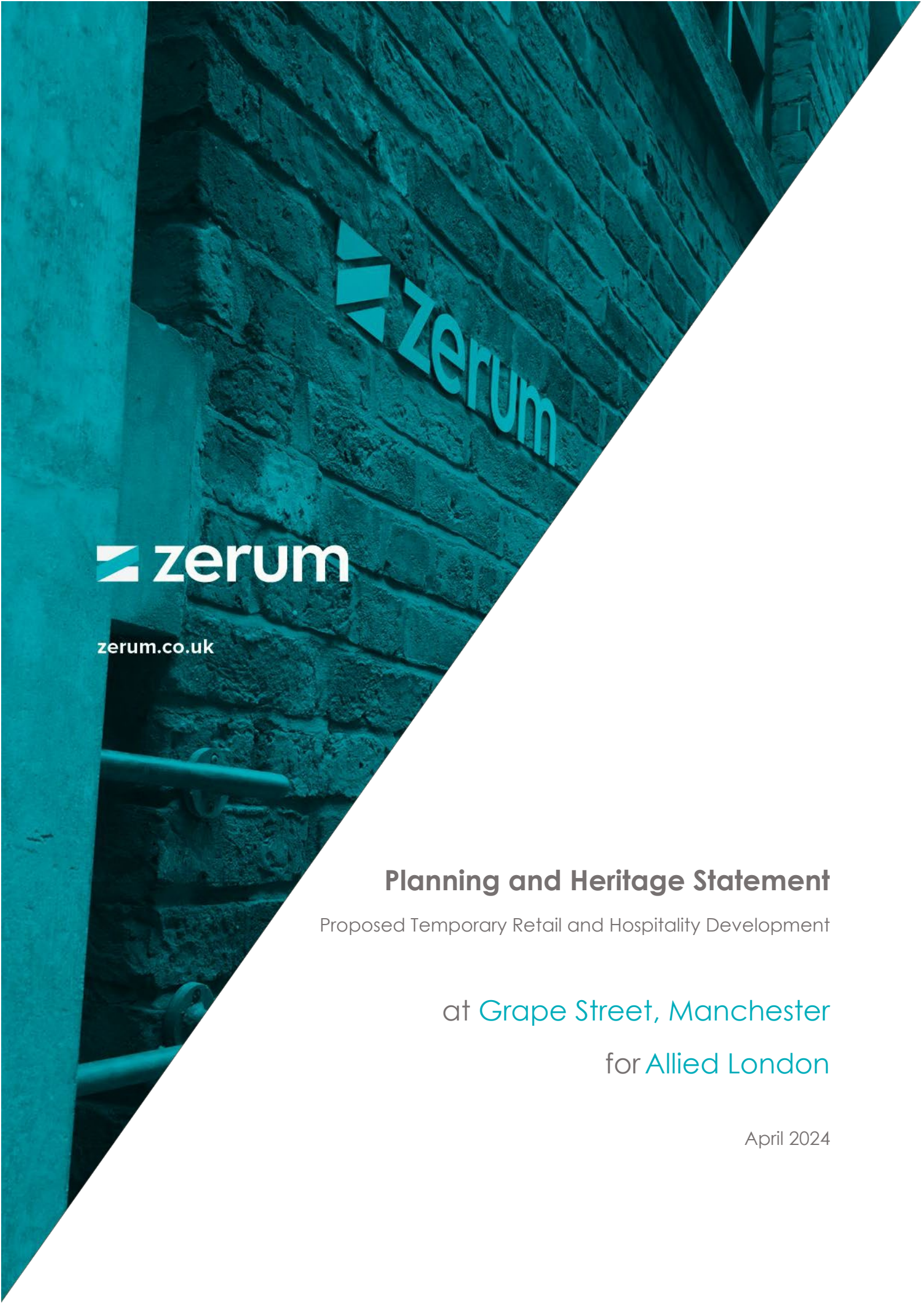

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Planning and Heritage Statement

Proposed Temporary Retail and Hospitality Development

at Grape Street, Manchester

for Allied London

April 2024

Grape Street, Manchester

The temporary installation of seven small units for retail and hospitality uses (Use Class E(a) retail sales, E(b) food and drink, Sui Generis (p) drinking establishment) and supporting WC and storage with outdoor seating and landscaping to activate Grape Street during the ongoing emergence of the St John's neighbourhood, for a period of five years

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1. INTRODUCTION

1.1 This Planning and Heritage Statement has been prepared on behalf of the applicant, Allied London. The application seeks full planning permission for the temporary installation of seven small units for retail and hospitality uses (Use Class E(a) retail sales, E(b) food and drink, Sui Generis (p) drinking establishment) and supporting WC and storage with outdoor seating and landscaping at Grape Street for a period of five years.

THE SITE

1.2 The site comprises land along the northern side of a wide footway known as Grape Street. It is located north of the Bonded Warehouse, Stables and south of Studio Way. The land is not adopted highway, and is in private ownership.

EMERGENCE OF ST JOHN'S

1.3 The land is now covered by the St John's Masterplan which has been endorsed by the Council through the St John's Strategic Regeneration Framework. The site is within Enterprise City, the commercial focus of the St John's neighbourhood.

1.4 In 2016, planning consent was granted for the refurbishment of the Bonded Warehouse, adjacent to the site to the south (ref 109241/FO/2015/C1), which is now in active use as vibrant workspaces. Over the intervening years, St John's has emerged and is well on the way to becoming a new Manchester neighbourhood built around enterprise, culture and living. It includes the city's landmark cultural venue, Aviva Studios, also known as Factory International.

1.5 Other recent openings include Manchester Goods Yard, home to Booking.com, Cloud Imperium Games, Peak AI and Fenix restaurant) and Globe and Simpson (occupied by WPP Group, the world's largest advertising company). The area's transition is underway.

INTERIM STRATEGY

1.6 While the area has developed tangibly, the neighbourhood is an ambitious endeavour and will take several years to complete. Due to the ongoing construction work, the area feels somewhat disjointed, particularly when approaching from Studio Way / Goods Yard Street. There is also a lack of convenient daytime facilities onsite to cater to the new influx of workers and those passing through, such as coffee vendors or sandwich shops.

1.7 This is the impetus behind this application. The intention is to place attractive, modular container units along the northern side of Grape Street with sufficient space for outdoor seating, potted trees and an ancillary unit providing WCs and storage. The proposal will be mainly food led. It is not proposed to form a destination in its own right. Rather, it will support the tenants who form part of the St John's community, and those passing through to visit Factory International. The focus will be on the lunchtime and after work periods.

1.8 It will make the area look and feel more active in this interim time whilst providing facilities for people working nearby.

1.9 The description of the development is as follows:

"Temporary erection of seven units for retail and hospitality (Use Classes Ea, Eb, sui generis (p)) for a period of five years

PURPOSE OF THE PLANNING STATEMENT

1.10 This statement describes the proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, determination of the planning application must be made in accordance with the development plan, unless material considerations indicate otherwise.

1.11 This statement should be read in conjunction with the other documents submitted with the planning application. These are detailed in the next section.

CONTENT OF PLANNING APPLICATION

1.12 In order to evidence that the design has evolved from a full understanding of the physical and policy context, including social, economic and environmental sustainability considerations, and to demonstrate that it will be suitably managed once operational, this planning application is supported by the following documents:

- Planning and Heritage Statement prepared by Zerum;
- Design and Access Statement prepared by Hart;
- Waste Management pro forma prepared by Allied London;
- Crime Impact Assessment prepared by GMP;
- Operational Management Strategy prepared by Allied London; and
- Acoustic Assessment prepared by Sandy Brown.

1.13 The application is also supported by a full set of plans and elevations, prepared by the scheme architects.

CONSULTATION

1.14 Prior to submission of the application, pre-application dialogue was undertaken with the Council. Information regarding the scheme was provided to local residents, businesses, the Castlefield Forum and ward councillors, along with contact details so that feedback could be provided before plans were finalised. The scheme is thereby built upon the applicant's dialogue with the Council, in addition to the ongoing consultation regarding this scheme and the evolution of the wider St John's Neighbourhood.

