

Network Space Ltd

Land at Welcomb Street, Openshaw, Manchester

Planning Statement

Revision D May 2024



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I. Introduction

I.1. Spawforths have been instructed by NSJV Ltd to prepare and submit a full planning application for the construction of four new industrial units, with the demolition of the existing buildings, on the site Land at Welcomb Street, Openshaw Road, Manchester (hereafter referred to as the Site). The application seeks the creation of new industrial floor space for use within Use Class E(g)(i) floorspace (ancillary offices) (ii)(iii), B2 and B8.

I.2. The description of development is set out as follows:

Full application for the erection of four new industrial buildings, with the demolition of existing buildings, to create employment floor space within Use Classes E(g)(ii)(iii), B2 and B8 across the site and ancillary office space, with associated service yards, car parking including electric vehicle charging points, amended site access, refuse storage facilities, substations, boundary treatments, landscaping, and associated works and infrastructure

The applicants have taken professional advice from a development team and supplementary information has been prepared in support of the application by the following consultants. This Statement should be read in conjunction with these reports, documents and drawings – which are listed in full within the covering letter submitted (Ref P4506-SPA-LT-TP-001-B).

2. Site Context and Development Proposals

- 2.1. The land subject of the proposed development is located on Welcomb Street, to the south of Ashton Old Road (A635). The Site is situated approximately 5 km to the east of Manchester City Centre
- 2.2. The Site comprises an area of existing built form approximately 1.80 hectares in size. The Site was formerly used for educational workshops for trades such as plumbing, tiling, joinery and electrical, located within The City Works industrial area. Also located on the Site is concrete walling, metal palisade fencing and gates, along with areas of hard standing and car parking facilities. Whilst the Site has an irregular shape, the land levels are predominantly flat.



Figure 1 – Aerial image of the Site with red line boundary

- 2.3. The M60 is located approximately 4 km to the east of the Site, which in turn provides transport links to the M67, M56 and M62, which allow connections with Sheffield, Leeds, Warrington and Liverpool. The Site occupies a sustainable location, with bus stops on both sides of the A635 Ashton Old Road in close proximity to the Site. Ashbury train station is 0.7 miles from the Site, which is approximately a 10-15 minute walking distance.



Figure 2 – Site photo looking south over the existing car parking area

- 2.4. With the Site being located within The City Works industrial complex, the Site is surrounded by buildings and land of an industrial use. To the north-east of the Site lies the City Works Business Park, which contains four large industrial buildings, housing numerous trade, employment and industrial units. Directly north of the Site lies general industrial/trade units and a plumbers merchants. Situated to the east of the site, a further two industrial buildings containing units for various industrial and employment uses.
- 2.5. To the south there are a number of trees adjoining the boundary of the Site. Beyond these trees further south lies the Tarmac Ashbury asphalt plant, along with a railway line.



Figure 3 – Site photo looking east, towards the City Works Business Park



Figure 4 – Site photo looking north, away from the Site, viewing Welcomb Street



Figure 5 – Site photo looking west, towards neighbouring industrial units

- 2.6. The Site is not allocated or identified for any specific uses within the existing Local Plan documents. There are no heritage assets on the Site or in the surrounding area. The site is located within Flood Zone I and is therefore not considered to be within an area at risk of flooding.

Development Proposals

- 2.7. This full planning application proposes the comprehensive development of Land off Welcomb Street, which will comprise of the construction of four new industrial units within Use Class E(g)(ii)(iii), B2 and B8 across the site. The description of development is as follows:

Full application for the erection of four new industrial buildings, with the demolition of existing buildings, to create employment floor space within Use Classes E(g)(ii)(iii), B2 and B8 across the site and ancillary office space, with associated service yards, car parking including electric vehicle charging points, amended site access, refuse storage facilities, substations, boundary treatments, landscaping, and associated works and infrastructure

Use and Amount

- 2.8. The development is designed to accommodate a mix of Class E(g)(ii)(iii), B2 and B8 uses across the site, thereby maximizing the development's regional profile and employment generation. The new employment floor space will total 6,984m² Gross Internal Area (GIA) across the 4 units. This will comprise the following:

Unit number	Ground floor GIA	First Floor GIA	Total Unit GIA	Total Unit GEA
Unit 1	616m ² / 6,630ft ²	97m ² / 1,034ft ²	713m ² / 8,363ft ²	777m ² / 8,363ft ²
Unit 2	989m ² / 10,645ft ²	110m ² / 1,184ft ²	1,099m ² / 11,829ft ²	1,182m ² / 12,722ft ²
Unit 3	2,460m ² / 26,479ft ²	275m ² / 2,960ft ²	2,735m ² / 29,439ft ²	2,869m ² / 30,881ft ²
Unit 4	2,175m ² / 23,411ft ²	262m ² / 2,820ft ²	2,437m ² / 26,231ft ²	2,579m ² / 27,760ft ²
Total			6,984m² / 75,175ft²	7,407m² / 79,728ft²

Table 1 – Floor space of proposed units

- 2.9. The mix of units and building sizes has been carefully considered to provide various options for end users, while achieving an institutionally acceptable standard and maximizing the available space within the site which has an irregular shape. Units 3 and 4 in particular have been designed with a specific end user in mind to suit their operational requirements.

