manufacturing factory with ancillary offices and storage space and erection of two storey side extension, formation of new vehicular access and construction of 2m high fencing.	Approved 23 March 2000
030370	Single storey extension to existing warehouse and offices to form enlarged warehouse area and new trade counter	Approved 21 December 1987
023542	Change of use from factory and offices to warehouse and offices	Approved 12 February 1985
F17744	Extension to existing clothing and footwear factory and provision of 21 car parking spaces.	Approved 13 July 1982

- 3.2 The search revealed a series of historic planning permissions related to the site's previous use as a warehouse and clothing manufacturing factory.

4 Proposed Development

- 4.1 This section provides a description of the detailed proposals for which temporary planning permission is sought. The description of development is:

“Temporary change of use of warehouse to a music and events venue (sui generis).”

Use and Amount

- 4.2 The proposed development is for the temporary change of use of a vacant warehouse to a music and events venue. The space will be used for DJ-led events and the opening hours will be limited to Fridays (18:00- 02:00) and Saturdays (14:00 -02:00).
- 4.3 Events will be lead and managed by the Applicant, Connecting Dots Group, an established operator who organises various indoor and open-air events across Manchester.
- 4.4 The existing warehouses will be retained and there will be no change to the amount of internal or external floorspace which amounts to a total of 618 sqm (434sqm ground floor and 184 sqm basement).
- 4.5 Events will be held on the ground floor only and there will be no public access to the basement which will be used for storage purposes only. Portaloo’s are proposed in the outside yard area.
- 4.6 The total capacity of the venue is 750 customers. There will be circa 40 staff, including 1 event director, 1 event manager, 1 event assistant, 1 cloakroom assistant, 13 Security, 20 Bar staff, 1 litter picker, 1 artist liaison and 1 medic. The exact number of staff for each event will vary dependent on the number of tickets sold and the Applicant will follow the ‘Purple Guide’ for security management.

Layout

- 4.7 A plan showing the proposed layout of the events space has been submitted with the application (ref: Venue Floorplan 29 Oct 2024).

- 4.8 The events space will consist of a dancefloor, bar, front of house area and a stage. Mojo barriers are proposed along the front of the stage for crowd control and safety purposes.
- 4.9 The main entrance doors are located along the Peary Street elevation next to a staff office and cloakroom. A search and queue system will be in place along Burstock Street to control entrance into the venue.
- 4.10 Portaloos are proposed in the yard area adjacent to the entrance doors and fronting Bromley Street.

Appearance, Scale and Massing

- 4.11 No built development is proposed as part of this planning application. Therefore, the appearance, scale and massing of the site will remain unchanged as a result of the proposed development.

Landscaping

- 4.12 No landscaping is proposed as part of this planning application. Therefore, landscaping is not relevant to this planning application.

Access

- 4.13 Pedestrian access to the site is taken from Burstock Street where a search and queue system is in place to control entry. Customers will then enter the venue through the main entrance doors adjacent to Peary Street. A separate entrance for staff (including a staff welfare area) is on the corner of Burstock and Bilbrook Street.
- 4.14 No car parking spaces are provided on site but there are spaces available on Bilbrook Street for crew if needed, as shown in the Transport Note.
- 4.15 Cycle storage is provided in excess of policy requirement and the storage area is shown on the proposed layout plan.
- 4.16 No standards are provided for suis generis, however, under D2: Assembly and Leisure (Other leisure facilities) it refers to 1 space per 140sqm, minimum of 2no. spaces. Based on the floor

area 618sqm, this would equate to a requirement for 4no. spaces. As such the provision of 5no. Sheffield Stands is proposed which would accommodate up to 10no. cycles.

Waste Collection

- 4.17 A Waste Proforma has been completed and submitted in support of this planning application.
- 4.18 Waste collection will be undertaken by a private contractor and collection will not be permitted during events when members of the public are on site. The contractor will deliver the bins on a Friday (prior to the event starting at 18:00) and collected on a Sunday.
- 4.19 During events the bins will be stored in the locations identified on the proposed site plan. Staff will also be responsible for litter picking during the events.
- 4.20 The bins will have a capacity of 1100L and will be on wheels for easy movement. There will be four general waste bins and one recycling bin. There will be no glass bins at the venue as there will be no glass on site.

5 Planning Policy

- 5.1 This Section sets out the relevant local and national planning policy context in respect of the Site and the proposed land use. In particular, it highlights any policy constraints and/or tests against which new development proposals should be considered.