STATEMENT STRUCTURE

1.15 The remainder of this statement:

Section 2 - Provides context and describes the site and its surroundings alongside details of any relevant planning history and details of consultation;

Section 3 - Describes the development proposals;

Section 4 - Outlines the Development Plan framework, relevant national policy guidance and any material considerations;

Section 5 - Provides the Heritage Statement

Section 6 - Contains a detailed analysis of the main planning considerations and a summary of technical reports; and

Section 7 - Concludes by summarising the main points raised in this document.

2. DEVELOPMENT CONTEXT

2.1 This section briefly describes the site, its surroundings and local setting, and outlines the relevant planning history of the site.

SITE DESCRIPTION

2.2 The site comprises land along the northern side of a wide footway known as Grape Street. It is located north of the Bonded Warehouse and Stables. It is on higher ground than Studio Way to the north, and is accessed from there via a set of steps.

2.3 The land is not adopted highway and is in private ownership. It was formerly part of the Granada television studios site. The requirement for filming to be private led to Grape Street being blocked off at its junctions with Atherton Street and Lower Byrom Street to prevent members of the public gaining access.

SURROUNDINGS

2.4 The site is located within the St John's Masterplan, endorsed by the Council through the St John's Strategic Regeneration Framework. This ambitious endeavour is well on the way to becoming a new Manchester neighbourhood built around enterprise, culture and living. The commercial heart has become known as Enterprise City.

2.5 To the north of the site, Manchester Goods Yard and Globe and Simpson have recently opened, providing high quality office space to prominent companies and Fenix restaurant. Development is progressing to convert the Old Granada Studios building into a cultural destination with a hotel, residential apartments, workspaces, event spaces, production and recording studios, and a mix of bars, cafes and restaurants. Beyond, there are offices to either side of Quay Street, and beyond, the offices of Spinningfields.

2.6 Adjacent to the south is the Bonded Warehouse, which has been converted into workspaces for small to medium sized businesses, including retail and event spaces. To the south is the Science and Industry Museum, beyond which are the leisure and residential uses of Castlefield. Beyond Lower Byrom Street to the east are residential dwellings and St John's Gardens, a pocket park.

SITE ACCESSIBILITY

2.7 The site is in a highly accessible, city centre location. Deansgate Station is 650m away, providing heavy and light rail options across Greater Manchester and beyond. The Metroshuttle bus service provides free travel around the city centre, with destinations including the bus stations at Piccadilly Gardens and Shudehill, and the city centre railway stations.

2.8 The site is approximately 600m from the Manchester and Salford Inner Ring Road which provides routes to the main motorway network and across the North West. The city centre benefits from many car parks, with multi-storey structures nearby at Spinningfields, First Street and Manchester Central.

2.9 Manchester is a highly walkable city and lends itself to cycling. The employment, retail, leisure and cultural facilities of the city are within easy reach of the site.

HERITAGE DESIGNATIONS

2.10 The site is located in the Castlefield Conservation Area. The significance of the Conservation Area relates to the presence of structures reflecting the industrial development of this part of Manchester, and the area's associations with the Roman period. There are several designated and non-designated heritage assets nearby. The principal listed structures are the Bonded Warehouse which was listed at Grade II in July 2018; and the Manchester Museum of Science and Industry / Former Lower Byrom Street Warehouse, also listed at Grade II.

2.11 Heritage is covered in more detail in Section 5 of this report.

STATEMENT OF CONSULTATION

2.12 Prior to submission of the application, consultation was carried out. This involved pre-application dialogue with the Council; provision of information regarding the scheme to ward councillors; and a leaflet drop to 500 local properties including dwellings and businesses. The team contacted the Castlefield Forum to advise them of the emerging proposals. All parties who were notified were given information on the scheme, its nature and the reasons why it was felt to be a positive addition. Contact information was provided so that recipients could make their views known before plans were finalised.

2.13 The scheme is thereby built upon the applicant's dialogue with the Council. Views were sought from the wider community in advance of this submission. Dialogue has been ongoing

in relation to the evolution of the wider St John's Neighbourhood. This has influenced the evolution of the proposals.

2.14 We are confident that an appropriate approach has been taken, however, should there be a need for further public consultation once the application is validated, this can be addressed as part of the process.

STATUTORY DEVELOPMENT PLAN

2.15 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, local planning authorities must make their determination in accordance with the development plan unless material considerations indicate otherwise. The development plan relating to the site currently consists of the Manchester Core Strategy (2012) and the Saved Policies of the Manchester Unitary Development Plan (UDP, 1995) in addition to the Places for Everyone Joint Development Plan Document (2024).

SITE DESIGNATIONS

2.16 The site is located within the City Centre (Policies CC1-10), the Regional Centre (Policy EC3) and a Conservation Area (Policy EN3). Section 4 below includes a comprehensive overview of the relevant Development Plan policies. The scheme's response to these policies is considered in Sections 5 and 6.

3. DESCRIPTION OF PROPOSED DEVELOPMENT

3.1 The preliminary sub-sections of this Statement have touched upon the context and content of the application. More detail is provided as part of the submitted Design and Access Statement (DAS), prepared by Hart and the submitted plans.

3.2 The application seeks full planning consent for the temporary installation of seven 'container' units for retail and hospitality uses and supporting WC and storage, with outdoor seating and landscaping at Grape Street for a period of five years. This will activate the St John's neighbourhood while construction is ongoing.

ACCOMMODATION

3.3 The proposals will comprise 7 container units. They will comprise a mix of 20ft and 40ft high-cube units which offer greater head height. The units are modular in nature and can be clad in any type of material. The intention is for an elevated industrial appearance. Natural light and ventilation will be provided through glazed doors and windows. In some units, these will act as serving hatches.

3.4 One cantilevered unit and one vertical upstanding unit are proposed to form place-making bookends. The upper container of the cantilevered unit will not be accessible. These limited taller elements are included to create visual interest and pockets of sheltered space to be used for seating. Each of the 6 units used for retail and hospitality will have space for outside seating and planting.

3.5 The seventh unit provides storage and WCs. A separate timber bin store is proposed at the end of Grape Street, close to Atherton Street. This enables easy access for service vehicles.

LAYOUT

3.6 Grape Street has been selected for their location due to its central position between Bonded Warehouse and Goods Yard Street. It will form a visual link connecting these areas, which currently feel a little disconnected due to the ongoing construction works. It will activate both locations, and interface with the active frontages of the warehouse and stables.

3.7 The units will be arranged in two clusters. Location A to the west will comprise four units and overlooks the Goods Yard building and surrounding walkways. To the eastern end, a further three units will be positioned against the façade of the Old Granada Studios.

USE

3.8 The units will deliver a mix of retail and hospitality uses in use classes E(a) retail sales, E(b) food and drink, and Sui Generis (p) drinking establishment. The intention at present is for one retail unit, however, flexibility is sought in order for the proposals to respond to market demand. The ratio of uses across these classes could therefore change.

ACCESS

3.9 The design of the proposed development seeks to achieve the highest standards of accessibility and inclusion. The units need to sit on a concrete pad, meaning that stepped access is required. The majority of the units are for food and beverage use, with customers to be served via the hatch and to make use of the external seating. The experience of the non-ambulant will therefore not be different to other users. Should staff members be wheelchair users, ramps can be installed as required.

3.10 A ramp is proposed for the retail unit which will be predominantly experienced from inside. This is considered to be a suitable approach particularly given the temporary nature of the proposals.

PARKING

3.11 Manchester is a highly walkable city and lends itself to cycling. Storage for 14 bicycles is to be installed on Grape Street across 7 Sheffield stands as part of this application. The employment, retail, leisure and cultural facilities of the city are within easy reach of the site.

3.12 No car parking will be provided in relation to the proposals, given the highly sustainable location. There are multi-storey car parks locally, the closest being 320m away in Spinningfields.

3.13 The site is well provided with public transport options. Deansgate Station is 650m away, providing heavy and light rail options across Greater Manchester and beyond. The Metroshuttle bus service offers free travel around the city centre, with destinations including the bus stations at Piccadilly Gardens and Shudehill, and the city centre railway stations. There are bus stops providing a range of services close to the site, on Quay Street, Liverpool Road and Deansgate.