Access & Layout

- 2.10. The layout is largely informed by the shape of the site and its constraints, such as the existing access and sewer easement. The primary access route for the development is from Welcomb Street, accessed via Ashton Old Road (A635) which is situated to the north of the site. The proposed development will utilise the existing internal access arrangement provided from Welcomb Street.
- 2.11. The current entrance to the site will be amended so that access is provided through the existing car park area, to provide more parking provision in this area whilst also facilitating an

extension to the existing building. This will provide access to Unit 3 and Unit 5 situated in the middle of the Site.

- 2.12. Unit 1 and Unit 2 are to be situated on the west side of the Site, built close to the southern boundary. These will be accessed via existing arrangements through the industrial buildings situated to the west of the Site. The layout has been designed to match the lines of the existing buildings, creating a sense of cohesion across the wider area. Units 3 and 4 will be constructed on the east side of the site, bordering the existing City Works Business Park. These units will also be accessed via existing arrangements through the industrial complex. A substation situated on the northern end of the site, adjacent to Unit 6a, will be retained.
- 2.13. Whilst dedicated turning heads are not provided within the site, the layout and wide internal access arrangements will enable vehicles to turn within the Site, allowing vehicles to safely enter and exit the site in first gear.
- 2.14. All individual plots will provide suitable access for all users to be able to access and use the site and buildings without impediment, with level access provided from the site entrance and disabled parking bays to all main entrances. Level emergency egress will be provided to the perimeter of the building to comply with current building legislation.

Parking

- 2.15. Vehicle parking areas on the Site have been provided in accordance with the Council's maximum car parking standards, set out as follows:

Unit	Total Parking	Disabled Parking	EV Parking	Parking Ratio GIA (m ²)
Unit 1	11	2	2	1:70
Unit 2	18	2	3	1:66
Unit 3	35	3	5	1:82
Unit 4	34	4	7	1:76
Total	98	11	17	1:76 (Average)

Table 2 – Parking provision for the Site

2.16. The development will provide a total of 98 car parking spaces to serve the proposed industrial units, 11 of which will be disabled spaces situated within proximity to the entrance of each unit. There will also be a total of 17 electric vehicle charging bays distributed evenly through the parking provision of the site. The parking and access arrangements will also enable heavy goods vehicles to access each unit.

2.17.

Appearance

2.18. The overall principle design strategy for the proposed development is to create a market-leading development of high-end, sustainable industrial units in the place of the existing unused buildings. The proposed development will have a strong industrial and commercial identity designed to complement the successful existing City Works Industrial Complex.

2.19. The proposed industrial units will use various tones of grey horizontal profiled metal cladding, representing a high-quality design and appearance that is in keeping with the industrial setting of the wider area. Whilst each industrial unit will have a varying design, dictated by its individual size and positioning within the site, the units will share the same general appearance and design that is in keeping with the context of the area.

2.20. Each industrial unit will have a main entrance on its front elevation, which is clearly defined by sections of glazing and darker sections of cladding. The units which provide a mezzanine level will have windows on the first-floor level to break up the expanse of metal cladding on the walling, also providing natural lighting and ventilation for any ancillary office use. The roof of the units will be constructed of trapezoidal profile sheet metal, with roof lights fitted to provide lighting and add interest to the roof planes.

2.21. The existing buildings on site to be refurbished and extended will use external facing materials which compliment both the proposed newly constructed units and the existing industrial buildings in the wider area. The extensions to Unit 4 will be substantial, creating a significantly larger building, utilising the available space within the site to maximise employment floorspace.