The Development Plan

- 5.2 Section 38(6) of The Planning and Compulsory Purchase Act (2004) indicates that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 5.3 In this instance the Development Plan comprises:
- Places for Everyone Joint Development Plan (adopted 2024)
 - Manchester's Core Strategy 2012 – 2027 (adopted July 2012);
 - The 'saved' policies of the Manchester Unitary Development Plan (adopted July 1995)

Places for Everyone Joint Development Plan

- 5.4 The Places for Everyone Joint Development Plan was adopted by MCC on 20th March 2024 and came into effect on 21st March 2024. The following policies are of most relevance to this planning application:
- 5.5 **Policy JP-Strat2: City Centre** explains that the City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester. It is further stated that it will be a priority for investment in development and infrastructure.
- 5.6 **Policy JP-S1 (Sustainable Development)** explains that, to help tackle climate change, development should aim to maximise its economic, social and environmental benefits simultaneously.
- 5.7 **Policy JP-P1 (Sustainable Places)** sets out the aim of becoming one of the most liveable city regions in the world. The policy sets out key attributes that all development, where appropriate, should be consistent with, including that development: respects and acknowledges the character and identity of the locality in terms of design, siting size, scale and materials used; responds to the needs of all parts of society; promotes a sense of community; makes efficient use of land; is safe; and is well-connected to other places, particularly by public transport.

- 5.8 **Policy JP-P3: Cultural Facilities** states that we should proactively develop and support cultural businesses and attractions in our cities and towns through a range of measures, where appropriate. In particular it states that we should consider the use of vacant properties and land for pop-ups or meanwhile uses for cultural and creative activities during the day and at night-time to stimulate vibrancy and viability and promote diversity in town centres.
- 5.9 **Policy JP-P6 (Health)** states that, to help tackle health inequality, new development will be required, as far as practicable, to, for example, maximise its positive contribution to health and wellbeing, and support healthy lifestyles.
- 5.10 **Policy JP-C8 (Transport Requirements of New Development)** requires new development to be located and designed to enable and encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments.

Manchester Core Strategy 2012

- 5.11 The Core Strategy was adopted in July 2012 and sets out the long-term spatial vision for the city for the plan period (2012 to 2027). Some of the Core Strategy policies have been superseded by the adoption of PfE. The following Core Strategy policies have not been superseded and remain relevant to this planning application:
- 5.12 **Policy SP 1 (Spatial Principles)** provides the key spatial principles that will guide the strategic development of Manchester to 2027. Policy SP1 encourages development to make a positive contribution to neighbourhoods of choice, minimise emissions, and to reduce the need to travel by locating development close to jobs, services, education and open space.
- 5.13 **Policy DM 1 (Development Management)** requires all development to have regard to specific issues including effects on amenity such as noise, light, road safety and traffic generation; accessibility; community safety and crime prevention and vehicular access.
- 5.14 **Policy T 2 (Accessible Areas of Opportunity and Need)** states that the Council will seek to ensure that new development is easily accessible by walking, cycling and public transport, and connects residents to jobs, centres, health, leisure, open space and educational opportunities.
- 5.15 **Policy EN 1 (Design Principles and Strategic Character Areas)** states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and listed above and have regard to the strategic

character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

- 5.16 **Policy EN19 (Waste)** indicates that the Council will require all developers to demonstrate the proposal's consistency with the principles of the waste hierarchy (prevention, reduction, reuse, recycling/composting, energy recovery, final disposal).

Manchester UDP 1995

- 5.17 The UDP policies that remain extant and are relevant to this application are as follows.
- 5.18 **Saved Policy DC26 (Development and Noise)** states that 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.

Other Material Consideration

- 5.19 There are a series of other planning policy guidance documents at local and national level that are relevant to the determination of this application which include the:
- Northern Gateway SRF
 - National Planning Policy Framework;

Northern Gateway

- 5.20 The Northern Gateway SRF was endorsed by MCC on 13th February 2019 and is a material consideration in the determination of all planning applications within the Northern Gateway. The SRF proposes seven interconnected neighbourhood, comprising: Collyhurst; New Cross; New Town; Red Bank; South Collyhurst; Vauxhall Gardens; and, Eggington Street and Smedley Dip.
- 5.21 The SRF sets out a vision to deliver approximately 15,000 homes supported by social and physical infrastructure, including a new City River Park which will connect Queens Park and Angel Meadow. The site is located within the New Town neighbourhood. Further details are provided in Section 2 of this Statement

National Planning Policy Framework

- 5.22 The latest version of the NPPF was issued in December 2023 (albeit there is a version which is currently out for consultation but that only carries limited weight at this stage). The NPPF sets out

the Government's planning policies and guidance a how this is to be applied.