OPERATIONS

Opening Hours

3.14 There are expected to be a total of 20 employees, split between full and part time roles. A licence has been granted for the sale of alcohol between 10.00 and 23.00 from Monday to Sunday. Opening hours are sought from 07.00 until 23.00, with no alcohol to be sold for the first three hours of trading. It is likely that Saturday trading would be from 08.00 and Sunday from 09.00.

Refuse Strategy & Servicing

3.15 General and recyclable waste will be stored in the dedicated refuse storage area on the eastern end of Grape Street. Waste receptacles will be provided for customers and emptied regularly by staff. The quantum of bins is detailed in the submitted waste pro forma. Roadside collection will be arranged by the management. Bins will be taken to the roadside collection point a short time before pick-up, and vehicles will access the site via Atherton Street.

3.16 The submitted Operational Management Plan confirms that retail occupiers will be directed to ensure all deliveries are at suitable times of day, and are immediately brought inside the relevant unit and secured. Soft wheeled trollies are to be used to minimise noise in the transport of deliveries. In this way, any potential for disturbance from deliveries and waste collection are to be minimised.

Operational Management

3.17 The submitted Operational Management Strategy has been prepared by Allied London. It covers hours of use, staffing, noise management, the management of outdoor seating and dispersal. It will ensure that amenity is upheld for those using the site and those who live and work nearby.

Construction

3.18 The units are modular. They will sit on concrete pads or sleepers and do not require foundations. All structural modifications, window and door openings and Cat A fit-out will take place off-site. The containers are delivered to site and swiftly positioned. The Cat B fit-out takes place on site in line with tenant requirements. This approach results in minimal disruption during the assembly phase. At the end of the project's lifespan, the units can easily be removed from the site and repurposed for use elsewhere.

4. PLANNING POLICY

PLANNING AND COMPULSORY PURCHASE ACT 2004

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the development plan unless material considerations indicate otherwise.

4.2 This chapter therefore considers the relevant national planning policy and guidance which form a material consideration in the determination of this application, and the development plan which consists of the Manchester Core Strategy (2012), the Saved Policies of the Manchester UDP (1995) and the Greater Manchester 'Places for Everyone' Joint Development Plan (2024).

PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

4.3 The site is located within the Castlefield Conservation Area, close to several listed buildings. Section 66 of the Act requires decision-makers to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. In considering applications with respect to any buildings or other land in a Conservation Area, Section 72 of the Act requires the local authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

NATIONAL PLANNING POLICY

4.4 The National Planning Policy Framework (NPPF) provides a framework within which locally prepared plans for development can be produced. It is a material consideration in planning decisions.

4.5 The NPPF has a clear presumption in favour of sustainable development at its heart (para 10). Sustainable development means that the planning system pursues economic, social and environmental objectives (para 8), although they are not criteria against which every decision can or should be judged (para 9).

4.6 The presumption in favour of sustainable development means that local planning authorities should, without delay, approve development plans that accord with an up-to-date development plan, and where the relevant policies are out-of-date, granting permission

unless other policies provide a clear reason for refusal or if any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (para 11).

4.7 Paragraph 38 requires local planning authorities to approach decisions on proposed development in a positive and creative way, working 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 wherever possible.

4.8 Section 6 requires significant weight to be placed on the need to support economic growth and productivity including the wider opportunities for development (para 85). Paragraph 86 requires planning policies to be flexible enough to accommodate needs not anticipated in the plan; to allow for new and flexible working practices; and to enable a rapid response to changes in economic circumstances.

4.9 Section 7 seeks to ensure the vitality of town (and city) centres, and requires policy and decisions to support their role at the heart of local communities by taking a positive approach to their growth, management and adaptation. Policy should allow a suitable mix of uses, and allow centres to grow and diversify in a way that can respond to rapid changes in the leisure industry (para 90). A sequential test is only required where main town centre uses are located outside the centre (para 91).

4.10 Section 8 seeks inclusive and safe places which allow mixed-use developments, active street frontages, and are safe and accessible (para 96). Local authorities should plan positively for the provision of shared spaces; community facilities such as local shops and meeting places and other services to enhance the sustainability of communities and residential environments; and ensure and integrated approach to considering the location of housing, economic uses and community facilities (para 97).

4.11 Section 9 of the NPPF seeks sustainable transport, with promotion of walking, cycling and public transport, environmental impacts taken into account, and well-considered patterns of movement which contribute to making high quality places (para 108). The NPPF states that development should only be prevented on highway grounds if there would be an unacceptable impact on highway safety or severe cumulative highway impacts (para 115). Applications should prioritise pedestrian and cycle movements, address the needs of those with disabilities and allow for efficient servicing (para 116).

4.12 Section 11 requires planning decisions to promote an effective use of land, with as much use of previously-developed land as possible. Substantial weight should be given to the use of suitable brownfield land within settlements to meet identified needs (para 124). Multiple benefits from urban land are to be encouraged, such as mixed use schemes (para 124). Local authorities should refuse applications that fail to make efficient use of land (para 129).

4.13 Section 12 of the NPPF identifies good design as 'a key aspect of sustainable development' (para 131). Developments must function well over their lifetimes, be visually attractive with appropriate layouts, be sympathetic to local character whilst not discouraging appropriate innovation or change, establishing a strong sense of place, optimising the potential of the site and providing a high standard of amenity (para 135). Development of poor design should be refused (para 139).

4.14 New development should be planned for in ways that avoid increased vulnerability to climate change impacts. Local requirements for the sustainability of buildings should reflect government policy (para 159). Decisions should ensure that a site is suitable for its use in terms of ground conditions, land instability and contamination (para 189).

4.15 Section 16 sets out policy requirements in relation to the historic environment. This is set out and considered in greater detail at Section 5.

4.16 The NPPF is the latest in a sequence of similar policy statements recording successive governments' growing commitment to removing obstacles to investment, development and the creation of jobs. It is therefore an important consideration in the context of this proposal.

GREATER MANCHESTER 'PLACES FOR EVERYONE' JOINT DPD (2024)

4.17 The DPD provides a high level strategy for the city region. It encourages significant growth in jobs and housing in the core growth area which includes the city centre. Policy JP-Strat1 seeks to protect and enhance the economic role of the core growth area.

4.18 Policy JP-Strat2 seeks to strengthen the role of the city centre as the most significant economic location in the country, and states that it will continue to provide the primary focus for business, retail, leisure, culture and tourism activity. Policy JP-P4 identifies the city centre as a suitable location for retail and leisure uses.

MANCHESTER CORE STRATEGY (2012)

4.19 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the

existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.

4.20 The Core Strategy identifies a series of Regeneration Areas which cover the whole city centre. The application site is located within the Left Bank. The Strategy confirms that the city centre is and will remain the largest driver of employment growth in the North West and the most significant focus for cultural activity and creativity in the north of England.

4.21 The Strategy however recognises that much remains to be done if the city centre is to remain competitive and that it will be important to ensure that investment in Manchester continues. Manchester City Centre is the primary economic driver in the city region and as such is crucial to its longer term economic success. The strategy identifies challenges for the city centre which include provision of sites for economic development.

4.22 The following Core Strategy policies are considered relevant to this application:

Policy **SP1:** Spatial Principles
Policy **EC1:** Employment and Economic Growth in Manchester
Policy **EC3**: The Regional Centre
Policy **CC1**: Primary Economic Development Focus: City Centre and Fringe
Policy **CC4:** Visitors – Tourism, Culture and Leisure
Policy **CC5:** Transport
Policy **CC7**: Mixed Use Development
Policy **CC8**: Change and Renewal
Policy **CC9:** Design and Heritage
Policy **CC10:** A Place for Everyone
Policy **C1:** Centre Hierarchy
Policy **C10**: Leisure and the Evening Economy
Policy **T1**: Sustainable Transport
Policy **T2:** Accessible Areas of Opportunity and Need
Policy **EN1:** Design Principles and Strategic Character Areas
Policy **EN3:** Heritage
Policy **EN4:** Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
Policy **EN6:** Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
Policy **EN8**: Adaptation to Climate Change
Policy **EN14**: Flood Risk

Policy **EN15**: Biodiversity and Geological Conservation
Policy **EN16**: Air Quality
Policy **EN19**: Waste
Policy **PA1**: Developer Contributions
Policy **DM1:** Development Management

4.23 Relevant policy requirements will now be reviewed in detail.

4.24 Policy SP1 sets out the key spatial principles which will guide strategic development. The Regional Centre will be the focus for economic and commercial development, retail, leisure along with high quality city living. Core development principles include creating neighbourhoods of choice, using previously developed land where possible and reducing the need to travel.