Landscape

- 2.22. The landscape strategy will focus on predominantly native species to create a simple hierarchy of design elements and help support the creation of a development with positive environmental credentials.
- 2.23. The development will incorporate elements of hard and soft landscaping on the principle of simplicity with high quality. The hard landscaping scheme includes concrete service yards and tarmac finish to the car parking areas, with buff pre-cast concrete paving slabs utilised for paths and unit entrances. The soft landscaping elements include grass, shrubs and existing trees that have been retained along the approach to the site from the north.
- 2.24. The landscaping at the northern end of the site will create a soft buffer between Welcomb Street and the Site. This will include significant planting native hedgerows, 14 new trees planted (T2), with 4 existing tree retained and wildflower grassland. This landscaping will create an attractive frontage to the industrial complex from public view on Welcomb Street.
- 2.25. Soft landscaping will also be situated along the southern boundary of the site, which includes further native shrub grassland, the planting of a further 10 new trees (T1 & T3) and the retention of 4 existing trees along the southern boundary of the Site. It is considered that all reasonable measures have been taken to maximise the landscaping around the Site.

3. Relevant Planning History and Designations

3.1. The relevant and most recent planning applications have been identified below:

Application Ref.	Description of Development	Site Address	Decision
066914/FO/NORTH2/02	Demolition of existing industrial building and erection of 36 new industrial units in eight blocks for B1 (business), B2 (general industrial) and B8 (storage & distribution) uses and re-cladding of an existing unit with associated servicing, parking and new boundary treatment	Openshaw Business Centre, Ashton Old Road	Approved – 23 rd December 2002
067484/FO/NORTH2/03	New reception entrance, 13 metal storage cabins, two training rooms, three portable teaching classrooms and canteen/dining room and common room	Manchester School of Construction, Welcomb Street	Approved – 28 th April 2003
067143/FO/NORTH2/03	Erection of a single storey steel clad building for educational and training purposes	Manchester School of Construction, Welcomb Street	Approved – 26 th March 2003
070278/FO/2003/N2	The construction of 2 new single storey workshops and a two storey extension to an existing workshop building	Mancat, Welcomb Street	Approved – 25 th February 2004
083962/FO/2007/N2	Erection of 17 employment units (Class B1, B2 and B8) within 2 detached blocks with associated car parking and servicing	Openshaw Business Centre, Ashton Old Road	Approved – 5 th February 2008

Table 3 – Planning Application History

3.2. The relevant planning designations and considerations relating to the site have been identified below:

Planning Designations / Considerations	Site Address / Proximity to the Site
Conservation Areas	There are no Conservation Areas within close proximity to the site. The nearest Conservation Area, Gore Brook Valley, is situated 1.7km away to the south-east of the Site,
Listed Buildings	There are no Listed Buildings on or within close proximity to the site. The nearest Listed Building, the Grade II listed St Francis Church, is situated approx. 400m away to the south of the site.
Heritage Assets	None on this site or within close proximity to the site
Ancient Monuments	None on this site or within close proximity to the site
Tree Preservation Orders	There are no Tree Preservation Orders or protected trees within close proximity to the site. The nearest Tree Preservation Order, located on Rylance Street, is situated over 1.6km away to the north-west of the site.
AONB or Landscape Designation	None on this site or within close proximity to the site
SSIs/SSSIs	None on this site or within close proximity to the site
Ecological Designations	There are no ecological designations on this Site.
Flood Risk Zone	Flood Zone 1
Air Quality Management Area	The Site is not situated within an Air Quality Management Area.
Rights of Way (including PROW, bridleways etc.)	There are no public rights of way or bridleways which run through this site and would be impacted by the proposed development.

Table 4 – Relevant Planning Considerations

4. Stakeholder Engagement Summary

Overview

- 4.1. This section sets out the statutory and non-statutory consultation undertaken, including consultation with the local community, local stakeholders and pre-application discussions with the local authority. This section is known as the Statement of Community Involvement document.
- 4.2. The National Planning Policy Framework (The Framework) sets out the Government's approach to community consultation and highlights the importance of pre-application engagement, stating that:

'Early engagement has significant potential to improve the efficiency and effectiveness of the planning system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community'.

- 4.3. Applicants are encouraged to engage with the Local Planning Authority (LPA) and community before an application is submitted and it is suggested that the more issues that can be resolved at the pre-application stage, the greater the benefits. Statutory consultees are also encouraged to take a pro-active approach to pre application discussions to enable the consideration of all of the fundamental issues and avoid delays at a later stage.
- 4.4. In line with the above, Network Space has engaged with the LPA, Ward Councillors and local businesses prior to the submission of this planning application.