- 5.23 **Paragraph 11** states that Plans and decisions should apply a 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.
- 5.24 **Paragraph 115** of the Framework states that, "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."
- 5.25 **Paragraph 128** of the Framework states that, "Planning policies and decisions should support development that makes efficient use of land, taking into account the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it; e) local market conditions and viability; c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use.

6 Planning Analysis

6.1 This section assesses the proposals against the relevant policies of the adopted Development Plan as well as relevant material considerations. Consideration is given to the following matters:

- Principle of use
- Noise
- Transport and accessibility
- Operational Management:
 - Safety and Security
 - Waste collection
- Flood risk and Drainage

Principle of Use

6.2 The Council's Interactive Policies Map identifies that the site is located within the 'Inner Areas of Manchester' and 'North Manchester' policy areas.

6.3 Although it is not allocated for any particular use, it is situated within the New Town neighbourhood in the Northern Gateway Strategic Regeneration Framework (SRF). The New Town Land Use map shown in figure 60 of the SRF (page 119) identifies the site for residential-led development with active frontages.

6.4 Although this planning application does not propose residential-led development, it will not prejudice the site's future redevelopment for residential purposes. Instead it will enable the successful and efficient temporary use of brownfield land prior to longer-term proposals for the site's comprehensive redevelopment coming forward. Therefore, the proposal will comprise a "meanwhile use", the operation of which will be limited to a temporary period of time, which is envisaged to be 3 years.

6.5 The approach of meanwhile uses is actively supported by PFE policy JP-P3 which states that the use of vacant properties and land for pop-ups or meanwhile uses for cultural and creative activities during the day and at night-time should be encouraged to stimulate vibrancy and viability and promote diversity in town centres. The proposal will promote the area as an exciting destination bringing back an otherwise vacant site into an active use for local people and visitors.

6.6 The temporary re-use of land and buildings to generate activity is an approach that has been utilised in the immediate surrounding area, as evidenced in section 2, with

recent approvals for the temporary padel courts with ancillary food and drink uses to the south, and temporary co-working space on land to the east.

- 6.7 Overall the above use is considered to be an appropriate and efficient use of a vacant brownfield site which accords with PFE policy JP-P3, Core Strategy Policy SP1 and paragraph 128 of the NPPF.

Noise

- 6.8 A Noise Impact Assessment (NIA) has been prepared by Enviro Consult to assess the potential noise impacts on the nearest sensitive residential receptors (shown in figure 1.3 of the NIA), which are:

- Residential apartments on Dalton Court (Emmeline Apartments) and Guild Street located 200m to the east and west respectively.
- Housing on Sudell Street 260m to the south east.
- New apartment blocks are under construction to the north west (across the rail lines) approximately 170m distant from the site.

- 6.9 The source noise for music events was measured during an onsite test conducted in September 2024. A noise model was then produced to calculate the impacts of the sound from the source to the various sensitive receptors.

- 6.10 The background noise levels have been taken from a Clement Acoustics noise report for the 202-204 Dantzie scheme for a similar facility. The background data indicates that the acoustic environment is dominated by road traffic.

- 6.11 The results indicate that the venue can comply with the Council's noise standards provided that the music noise levels are controlled as follows:

- Music noise levels should not exceed 95 dB, and the frequency component is reduced by at least 11 dB in the 63 Hz range (~100 dB).
- Doors and windows should remain shut (except for 1 door on the south elevation used for the smoking area/toilet access).

- 6.12 These measures can be controlled through adherence to a Noise Management Plan (NMP) which has been submitted as part of the NIA. The NMP also includes details such as staff training on noise awareness, ensuring deliveries only occur during normal working day hours and formal noise monitoring to be carried out periodically.

- 6.13 In accordance with the above measures, the proposed development is considered to accord with CS Policy DM 1, Saved UDP Policy DC26, and paragraph 180 of the Framework (2023).

Transport and Accessibility

- 6.14 A Transport Note has been prepared by Eddisons and is submitted alongside this application. As detailed at section 2, the site is well connected to local bus stops, train stations, tram stops and cycleways, which indicates that the site is easily accessible by sustainable modes of transport.
- 6.15 Owing to both the likely nature of the events and the location of the site, it is anticipated that the majority of travel by both staff and visitors will be via modes other than the private car. It is anticipated that pedestrian travel will predominate, with the site lying within 1km walking distance of key city centre transport interchanges, including Victoria rail/Metrolink station and Shudehill bus interchange. As such the Transport Note concludes that any impacts of the development in highway terms would be minimal.
- 6.16 In terms of servicing, the Note identifies that Waste collection will be undertaken by a private waste management company and along with any service vehicles, will be likely to approach the site either from the A664 Rochdale Road via /Peary Street and exit via Bromley Street. Delivery vehicles will be advised on the route/s to be used when making deliveries.
- 6.17 Whilst no parking on site is proposed, there is opportunity for up to 4no. crew vehicles i.e. performers, rather than staff, to park along Bilbrook Street, located to the west of the site. To encourage sustainable travel, cycle parking for up to 10no. cycles is also proposed, as identified on the site plan.
- 6.18 Based on the above, the Note confirms that the proposals should be considered acceptable. As such the proposed development accords with CS policies T 2 and DM 1 and PfE Policy JP-C8.