4.25 Policy EC1 identifies the City Centre as a key location for major employment growth. The policy also supports other significant contributors to economic growth and productivity including culture facilities and other employment generating uses, mainly in the City Centre. The policy also recognises that the provision of ancillary facilities is key to creating business destinations which secure an enhanced occupier experience. Ensuring the continued social, economic and environmental regeneration of the city is a priority.

4.26 Policy CC1 identifies the City Centre as a strategic economic location and the focus of provision of a range of uses including leisure, entertainment and cultural facilities, to support the development of a vibrant employment location attractive to businesses, employees and visitors to the City Centre.

4.27 Policy CC4 identifies the City Centre as the focus for culture and leisure uses, recognising the economic benefits of providing facilities for visitors, business users and residents. Policy CC5 requires provision of adequate parking provision for cars and bicycles, with reference to the parking standards set out in Appendix B. The Appendix confirms that the standards do not apply in the City Centre, where parking is considered on a site by site basis.

4.28 Policy CC7 promotes mixed-use development in the City Centre, as a means of using land efficiently. Active ground floor uses such as food and drink and leisure, will be appropriate in locations with an established public function, or as part of a development which will create this type of environment.

4.29 Policy CC9 sets out a requirement for the highest standard of design in terms of appearance and function. Development should preserve or enhance the heritage assets that have been

identified. New development must support the range of uses that the Council expects in the City Centre, and contribute to a coherent, integrated physical environment. Policy CC10 seeks a place for everyone, which is accessible and increases the diversity of activity in the City Centre.

4.30 Policy C1 sets out a centre hierarchy. The City Centre is the focus for a range of uses including leisure. Policy C10 permits new development and redevelopment that supports the evening economy and contributes to centre vitality, where there is not already a concentration of such uses; where residential amenity does not suffer an unacceptable impact; and where new uses support both the daytime and evening/night time economies. The character of the area is also relevant, as are the potential impacts on the wider community. Explanatory text recognises that that the benefits of a vibrant evening economy need to be balanced against the other functions of centres, including the need to support a daytime economy, maintaining the attractiveness of an area to all users, including shoppers and residents.

4.31 Policy T2 states that the pattern of development will be managed to ensure that new proposals are located to ensure good access to the City's main economic drivers; and are easily accessible by various transport modes. In the City Centre, proposals should provide a level of car parking which reflects the highly accessible nature of the location and the realistic requirements of the users. In terms of cycle and disabled parking, development should provide appropriate facilities, taking account of the minimum citywide standards set out in Appendix B.

4.32 Policy EN1 expects all development to follow the seven principles of urban design and to have regard to the strategic character area in which the proposal is located. Opportunities for good design to enhance the overall image of the City should be fully realised. Developers will be expected to consider the heritage of the City Centre Character Area and continue its rich pattern of activity. Developments should contribute positively to the experience at street level.

4.33 Policy EN3 encourages development that complements and takes advantage of the distinct historic and heritage features of the districts and neighbourhoods. New developments must be designed to preserve, or where possible enhance, the historic environment, and the character, setting and accessibility of areas and buildings of acknowledged importance.

4.34 Policy EN4 requires development to follow the principles of the Energy Hierarchy, being designed to reduce the need for energy through passive design and natural lighting; and reducing the need for energy through energy efficient features such as improved insulation and glazing.

4.35 Policy EN8 requires all new development to be adaptable to climate change in terms of layout, design, siting and function. Flood risk should be minimised; passive design should be used to control overheating; and green infrastructure incorporated where possible.

4.36 Policy EN15 requires any adverse impacts on biodiversity to be justified against the wider benefits of the proposal. Policy EN16 requires developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the development itself. Policy EN19 requires provision of waste management plans to demonstrate how construction and demolition waste will be minimised and recycled on site where possible, and how the sustainable waste management needs of the end user will be met.

4.37 Policy DM1 requires development to have regard to siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas in terms of scale and appearance; effects on amenity including privacy, light, noise, vibration, air quality, odours, litter and road safety; accessibility including sustainable transport; community safety; design for health; refuse storage and collection; vehicular access and parking; effects relating to biodiversity, archaeological or built heritage; flood risk and drainage.

SAVED POLICIES OF THE MANCHESTER UDP (1995)

4.38 The Manchester Unitary Development Plan (UDP) was adopted in 1995 and some policies remain extant notwithstanding the adoption of the Manchester Core Strategy and the NPPF. The saved policies most relevant to this proposal are:

Policy **DC10**: Food and Drink Uses
Policy **DC26**: Development and Noise
Policy **RC20 Area 26**: Quay Street/Deansgate/Liverpool Road/River Irwell

OTHER MATERIAL CONSIDERATIONS

4.39 Other material policy considerations include:

- National Planning Practice Guidance;
- St John's Strategic Regeneration Framework (2016 and 2014);
- Manchester City Centre Strategic Plan (2016); and
- Guide to Development in Manchester SPD (2007).

NATIONAL PLANNING PRACTICE GUIDANCE

4.40 The NPPG is a material consideration in the determination of planning applications. It states that good design is integral to sustainable development, and requires the creation of places that work well for everyone and are adaptable for the long term. It identifies key design issues including local character, safe efficient streets, crime prevention, access and inclusion, and cohesive and vibrant neighbourhoods. Developments should be functional, support mixed uses, adaptable, resilient, distinctive in character, permeable to movement.

4.41 Of particular relevance to this application is the Design: Process and Tools section. This states that well designed places can be achieved through proactive and collaborative working at all stages of the opening process. Good design is considered under the ten principles set out in the National Design Guide.

4.42 In relation to brownfield sites, local planning authorities should seek to work with interested parties to promote their redevelopment. To incentivise brownfield land being brought back into use, local authorities should take a flexible approach in seeking planning obligations and other contributions to ensure the combined total does not make the proposal unviable.

ST JOHN'S STRATEGIC REGENERATION FRAMEWORK (2016, 2014)

4.43 A Strategic Regeneration Framework was prepared for the St John's neighbourhood in 2014 and an update published in 2016. The original SFR sought to guide the redevelopment of the 13-acre site for a new residential-led, mixed-use neighbourhood over the following ten years. Key areas include delivering a best-in-class neighbourhood of choice which is a vibrant place for innovation, culture, entertainment, leisure and living. Development should be fully integrated into the urban fabric, retaining and reusing the site's key heritage assets and should complement rather than compete with the wider city.

4.44 The document seeks a complementary mix of uses which will combine to create a distinctive sense of place which ensures 'life and vitality' during evenings and on weekends.

4.45 A draft St John's Strategic Regeneration Framework Update was published in November 2016. It sought to take into account the significant progress that had been made towards achieving the aims of the original SRF, and the changes to the proposals such as the Factory cultural space. It also extended the SRF area to the south.

MANCHESTER CITY CENTRE STRATEGIC PLAN (2016)

4.46 The Plan reflects on successes and sets out a plan for further growth. It identifies the functions of the City Centre as a driver of economic growth and major employment centre; an increasingly popular residential centre; a major visitor destination; and a place to spend leisure time. It reiterates the regeneration aims for St John's.

GUIDE TO DEVELOPMENT IN MANCHESTER SPD (2007)

4.47 This document is a material consideration in decision making and sets out the design principles and standards that the City Council expects new development to achieve. Part 1 of the SPD sets out design principles and standards including high quality developments that are safe, secure and accessible to all.

4.48 The SPD states that proposals should seek to ensure that the uses of buildings reflect their purpose and place. Development should enliven and define neighbourhoods and promote a sense of place. It should have regard for the location of sustainable public transport and its proximity.

4.49 Developments that remain flexible and allow for new users and functions will be supported. The SPD requires crime prevention measures such as informal surveillance, CCTV, good lighting and stewardship.