Engagement Objectives

- 5.7. The following engagement objectives were identified by Spawforths:

To undertake early engagement with the Local Planning Authority

To provide an opportunity for the Local Planning Authority to feedback on emerging proposals for the site to address any matters prior to submission

To provide an opportunity for members of the local community to feedback on emerging proposals for the site

Engagement with the Local Planning Authority and Statutory Bodies

- 4.5. A formal pre-application enquiry was submitted to Manchester City Council on 29th July 2022. The purpose of the application was to obtain the Council's feedback on the principle of development and the merits of the proposed scheme.
- 4.6. A formal pre-application response was provided by the LPA in writing on 1st November 2022 and a pre-application meeting was held remotely on 7th December 2022 to discuss the scheme and proposed amendments to address some of the comments from the written response. There has since been further correspondence with the LPA case officer to discuss finer details and amendments to the scheme prior to submission,
- 4.7. The Local Planning Authority gave the formal opinion that the proposed development and use would be acceptable in principle, as it would relate well to the policy designations and aims of the site. However, some of the statutory consultees raised issues relating to the detail of the scheme. This included highway matters such as parking and access, the biodiversity net gain and other technical reports which would be required for validation or by discharge of condition.
- 4.8. We have looked to take on the advice and guidance provided by the Local Planning Authority, evolving the scheme and making amendments where practical to address the minor issues raised. This has included increasing the soft landscaping, planting and other aspects in order to increase the biodiversity net gain of the site. Furthermore, adjusting the levels of parking provision and providing more information relating to highways matters.

- 4.9. Attempts were made to involve the Local Planning Authority in final discussions prior to the submission of the application in May-June 2023. Principally, this was to get comments on the revised layout of the scheme. However, no response could be attained prior to submission.

Statutory Body and Consultee Engagement

- 4.10. As part of the preparation of the supporting technical reports, the consultant team has engaged with various statutory bodies and consultees to either agree the scope of reports or to request information.

Engagement with Local Councillors

- 4.11. The Ward Councillors for Clayton and Openshaw were consulted on the proposal by email on 16th September 2022. The Councillors were provided with brief details on the context of the Site, a description of the development proposal and a proposed Site Plan showing the layout of the development. The Ward Councillors consulted on the proposal were Cllr Donna Ludford, Cllr Sean McHale and Cllr Thomas Frederick Robinson.
- 4.12. No correspondence was received from any of the Ward Councillors in response to this consultation exercise.

Community Engagement

- 4.13. A letter containing details of the application proposals was sent to nearby businesses and addresses in the area on 16th September 2022. Given the context of the site, situated within the City Works Industrial Complex, there were no residential dwellings in the area to notify of the development and seek feedback from.
- 4.14. The letter provided details of the scheme and contained both a copy of the plans and a comments form with a stamped self-addressed envelope. Contact details were also provided to enable any interested parties to contact Spawforths directly for more information. Consultees were given 14 days to respond. In total, consultation packages and letters were sent out by first class post to 24 neighbouring addresses.
- 4.15. No consultation responses were received from any of the neighbouring business that were contacted as part of the community engagement.

5. Statutory Policy Context and Other Relevant Policies

- 5.1. Section 38 of the Planning and Compulsory Purchase Act 2004, states that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.2. This section identifies the planning policies and other material considerations which are relevant to this proposal.

Statutory Development Plan

- 5.3. The statutory Development Plan for the consideration of this application comprises:

Manchester City Council – Core Strategy Development Plan Document (adopted July 2012)

Manchester City Council – Core Strategy Development Plan Document

- 5.4. The Manchester City Council – Core Strategy Development Plan Document was adopted July 2012 and identifies land allocated for the development across the City district. There are no planning policy designations/allocations on the Site, however it does lie within the East Manchester designation.
- 5.5. The policies in the Core Strategy document relevant to this application are as follows:

Policy	Summary
Policy SPI	Spatial Principles
Policy EC1	Employment and Economic Growth in Manchester
Policy EC2	Existing Employment Space
Policy EC5	East Manchester

Policy T1	Sustainable Transport
Policy T2	Accessible Areas of Opportunity and Need
Policy EN1	Design Principles and Strategic Character Areas
Policy EN4	Reducing CO2 Emissions by Enabling Low & Zero Carbon Development
Policy EN5	Strategic Areas for Low and Zero Carbon Decentralised Energy Infrastructure
Policy EN6	Energy Infrastructure Opportunities
Policy EN8	Adaption to Climate Change
Policy EN14	Flood Risk
Policy EN15	Biodiversity and Geological Conservation
Policy EN18	Contaminated Land and Ground Stability
Policy PA1	Developer Contributions
Policy DM1	Development Management

Table 5 – Relevant Core Strategy Policies

- 5.6. The Manchester Core Strategy Development Plan Document was adopted in 2012 to provide a long term spatial vision for the City and contains the strategic policies which will deliver that vision.
- 5.7. The Core Strategy sets out the challenges facing the citywide region. These issues include deprivation, improving skills of residents, improving access to employment and education and continuing to ensure that development is of a consistently high quality.
- 5.8. East Manchester grew and developed in the nineteenth and early decades of the twentieth century as home to traditional manufacturing industries on which the wealth of Manchester was founded. It was also home to the large workforces required by these industries. In the second half of the twentieth century, employment declined sharply and over a fifty year period the area's population fell from 164,000 in 1951 to 62,000 in 2001.