Safety and Security

- 6.19 Due consideration has been given to the prevention of crime and disorder, and the fear of crime, as part of the proposed development. A Crime Impact Statement (CIS) has been prepared by Greater Manchester Police ("GMP") Design for Security and is submitted alongside this planning application.
- 6.20 The CIS supports the application, subject to the recommendations provided at sections 3 and 4. Most of these measures are already proposed to be included, as below:
- The proposed layout plan shows a single main access/egress point to the site, off Burstock street, which will be managed

by security at all times during events, to control numbers, ensure safe access/egress and avoid potential conflicts arising.

- A queuing system will be in place and security will conduct electronic searches and bag searches upon entry to check for weapons and controlled substances.
- A dispersal strategy is in place (as set out in the operation management plan) to ensure the swift and safe dispersal of customers once the event is over.
- Alarms and CCTV equipment will be in place and CCTV will be closely monitored during events.
- All doors, shutters and windows will be secured as standard.
- The venue will be cashless with no cash transactions on site.
- All staff will have a meeting point before a shift starts. They will be met by a duty manager who will allocate specific roles for the day i.e. stock management, stock replenishment, server, bar manager, bar supervisor, till manager and dispute manager.
- Additional security perimeter fencing can be provided if required.

6.21 The Applicant will ensure that the recommendations set out in the CIS are adhered to and as such the Proposal will comply with CS Policy DM 1, PfE Policy JP-P1 and paragraphs 96 and 135 of the NPPF.

Waste

6.22 Details of waste collection are provided in the submitted Waste Proforma as well as the Operational Management Plan which includes details of the private waste collector.

6.23 Waste collection will be undertaken by a private contractor and collection will not be permitted during events when members of the public are on site. The contractor will deliver the bins on a Friday (prior to the event starting at 18:00) and collect them on a Sunday. The bins can easily be wheeled from the storage space to the collection point on Peary Street ready for collection.

6.24 During events the bins will be stored in the locations identified on the proposed plan. Staff will also be responsible for litter picking during the events.

6.25 The bins will have a capacity of 1100L and will be on wheels for easy movement. There will be four general waste bins and one recycling bin. There will be no glass bins at the venue as there will be no glass on site. As such the Proposal will comply with CS Policy EN19.

Flood risk and Drainage

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- 6.26 No changes to the drainage strategy for the site are proposed as part of the temporary use. Site surface water will continue to operate as existing. Consequently, there are no proposed increases in surface water discharge rate from the site as a result of the temporary use and, thus, flood risk is not increased.
- 6.27 Therefore, the proposed development accords with CS policies DM 1 and EN 14, and paragraph 159 of the NPPF (2021)

7 Conclusion

- 7.1 This Planning Statement has been prepared by Gerald Eve LLP on behalf of Connecting Dots Group. The application is for the temporary change of use of a warehouse to a music and events venue (*sui generis*).
- 7.2 Overall, the proposals will comprise a “meanwhile use”, the operation of which will be limited to a temporary period of time and will revitalise and make the most efficient use of a brownfield site within easy access of Manchester City Centre, bringing the site back into active use and allowing it to be enjoyed by Manchester’s residents ahead of its future residential-led redevelopment.
- 7.3 The application is supported by technical reports which demonstrate the proposed development’s acceptability in terms of; noise, transport, accessibility, safety and security and its subsequent accordance with the Development Plan and relevant material considerations.
- 7.4 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that all planning applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the assessment of planning matters in Section 6 has shown that the development is in accordance with the Development Plan when read as a whole.
- 7.5 Having established that the Proposal is in accordance with an up-to-date Development Plan, it is necessary to consider the second strand of Section 38(6) and determine whether there are any material considerations indicating planning permission should be refused.
- 7.6 In this case, it is considered that there are no material considerations that suggest planning permission should be withheld. There are, however, material considerations in favour of granting planning permission at the Site.
- 7.7 The NPPF at paragraph 11 is clear that where a proposal accords with an up to date Development Plan that the presumption in favour of sustainable development applies, and that planning permission should be approved without delay.

7.8 As such, it is respectfully requested that planning permission be granted in accordance with Paragraph 11(c) of the NPPF.



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