5. HERITAGE ASSESSMENT

Introduction

5.1 This section has been prepared to satisfy the requirements of Section 16 of the NPPF. It considers the characteristics of the relevant heritage assets and their settings in sufficient detail to understand the potential impact of the proposals on their significance.

5.2 This Heritage Impact Assessment chapter is structured as follows:

- Statutory requirements of legislation and policy;
- Description of the assets including their historic context;
- Assessment of significance;
- An outline of the proposed works; and
- Assessment of impact.

LEGISLATION, POLICY AND GUIDANCE

Planning (Listed Buildings and Conservation Areas) Act 1990

5.3 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires decision-makers to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. In considering applications with respect to any buildings or other land in a Conservation Area, Section 72 of the Act requires the local authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area

National Planning Policy Framework

5.4 The National Planning Policy Framework (NPPF) is a material consideration in planning decisions.

5.5 The NPPF defines a heritage asset as 'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)'.

5.6 Significance is defined as 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic

or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

5.7 Setting is defined as 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.

5.8 Section 16 sets out policy requirements in relation to the historic environment. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance (para 195). Applicants must describe the significance of affected heritage assets including contribution made by their setting (para 200). The level of detail should be proportionate to the assets' importance.

5.9 Paragraph 201 then goes on to state Local Planning Authorities should undertake an assessment of 'significance' and take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal. Local authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets; the positive contribution that conservation can make to sustainable communities; and the desirability of new development making a positive contribution to local character and distinctiveness (para 203).

5.10 When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be), irrespective of whether harm is substantial or less than substantial (para 205). Any harm requires clear and convincing justification (para 206).

5.11 Where development would cause substantial harm/loss of a designated heritage asset, consent should be refused unless the harm/loss is necessary to achieve substantial public benefits that outweigh the harm or loss, or the nature of the asset prevents reasonable use; no viable use can be found through marketing; alternative funding is not possible; and the harm/loss if outweighed by the benefit of bringing the site back into use (para 207). Any less than substantial harm should be weighed against the public benefits of the proposal (para 208). The effect on the significance of a non-designated heritage asset should be taken into account, with balanced judgement required as to the scale of any harm or loss and the significance of the heritage asset (para 209).

5.12 Local planning authorities should look for opportunities for new development in Conservation Areas and within the setting of heritage assets that enhance or better reveal significance. Proposals that preserve elements of setting that make a positive contribution should be treated favourably (para 212).

Manchester Core Strategy (2012)

5.13 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF).

5.14 Policy CC9 sets out a requirement for the highest standard of design in terms of appearance and function. Development should preserve or enhance the heritage assets that have been identified.

5.15 Policy EN1 expects all development to follow the seven principles of urban design and to have regard to the strategic character area in which the proposal is located. Developers will be expected to consider the heritage of the City Centre Character Area. Developments should contribute positively to the experience at street level.

5.16 Policy EN3 encourages development that complements and takes advantage of the distinct historic and heritage features of the districts and neighbourhoods. New developments must be designed to preserve, or where possible enhance, the historic environment, and the character, setting and accessibility of areas and buildings of acknowledged importance.

5.17 Policy DM1 requires development to have regard to siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas in terms of scale and appearance; and effects relating to archaeological and built heritage.

Good Practice Advice Note 3: The Setting of Heritage Assets, Historic England (2017)

5.18 The guidance provides detail on how to understand setting, and how to assess the impact of change upon it. The guidance makes clear that setting in itself is not a heritage asset, rather, it is important insofar as it contributes to the significance of the asset.

Conservation Principles, Policies and Guidelines, Historic England (2008)

5.19 Whilst a draft version of this document has been published for consultation, it has not been further progressed. Both versions promote a very similar approach. The 2008 document sets out four groups of heritage values which may be attached to places, as follows:

- Evidential value – the potential of a place to yield evidence about past human activity;
- Historical value – the ways in which past people, events and aspects of life are connected through a place: this may be illustrative (visible links to the past) or associative (through links to particular persons or events);
- Aesthetic value – the ways in which people draw sensory and intellectual stimulation from a place (ie architectural and artistic interest); and
- Communal value – the meanings of a place for the people that relate to it.

IDENTIFICATION OF THE HERITAGE ASSETS

5.20 Listed buildings near to the site are shown on the plan below as blue triangles.

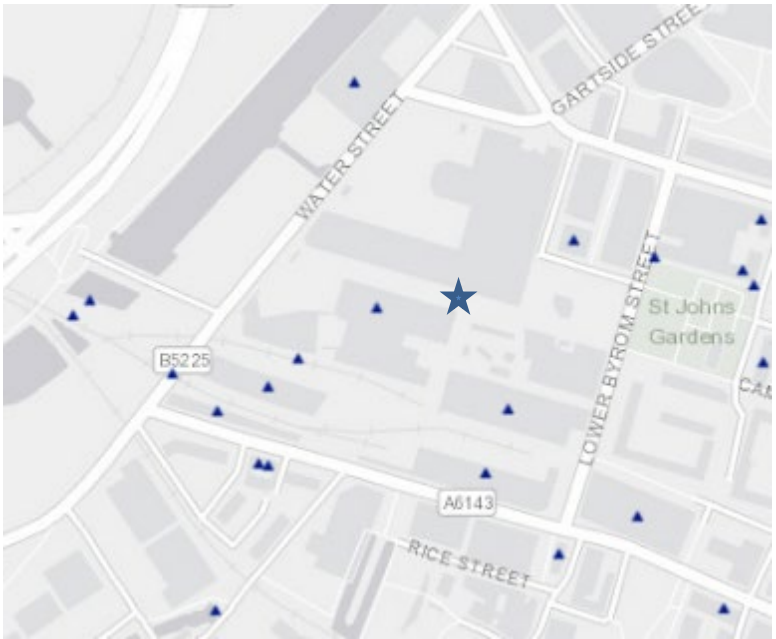

Figure 1 Listed Buildings (shown as triangles) near development site (indicated by the star)

5.21 Due to the tight urban grain, the principal assets with which the site has a relationship are relatively limited, due to the built-up nature of the site. They are as follows:

- Bonded Warehouse and associated former stables; and

- Manchester Museum of Science and Industry, Former Lower Byrom Street Warehouse.

5.22 There are several Conservation Areas close to the site, as shown on the plan below.

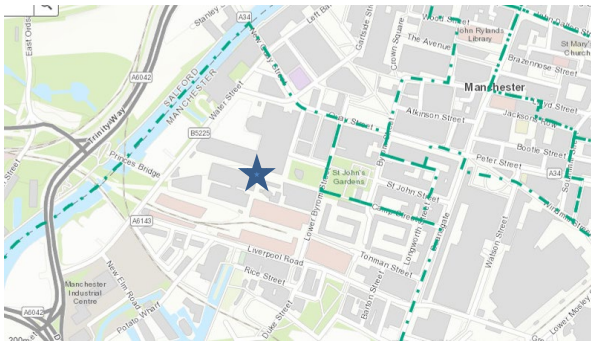

Figure 2 Conservation Areas (indicated by green line)

5.23 The site is located within the Castlefield Conservation Area. No other CAs have a relationship with the site.

5.24 The St John's Strategic Regeneration Framework (2014) identifies non-designated heritage assets within the framework site. They are shown on the map extract below, taken from the Masterplan.

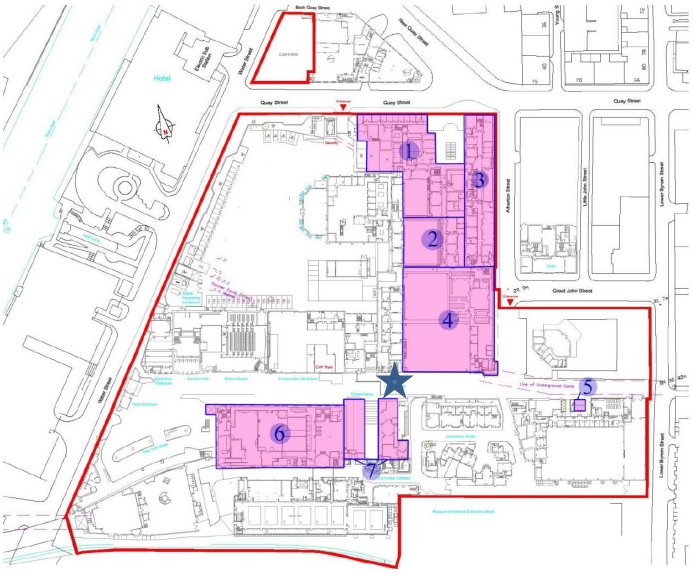

Figure 3 Non-designated heritage assets shown in St John's SRF

5.25 The assets which have a relationship with the site are as follows:

- Administration Block and Studio 2;
- Studios 8 and 12; and
- Accumulator Tower.