- 5.9. This combination of employment and population loss left the area with a significant amount of derelict land and buildings, a low value, low demand housing market, a poor physical environment and low population densities that could not support local facilities such as shops, post offices, banks or schools. The remaining residents were left living in neighbourhoods that were classified as being in the worst 10% in England, with the majority of residents living in the worst 1% of neighbourhoods.
- 5.10. Since the establishment of the New East Manchester Ltd (NEM) Urban Regeneration Company in 2001, the East Manchester area has experienced substantial improvements in job creation, public services and the construction of new homes. The successful delivery of the 2002 Commonwealth Games has left a legacy of infrastructure at Eastlands and has acted as a catalyst for a comprehensive regeneration programme. The spiral of economic and population decline has been arrested, and employment and people are returning to East Manchester. 16
2 Manchester Now Manchester City Council | Manchester Core Strategy 2012 to 2027 2.47
A large proportion of East Manchester is within the Regional Centre and includes the major developments of Eastlands and Central Park.
- 5.11. The Core Strategy identifies that East Manchester needs to take full advantage of the opportunities created by being within the Regional Centre, new Metrolink routes and the foundations laid by recent regeneration programmes in order to:
- Further develop East Manchester as a major commercial, leisure and residential investment location, with a key role in the development of a competitive City Region.
 - Strengthen role of Eastlands and create opportunity for employment Increase employment, the quality of employment and the proportion of local people taking up local jobs.
 - Provide residents with a range of attractive housing.
 - Increase the population of East Manchester through the attraction and retention of working households and those working households with children.
- Establish a series of secure well-managed neighbourhoods of choice each with a high-quality environment served by vibrant district centres.

The Unitary Development Plan (UDP)

- 5.12. The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council on 21 July 1995 as the statutory document which set out guidelines for all development in Manchester and provided a framework from which to base decisions about planning applications.
- 5.13. However, Manchester's Core Strategy was adopted on 11 July 2012 which is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the UDP as the document that sets out the long term strategic policies for Manchester's future development and will form the framework that planning applications will be assessed against. Whilst the Core Strategy replaced much of the UDP, some of the policies are extant and remain relevant to the proposed development at the Site.
- 5.14. The only extant UDP policy relevant to this application is DC26 - Development and Noise. 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. In giving effect to this intention, the Council will consider both the effect of new development proposals which are likely to be generators of noise; and the implications of new development being exposed to existing noise sources which are effectively outside planning control.

National Planning Policy Framework

- 5.15. The National Planning Policy Framework (NPPF) is a key material consideration as the statement of national policy and should therefore be taken into account and given appropriate weight when assessing this application. the NPPF encourages a sustainable pattern of development, including the redevelopment of previously developed brownfield land. Paragraph 8 relates to building a strong, responsive and competitive economy by ensuring the right type of land is available and developed.
- 5.16. Adopted as an expression of national planning policy, the NPPF sets out the presumption in favour of sustainable development and the Government's key objective to achieving a stronger economy.
- 5.17. In summary, the key elements of the NPPF relevant to the proposals are:

- Achieving sustainable development;
- Building a strong, competitive economy;
- Promoting sustainable transport;
- Making effective use of land;
- Achieving well-designed places; and
- Decision-taking

5.18. Sustainable development is defined as ‘*meeting the needs of the present without compromising the ability of future generations to meet their own needs*’. Paragraph 8 of the NPPF sets out three dimensions of sustainable development: economic, social and environmental and sets out that to achieve sustainable development, the three overarching objectives, need to be pursued in mutually supportive ways to achieve net gains across each of the different objectives.

5.19. Adopted as an expression of national planning policy, the NPPF sets out the presumption in favour of sustainable development and the Government’s key objective to increase significantly the delivery of new homes.

5.20. The key elements of the NPPF relevant to the proposals are, in summary, as follows:

- Achieving sustainable development
- Delivering a sufficient supply of homes
- Decision-Making
- Promoting healthy and safe communities
- Promoting sustainable transport
- Achieving well-designed places
- Meeting the challenge of climate change, flooding and coastal change

- Conserving and enhancing the natural environment

5.21. Paragraph 10 states that “*at the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development***”. Paragraph 11 outlines that decisions should apply a presumption in favour of sustainable development which means:

- *Approving development proposals that accord with an up-to-date development plan without delay; and*
- *Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

5.22. In relation to decision making, Paragraph 38 of the NPPF states that “Local planning authorities should approach decisions on proposed development in a positive and creative way”, and that “decision makes at every level should seek to approve applications for sustainable development where possible”. This includes working proactively with Applicants to “secure developments that improve the economic, social, and environmental conditions of the area”.