HISTORIC DEVELOPMENT OF THE ASSETS AND AREA

5.26 A great deal of research has been undertaken which outlines the historic evolution of the area on the basis of historic maps. This is contained in the St John's SRF, and in work undertaken as part of the refurbishment of the Bonded Warehouse.

5.27 In the late c18th, the SRF area was largely open ground. There was a group of buildings associated with the unloading of goods from the River Irwell. By the beginning of the c19th, warehouses, wharves, small residential dwellings and industrial buildings had developed around Quay Street and to the south.

5.28 The 1830s saw the arrival of the railways and associated viaduct and warehouses, including the Bonded Warehouse. By the 1850s, there were over 80 houses on the SRF site. They were densely concentrated, principally back-to-backs, three storey terraces and courtyard housing, intersected by occasional public houses. By 1888, the area was becoming fully developed, principally with industrial uses.

5.29 Grape Street gained its name in the late 1880s, likely reflecting the number of timber merchants in the area, with grape being a type of wood. At the start of the c20th, the area was characterised by the railway goods yard, warehouses around the canal basin, and terraces of houses.

5.30 Until the 1950s, the area around the site was of a low rise, small grain, with small terraced housing and open timber yards. Following the construction of Granada Studios, the area around the site took on a different character and larger urban grain with large-scale commercial buildings of differing heights and scales. Grape Street was closed to the public and became private land, in order to keep filming private.

DESCRIPTION OF THE HERITAGE ASSETS

5.31 **The Bonded Warehouse** (Grade II listed) was constructed in 1869, with a railway line crossing Water Street and running directly into the building. The role of a bonded warehouse was the secure storage of goods until duties were paid upon them. The building is of red brick in English bond with blue engineering bricks to banding, quoins and window returns. Large timber doors are located to the base of each loading bay with remains of hoists and brackets. There is original 'bonded warehouse' signage to the west elevation.

5.32 **The Stables** (curtilage listed, associated with Grade II listed Bonded Warehouse) comprise two former stables connected by a glazed link. The stables were constructed between

1891 and 1908. The glazed link was put in place in the 1980s to facilitate use of the blocks by those on the Granada Studio tour. Around the same time, the stables were converted into replicas of the public houses featured in Coronation Street and Emmerdale, which involved external alterations.

5.33 **The Manchester Museum of Science and Industry, Former Lower Byrom Street Warehouse** (Grade II listed) is a former railway goods warehouse dating to 1880 and now forms part of a museum complex. The building is three storeys, of red brick with dressings of red brick and some sandstone, and a slate and glass roof. It is rectangular in plan with entrances for railway lines through the west end.

4.50 **The Castlefield Conservation Area** incorporates structures reflecting the industrial development of this part of Manchester, in addition to the Roman period. The Rochdale Canal, opened in 1804, made Castlefield the hub of the canal network which subsequently developed. A large number of warehouses emerged to supply the needs of the fast-growing city. The first railway station opened on Liverpool Road in 1830, leading to the construction of various railway lines, crossing Castlefield on viaducts. During the c20th, the canal and rail transport declined, with the facilities being chiefly used for leisure purposes. The railway complex at Liverpool Road was sold to a conservation group and became the Greater Manchester Museum of Science and Industry.

5.34 **The Administration Block and Studio 2** is a two storey building which opened in 1956, in a style which represented the era. The consented proposals for the site involve demolition of the Administration Block (application ref 118040/FO/2017) which has since been implemented. Studio 2 will be retained.

5.35 **Studios 8 and 12** match and complement Granada House. The building has a large blank return elevation of blue brick facing Grape Street. The consented proposals for the site involve replacement of the old annex building with a new nine-storey workspace/residential building. The annex has been demolished in line with this consent. Studios 8 and 12 will be retained.

5.36 The **Accumulator Tower** is a brick tower with three arched windows set at a high level, and corbel detailing to the roof. It was built to provide hydraulic power to the adjoining Grade II listed warehouse.

ASSESSMENT OF SIGNIFICANCE

5.37 As required, this assessment is proportionate to the importance of the designated assets and sufficient to understand the impact of the proposal, given their nature and extent.

Bonded Warehouse

Special Architectural and Historic Interest

5.38 The Bonded Warehouse has high evidential, historical and communal value, and medium-high aesthetic value. The building retains many original features, which are considered to be of high significance. These include exposed brickwork walling; original windows, doors and floor hatches; timber and wrought iron roof structure; internal cast iron columns and wrought iron beams; brick jack arch ceilings; machinery and signage.

Contribution of setting to significance

5.39 The Bonded Warehouse is located in an area which has been subject to extensive change through the occupation of the site by Granada Studios, and the current redevelopment of the site. It is therefore experienced within a setting which includes a range of different buildings. Overall, the setting's contribution to the significance of the asset is neutral. It does not enhance the asset's historic context or significance, nor is it particularly harmful.

The Stables

Special Architectural and Historic Interest

5.40 The Stables have modest evidential, historical and aesthetic value which derives from their relationship to the Bonded Warehouse. As such, they reflect to some degree the historical development of Manchester as a c19th industrial, railway city. However, unlike the warehouse, the Stables do not retain original features, which thereby reduces its significance. They may also be said to have a small amount of communal value due to their relationship to the former Coronation Street set.

Contribution of setting to significance

5.41 The proximity of the adjacent Bonded Warehouse is the principal contributor to the setting of the Stables, given the historic functional relationship between the two buildings. However, the surroundings of the warehouse and the Stables has been subject to extensive change due to the development of Granada Studios and the long-term use of the site for television recording purposes, which gave rise to much reworking of surrounding buildings

and sets. More recently, consent was granted for the redevelopment of this location into the St John's neighbourhood including Enterprise City.

5.42 The Stables are viewed within this mixed context, which comprises modern development alongside heritage assets. The setting's contribution to the significance of the Stables is therefore partly positive, with the warehouse enhancing the asset's historic context and significance and partly negative.

5.43 Given the tight urban grain of this location, and the smaller scale of the Stables compared to the far larger buildings close by, the Stables makes a modest contribution to the Conservation Area.

The Manchester Museum of Science and Industry, Former Lower Byrom Street Warehouse

Special Architectural and Historic Interest

5.44 The former warehouse has evidential, historical and aesthetic value arising from its presence as an older building in the streetscene, and its reflection of Manchester's historical evolution as a centre for industry and commerce.

Contribution of setting to significance

5.45 The warehouse forms part of the wider Museum of Science and Industry complex, which contains a number of significant historic buildings relating to Manchester's Industrial Revolution. At the same time, the warehouse is now viewed within its modern context, as part of a townscape which has been subject to great change. The setting's contribution to the significance of the warehouse is neutral. It does not enhance the asset's historic context or significance, nor is it particularly harmful.

Castlefield Conservation Area

Character and Appearance / Special Architectural and Historic Interest

5.46 The Conservation Area has evidential, historical and aesthetic value. Its significance relates to the presence of structures which reflect the industrial development of this part of Manchester. This is particularly the case in the area currently occupied by the Bonded Warehouse and Manchester Museum of Science and Industry.

Contribution of setting to significance

5.47 The Conservation Area covers a broad area, with heritage assets sitting alongside modern redevelopment. As such, its assets are viewed within a modern context, as part of a townscape which has been subject to great change. Overall, the setting's contribution to the significance of the Conservation Area is neutral. It does not enhance the asset's historic context or significance, nor is it particularly harmful.

Administration Block and Studio 2

Special Architectural and Historic Interest

5.48 The Administration Block and Studio 2 have limited historical and modest aesthetic value arising from their typically mid-twentieth century design and role in the development of the Granada Television Studios. Consent for demolition of the Administration Block has been granted and implemented.

Contribution of setting to significance

5.49 Their setting is characterised by the mixed city centre streetscape, composed of a range of building types and ages. As such, the contribution of setting to its modest significance is neutral. It does not enhance the asset's historic context or significance, nor is it particularly harmful.

Studios 8 and 12

Special Architectural and Historic Interest

5.50 The studios have limited historical and modest aesthetic value arising from their typically mid-twentieth century design and role in the development of the Granada Television Studios.

Contribution of setting to significance

5.51 Their setting is comprised of the mixed city centre streetscape and the varied built form of the former studios site. As such, the contribution of setting to their modest significance is neutral. It does not enhance the asset's historic context or significance, nor is it particularly harmful.

Accumulator Tower

Special Architectural and Historic Interest

4.1 The Accumulator Tower has evidential, historic and aesthetic value, reflecting its role in Victorian Manchester's industrial, rail and commercial boom.

Contribution of setting to significance

5.52 The Tower's setting is comprised of the varied built form of the former studios site. As such, the contribution of setting to its modest significance is currently negative. It does not particularly enable appreciation of the asset. This will change with the consented development proposals for the wider site.

PROPOSED WORKS

5.53 As set out in more detail elsewhere in this report and the submitted documentation, the proposed works comprise the temporary installation of retail and hospitality units for a period of 5 years along with associated outdoor seating and landscaping.

IMPACT OF DEVELOPMENT

Bonded Warehouse

5.54 The temporary development proposals will be viewed alongside the Bonded Warehouse. The heritage asset will continue to be viewed alongside the modern elements located within its setting. As such, the impact of the proposal will be neutral. The setting of the listed building will be preserved and no harm will be caused. Significance will be upheld.

The Stables

5.55 The delivery of a modest, temporary development close to the Stables will comprise a small addition to the evolving landscape surrounding the heritage asset. The impact of the proposal is modest and temporary. It will preserve the setting of the Stables in line with the legislative requirement. No harm will be caused. The significance of the asset will be upheld.

The Manchester Museum of Science and Industry, Former Lower Byrom Street Warehouse

5.56 The modest proposal will form a very small part of the setting of the listed warehouse which is already comprised of an existing mixed townscape setting. As such, the setting of the

listed warehouse will be preserved and no harm will be caused. Significance will be upheld.

Castlefield Conservation Area

5.57 Due to the tight urban grain around the site, and the size of the Conservation Area, the development site forms only a small part of it. There is a limited zone of visual influence in relation to the broader Conservation Area. The proposal will have a neutral impact on the Conservation Area, which will be preserved in line with the requirement, and no harm will be caused. Significance will be upheld.

Administration Block and Studio 2

5.58 The proposed works will have a neutral impact on the setting of Studio 2 due to the limited nature of the works and the presence of intervening built form. The administration block has been demolished in line with the existing consent. The setting of Studio 2 will be preserved and no harm caused. The limited significance that exists will be upheld.

Studios 8 and 12

5.59 The temporary addition of the proposals to the streetscene will have a neutral impact on the setting of the nearby Studios. The limited significance that exists will be upheld and no harm caused.

Accumulator Tower

5.60 The Tower's setting is comprised of the varied built form of the former studios site. As such, the temporary scheme will introduce another, albeit modest, element into the existing townscape. It will have a neutral impact on the setting of the Tower. No harm will be caused. Significance will be upheld.

SUMMARY OF IMPACT

5.61 It has been demonstrated that the setting of the relevant assets continues to evolve, with the delivery of the comprehensive redevelopment of the wider site. The modest, temporary proposals will result in no harm to designated or non-designated heritage assets and their settings. The assets will continue to be viewed and experienced as part of a mixed streetscape. The proposals will preserve significance and will cause no harm.

5.62 The proposal thereby complies with legislation and with local and national policy in this regard. There are no grounds to refuse consent on the basis of heritage impact.

6. PLANNING ASSESSMENT

6.1 This chapter considers the principal issues that are relevant to the application:

- The principle of the uses;
- Design;
- Heritage;
- Highways and access;
- Management including servicing, waste and construction phase;
- Amenity including noise and site operations.

PRINCIPLE OF USE

6.2 The principle of retail and hospitality use in this location under Use Classes E(a), E(b) and Sui Generis (p) are wholly suitable in policy terms. These uses comply with national policy which seeks to ensure the vitality of city centres by taking a positive approach to their growth and adaptation; and ascribes significant weight to supporting economic growth. The NPPF supports the effective use of land with substantial weight to be given to the use of suitable brownfield land within settlements to meet identified needs. Policy CC7 promotes the efficient use of land in the city centre and active 'ground floor' uses in appropriate locations such as this one.

6.3 The nature of the proposals align with policy, particularly in terms of the activation of a space which is subject to a broader regeneration programme. This complies with the Council's Core Strategy including Policies SP1, EC1, CC1 and CC4 which seek to direct a range of uses to the city centre in order to maintain its economic competitiveness and its vibrancy including leisure uses.

6.4 The proposal aligns with the Council's St John's Strategic Regeneration Framework, and contributes towards activating the area as the broader area strategy progresses. The temporary proposals will complement the redevelopment envisaged by the Framework, knitting together the emerging neighbourhood and benefiting the city as a whole. In this interim phase, as construction progresses, the proposed scheme will bring economic, social and environmental benefits and contribute to the regeneration aspirations of the wider area.

6.5 The following sections will review the suitability of the proposed uses in more detail.

Food and Drink Uses

6.6 The principle of E(b) food and drink and Sui Generis (p) drinking establishment / bar uses in the city centre are suitable in policy terms by nature, being town centre uses. Leisure uses are recognised as contributing to the vitality of centres by national and local policy.

6.7 Policy EC1 supports uses in the city centre which contribute towards economic growth, provide an enhanced experience for commercial operators, and generate employment. This includes leisure and entertainment facilities. Policy CC1 identifies the city centre as a suitable location for commercially-led schemes including leisure facilities. It recognises that a range of uses including leisure and entertainment will support the development of a vibrant employment location which is attractive to employers, residents and visitors. The policy encourages the proposed uses in the city centre. As is evident from the information which supports this application, a very high quality offer will be delivered with careful attention to creating a unique customer experience.

6.8 The uses will generate the provision of 20 staff roles, split between full time and part time jobs, including management positions. The NPPF requires significant weight to be put on the need to support economic growth, and envisages dynamic city centres with a range of flexible uses.

6.9 The uses also support the broader vision for the area as an emerging residential and business location of choice. Food and drink uses are attractive ancillary facilities for residents and business operators, whilst demonstrating to investors that an area is vibrant and popular. The proposal therefore aligns with Policies SP1, EC1, EC3 and CC1 which seek to build on the city's success as a commercial location.

6.10 Policy CC7 seeks active uses on ground floors, and finds leisure uses suitable where the location has an established public function or is part of a development which will create this type of environment. The intention of the SRF is that the area becomes a more active, public space, and the proposal will contribute towards this, particularly at this interim stage in which more people are moving into the area, but the full range of supporting 'lifestyle infrastructure' is still emerging. The units have been designed to respond to this temporary gap in food and drink options particularly for those working in the newly opened offices.

6.11 The proposal complies with Policy C10 by supporting the daytime and nighttime economies; by upholding residential amenity; and by being located in an area without a concentration of evening uses. The provision of suitable uses which appropriately activate a centre at all times of the day and night is also an aim of national policy.

6.12 The site is well suited to leisure uses, being very accessible and capable of being managed to a high standard with negligible impact on neighbour amenity. This is further addressed in subsequent sections of this chapter, covering noise and waste management.

Retail Use

6.13 The principle of E(a) retail use in the city centre is suitable in policy terms by nature, being a town centre use. Policies EC1 and CC1 recognise that a range of uses including retail will support the development of a vibrant location. This is the intention of the proposal, which is to act as an ancillary facility for local workers and residents, as well as a small proportion of people passing through to local destinations.