5.23. In determining applications, paragraph 47 requires that “*applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise*”. Paragraph 11 confirms that in assessing and determining development proposals, “*Plans and decisions should apply a presumption in favour of sustainable development*”.

5.24. Annex 1, Paragraph 213 of the NPPF states “*existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight*

should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)”.

National Planning Practice Guidance (PPG)

- 5.25. The National Planning Practice Guidance (PPG) provides guidance to support the policies within The Framework, and in that sense does not provide additional policy but rather more detailed consideration of how policies within The Framework should be approached and met. The guidance covers all relevant planning policy areas under separate topics and will be updated online as and when required.

Other Relevant Policies

Places for Everyone

- 5.26. Places for Everyone is a long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts.
- 5.27. Policy JP-J I seeks to support long term economic growth through:
- Maintaining a very high level of economic diversity across our boroughs
 - Facilitating the development of high value clusters in prime sectors
 - Grasping the economic opportunities from the global transition to a low carbon economy
- 5.28. The Plan recognises that economic growth is central to the overall strategy for Greater Manchester. It will be essential to raising incomes, improving health and quality of life, and providing the finances to deliver better infrastructure, services and facilities.

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance

- 5.29. The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance was adopted in April 2007. The foreword from this document stipulates that:

“We are integrating our environmental, economic and social activities; introducing variety and value in new housing development and diversifying tenures; pursuing design principles which create safer areas and streets; constructing streets, squares and buildings of interest and quality, and developing strong vibrant neighbourhoods so that they become a cohesive and sustainable part of the City. This Supplementary Planning Document is all about bringing together those development principles that we believe will assist in the creation of such a City. Much of the current document has been drawn from the highly successful previous editions of the Guide to Development in Manchester. The overall message has not changed but the adoption of this Guide as a Supplementary Planning Document and Planning Guidance will help to provide more certainty for all those involved in the development process.”

- 5.30. The document sets out the City Council’s stance on a wide range of issues, demonstrating, where applicable, their links to the Manchester Unitary Development Plan (UDP).
- 5.31. The key themes from the Supplementary Planning Document which relate to the proposed development are Design and Environmental Standards.

6. Reasoned Justification for Proposed Development

6.1. This section evaluates the application proposals against the following issues:

- Principle of Development
- Design
- Other Material Considerations
 - Highways and Transportation
 - Ground Conditions
 - Flood Risk and Drainage
 - Noise
 - Ecology
 - Air Quality
 - Security Needs
 - Sustainable Design and Carbon Reduction

Principle of Development

6.2. Section 38(6) of the Planning & Compulsory Purchase Act 2004 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. It has been established in the previous section that the development plan for the application site comprises the Manchester City Council – Core Strategy Development Plan Document (adopted July 2012).

6.3. Policy EC1 ‘Employment and Economic Growth in Manchester’ has set a target that a minimum of 200 hectares of employment land will be developed for B1 (a-c), B2 and B8 uses between 2010-2027. The proposed development will provide industrial units for E, B2 and B8 uses, directly relating to this policy aim. Whilst the total area will be less than 1 hectare, the development will still make a modest contribution to the aforementioned target.

6.4. Policy EC1 also stipulates that development proposals should ensure “design makes the best possible use of a site or building in terms of efficient use of space, enhancing the sense of place

of the wider area and minimising detrimental impacts on adjacent uses, considers the needs of users/employees of a site/building for access via walking, cycling and public transport and reduction of opportunities for crime by applying current best practice in security design”.