6.14 It will contribute towards the vitality sought by Policy CC7 in which active uses contribute to an area with an established or emerging public function. Policy CC2 seeks to focus comparison retail primarily within the Primary Shopping Area, but states that this use will be supported across the city centre where it would contribute to area character. The proposals will meet this aim, given their careful design and the intention that they contribute towards generating a sense of place in the emerging St John's neighbourhood. They will not compete with the Primary Shopping Area, but will instead support local regeneration efforts.

6.15 Policy CC2 requires mixed-use developments with a retail component to demonstrate that reasonable steps have been taken to ensure occupation. Allied London is a well respected developer with an established track record in delivering successful schemes.

6.16 It has been demonstrated that the proposed uses are compliant with local and national policy objectives.

DESIGN

6.17 The proposals have been well designed, with the units being carefully placed to purposefully activate Goods Yard Street and Grape Street, linking the locations visually during construction works, and interfacing with the active frontages of the Bonded Warehouse and Stables. The bin store is placed for ease of access including by collection vehicles from Atherton Street.

6.18 The appearance of the units has been selected to align with the vision for the St John's neighbourhood. It is forward looking whilst respectful of its historic character. The units can

be clad in any type of material. As described in the Design and Access Statement, the intention is for an elevated industrial appearance, complemented by fabric canopies and festoon lighting. The built form will be of a high design quality and will contribute to local character, in line with the design priorities of the NPPF and local Policies CC9, EN1 and DM1.

HERITAGE

6.19 Section 5 of this report comprises a Heritage Impact Assessment. It considers the significance and setting of nearby designated and non-designated heritage assets. It finds that the setting of the relevant assets continues to evolve, with the delivery of the comprehensive redevelopment of the wider site.

6.20 The modest, temporary proposals will result in no harm to assets or their settings. The assets will continue to be viewed and experienced as part of a mixed streetscape. The proposals will preserve significance and will cause no harm. The proposal thereby complies with legislation and with local and national policy in this regard. There are no grounds to refuse consent on the basis of heritage impact.

HIGHWAYS AND ACCESS

6.21 The proposals are predominantly intended to serve their immediate surroundings which are comprised of commercial and residential uses. There is good pedestrian infrastructure in the vicinity of the site with all roads having footways on both sides of the carriageway. All traffic signals in the area benefit from pedestrian crossing facilities with dropped kerbs and tactile paving.

6.22 The site and surroundings are served by the Metroshuttle free buses which provide convenient access to major activity centres in the city, along with other bus services. Deansgate Station is 650m away, providing rail options across Greater Manchester and beyond. The city centre benefits from many car parks, with multi-storey structures nearby at Spinningfields, First Street and Manchester Central.

6.23 The site is extremely accessible and benefits from a range of transport options. For this reason, no vehicular parking is to be provided onsite. This approach is wholly compliant with Policy T2 of the Core Strategy which states that new development in the city centre should provide a level of parking which reflects the highly accessible nature of the location and the realistic needs of users. There will be 14 cycle parking spaces on the site which will be available for staff and visitors.

MANAGEMENT

Servicing and Waste

6.24 Waste bins are to be provided across the site for customer use. They will be emptied regularly by staff and the waste will be transferred to a dedicated refuse storage area. This is to be conveniently located at the eastern end of Grape Street. Roadside collection will be arranged by the management from Atherton Street.

6.25 The submitted Operational Management Strategy confirms that servicing will be undertaken so as to uphold amenity, with deliveries at suitable times of day to minimise any disruption.

6.26 Deliveries, waste management and refuse collection are appropriate for the scale of the development, and can be undertaken in an efficient manner. The proposal will therefore comply with Policies EN19 and DM1 which require the management of refuse in line with the waste hierarchy, and the upholding of residential amenity.

Construction

6.27 The modular units are delivered to site with Cat A fit-out already undertaken. They will be delivered to site and swiftly positioned on concrete pads or sleepers. Foundations are not required. As such, there will be minimal disruption during the assembly phase. At the end of the project's lifespan, the units can be removed and repurposed elsewhere.

AMENITY

Safety and Security

6.28 The scheme has been carefully designed so as to maximise security of users and staff, and to reduce any areas of risk. Physical measures will be complemented by an efficient management strategy which will be implemented by Allied London and the individual operators and occupiers.

6.29 The submission includes a Crime Impact Statement prepared by Greater Manchester Police. The applicant has an excellent track record and values GMP's input.

6.30 The proposals will provide a safe and secure space as required by national policy and local Policies EN1 and DM1.

Accessibility

6.31 The nature of the units' construction means that step-free access cannot be achieved. The majority of the units are for food and beverage use, with customers to be served via the hatch and to make use of the external seating. The experience of the non-ambulant will therefore not be different to other users. Should staff members be wheelchair users, ramps can be installed as required. A ramp is proposed for the retail unit which will be predominantly experienced from inside.

6.32 The design of the proposed development seeks to achieve the highest standards of accessibility and inclusion possible given the nature of the proposals. The proposed approach is considered to be suitable particularly given the temporary nature of the scheme.

Noise

6.33 The application is accompanied by an Acoustic Assessment undertaken by Sandy Brown Associates. It assesses the implications of noise generated by the proposal, including plant. Whilst the report mentions amplified music, this is not intended to form part of the offering at the site. The report sets out the methodology for noise monitoring undertaken at the site. The dominant noise source at the site was construction noise, with some less significant road traffic noise and external plant from the Science and Industry Museum.

6.34 Noise limits are set out for building services plant which should be assessed as the design progresses. Noise egress is reviewed in terms of occupants of external seating areas. Typical numbers of patrons are set out, and calculations carried out on the basis of half speaking at once. Predicted noise levels at the sensitive receptors are found to be lower than the recommended criterion during the day and significantly lower than the average ambient noise levels measured at the site during the day. This indicates a low risk of noise disturbance.

6.35 The survey demonstrates that the proposal is capable of meeting national and local policy requirements regarding amenity including Policy DM1.

Operations

6.36 The application is accompanied by an Operational Management Plan produced by Allied London. It covers the servicing and management of the uses including cleaning, maintenance, hours of operation, staffing, responsible sales of alcohol and dispersal.

6.37 The area will be covered by the St John's Estate CCTV system which is monitored at Spinningfields. Regular patrols are undertaken both day and night. On this basis, there is not currently an intention to staff the area with dedicated SIA door staff. However, the Plan confirms that a dynamic risk assessment will be undertaken by management with the designated premises supervisor to assess this. Estate management will hold regular meetings with local stakeholders and police to ensure security needs are aligned.

6.38 The document demonstrates that the uses can be successfully operated with no impact on amenity or operation of nearby uses. The proposal is thereby wholly compliant with Policy DM1.

7. SUMMARY AND CONCLUSIONS

7.1 The proposal has been considered against the policies of the current development plan, and national government policies and guidance. It has been illustrated that the proposal conforms to the criteria they set out and that the principle of development is both sustainable and desirable.

7.2 The temporary proposals will activate this part of the City Centre, supporting economic growth and contributing to the aims of the St John's Strategic Regeneration Framework produced by the Council, as well as area-specific policy covering the City Centre. The proposed scheme forms an integral element in the delivery of the wider Bonded Warehouse, Enterprise City and St John's proposals. It will provide suitable activation over a temporary period while construction progresses. The units will support the tenants who form part of the St John's community during this interim period.

7.3 The nature of the uses is fully suitable in this city centre location and aligns with policies seeking active uses which contribute towards economic growth and provide an enhanced experience.

7.4 The proposals will be well designed and will contribute to a sense of place. They will result in no harm to heritage assets or their settings. The operational management plan and noise assessment confirm that the uses can coexist with each other and with existing occupiers in this locality without any impacts on amenity.

7.5 This report clearly demonstrates that the proposed development is aligned with national policy and has policy support at the local level.

7.6 The NPPF makes it clear that there is a 'presumption in favour of sustainable development' running through the decision-taking process. The proposed development is consistent with the NPPF's core principles. The scheme has been designed to a very high standard and is in a sustainable, city-centre location.

7.7 We have illustrated that the application site is entirely suitable and appropriate for the proposed development.

7.8 Statute requires that this application be determined in accordance with the development plan unless material considerations dictate otherwise. This proposal satisfies all relevant national and local policy considerations.