- 6.5. The proposed development strongly relates to all the above-mentioned points raised in this policy aim. The layout of the site has been designed to maximise the available space, whilst incorporating appropriate access and parking arrangements and working around the existing buildings to be retained on site. The site is in a sustainable location within close proximity to public transport links and access by walking. A security needs assessment has also been produced to provide a robust assessment of the potential risk and security measures required to design out crime.
- 6.6. Policy EC2 ‘Existing Employment Space’ confirms that the Council will seek to retain and enhance existing employment space and sites. The Site is situated within the established City Works Industrial Complex. It is considered that the proposed development retains the established employment use, and through new development consisting of high-quality industrial units in place of a currently vacant site, will enhance the wider area.
- 6.7. Policy EC5 ‘East Manchester’ establishes that the district centre of Openshaw offers opportunities for small scale mixed use local employment, and that larger scale proposals will be considered if good transport links exist to the City and Regional Centre. The proposed development represents a larger scale proposal which benefits from good transport link, with the site being just 5km from the City Centre via the A635 and only 4km from the M60, there are also bus routes situated less than 200m from the site on the A635, and Ashbury train station is within a 10-15 minute walking distance. Given the sustainable location and links to key strategic road networks, it is considered that the site would be appropriate for a range of employment uses.
- 6.8. As previously described, the NPPF is a key material consideration as the statement of national policy and should therefore be considered and given appropriate weight when assessing this application.
- 6.9. Paragraph 80 of the Framework states that planning policies and decisions should help create the conditions in which businesses can invest, expand, and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

- 6.10. The proposed development will create 6,984m² of employment floor space through the creation of 4 individual industrial units. This will facilitate the creation of new businesses and expansions of existing business by provide high quality employment space. This will in turn provide employment opportunities which will benefit the region. It is determined that the proposal will relate well to the guidance contained within the NPPF. The principle of employment use and development of industrial units is firmly recognised through the planning history associated with this well-established trade park, with recent planning permission granted for similar employment uses and developments.
- 6.11. As is demonstrated later within this Planning Statement, there are no significant adverse impacts resulting from the development that cannot be mitigated by appropriate planning conditions, and which would outweigh the scheme's significant benefits. There are also no specific policies within the Framework which indicate that development should be restricted. On this basis, planning permission should be granted in accordance with paragraph 14 of the NPPF and furthermore, will relate well to policies EC1, EC2 and EC5 of the Core Strategy.

Design

- 6.12. The proposed development will create market-leading development of high-end, sustainable industrial units. The proposed units have been designed to have a strong industrial and commercial identity, which will complement the successful existing City Works Industrial complex and replicate the architectural language of the neighbouring sites.
- 6.13. The development will comprise of steel portal framed units with robust external metal clad envelopes to ensure durability and security. The external envelopes will predominantly be built-up profile metal cladding to warehouse areas, with composite cladding panels to feature areas and mezzanine office elements. The office elements are generally located at the prominent corners of the units to maximise the visual impact and unit identity when entering the site along the main spine road. The colour pallet proposed is various tones of grey which provides further interest and a contemporary theme. The cladding colours will complement those units in close context which are visible on the approach to the site.
- 6.14. The proposals seek to provide quality employment floor space and a sustainable, durable, adaptable and energy efficient building, which is similar in character, scale, appearance, function and facing materials to existing buildings on the Trade Park.

- 6.15. Paragraph 119 of the NPPF relates to the effective use of land and seeks to ensure that strategies for accommodating objectively assessed need make as much use as possible of previously developed land. The design and layout of the site seeks to maximise the effective use of the previously developed land, directly relating to this policy guidance.
- 6.16. The development will incorporate elements of hard and soft landscaping on the principle of simplicity with high quality. The hard landscaping scheme includes concrete service yards and tarmac finish to the car parking areas, with buff pre-cast concrete paving slabs utilised for paths and unit entrances. The soft landscaping elements include grass, shrubs and existing trees that have been retained along the approach to the site from the north.
- 6.17. Due consideration should also be given to the design justification and rationale contained in the Design and Access Statement which accompanies the planning application.
- 6.18. The high-quality design and appearance of the proposed development is considered to satisfy the requirements of Policies SPI and EN1 of the Core Strategy Development Plan Document and guidance contained within the NPPF and Guide to Development in Manchester SPD.

Other Material Considerations

Highways and Transportation

- 6.19. Specialist highways consultants Hydrock have produced a Transport Assessment which examines non-car travel links, access to key services, parking provision and residual highway capacity issues. Furthermore, Hydrock have provided a Framework Travel Plan, to accompany the application.
- 6.20. A full Travel Plan will be developed for the development following occupation once an initial travel survey has been undertaken and the travel behaviour of employees has been established. This FTP will form the basis of the full Travel Plan for the development. This FTP will be provided to Manchester City Council on completion.
- 6.21. The Travel Plan is a long-term strategy for a site to reduce the dependence of employees on travel by private car. The Travel Plan reflects the objects to achieve reduced reliance on single occupancy car journeys, with promotion of alternative modes of travel, means of travel that are beneficial to the health and containing car parking demand.

- 6.22. Access to and egress from the site and building has been sited to offer the best possible solution on due consideration of operational needs, site topography and imposed development restrictions.
- 6.23. The sustainability assessment shows that the site is accessible by non-car modes. The ability to readily access wider destinations by walking, cycling, bus or rail provides a key advantage in providing a real alternative to car travel (e.g., for journeys to work) and as such promotes the aim of reducing car travel. The site benefits from a number of bus stops located within 800m, with the closest pair located on the A635 Ashton Old Road, approximately 85m and 234m to the north of the site. The proximity of the site to the local bus network provides significant opportunities for pedestrians to access a variety of local destinations.
- 6.24. In addition to the bus stops located on Ashton Old Road there are a number of local services and amenities located within a short distance from the site including a supermarket, primary schools, cafes, restaurants, and shops. The site is extremely accessible on foot and within proximity to local amenities, which will reduce the requirement for employees to make short car journeys.
- 6.25. The assessments indicate that the vehicle impacts associated with the proposed B2 / B8 employment land uses would not lead to a severe impact to either the existing or the future forecast capacity on the local highway network. Therefore, the traffic impact assessment shows that there is no detrimental traffic impact upon the existing highway network that would be considered severe.
- 6.26. The assessment concluded that, having undertaken a comprehensive analysis of the development site and after reviewing planning policies, it has been demonstrated by this TA that the proposed development accords with highway access design recommendations and sustainable values and hence there is no basis for highway and transportation objections to the proposals.
- 6.27. The development will provide a total of 96 car parking spaces to serve the proposed nine industrial units, 11 of which will be accessible spaces situated within close proximity to the entrance of each unit. There will also be a total of 17 electric vehicle charging bays distributed evenly through the parking provision of the site. The parking and access arrangements will also enable heavy goods vehicles to access each unit, with swept paths showing these vehicles will be able to safely manoeuvre throughout the site.

- 6.28. It has been demonstrated that the proposed development will provide satisfactory parking provision and will not cause any significant detriment to highway safety, in accordance with Core Strategy Policies T1 and DMI.

Ground Conditions

- 6.29. A Phase I Preliminary Geo-Environmental and Geotechnical Risk Assessment has been provided by RPS Group. The objectives of the assessment are to assess potential sources of contamination, review the environmental setting to assess the sensitivity to pollution, to produce an outline model detailing how contamination may impact the identified receptors and to produce a preliminary geotechnical risk assessment to summarise potential geotechnical constraints associated with the development.
- 6.30. The Phase I preliminary assessment concluded that there is potential for contamination to be present across the site associated with the present and historical use of the site. The outline CSM produced upon completion of the desk study assessment has identified a number of potential pollutant linkages that may be active upon completion of the proposed redevelopment. It was therefore recommended that the potential for these linkages to be active is assessed through a basic intrusive Phase 2 Site Investigation.
- 6.31. It was also found that there were signs of movement and cracking in retaining walls on the southern boundary of the site. This may indicate movement of the slope. Further assessment into the stability of the retaining structures is therefore recommended. Given the age of the buildings on site, it is possible that asbestos containing material is present within the building fabric, and as such a demolition asbestos survey will also be required as part of the planned redevelopment of the Site.
- 6.32. On the basis that the mitigation measures described above are implemented, the potential risk to human health receptors from concentrations of contaminants of concern identified within soil and groundwater sampled from beneath the site upon completion of the development would not be considered to be significant.
- 6.33. The assessment undertaken is considered suitable to meet the initial requirements of planning as outlined within the NPPF. The proposed development is considered to be compliant with

the aims of Policy EN18 of the Core Strategy Development Plan Document and guidance contained within the NPPF.

Flood Risk and Drainage

- 6.34. The Environment Agency flood map indicates that the Site is located within Flood Zone I with no significant risk or record of fluvial flooding. The technical guidance to The Framework on flood risk establishes that the application proposals constitute less vulnerable uses and confirms that they are therefore appropriate within Flood Zone I. The proposed development is classed as 'Less Vulnerable' according to Table 2 of the PPG (Flood Risk & Coastal Change). There are no historical records of any flooding within the application site.
- 6.35. Notwithstanding the above, a Flood Risk Assessment has been carried out by RPS Group. The aim of the assessment is to outline the potential for the site to be impacted by flooding, the potential impacts of the development on flooding both onsite and in the vicinity, and the proposed measures which can be incorporated into the development to mitigate the identified risks. The report has been produced in accordance with the guidance detailed in the NPPF. The assessment determined that the site can be considered at low risk from all sources of flooding assessed, which included fluvial, tidal, sewers, surface water and ground water.
- 6.36. On this basis, it is concluded that the Site is suitable for the development proposed and can be developed safely without posing any undue risk to users or increasing flood risk elsewhere. The proposed development is therefore considered to be in accordance with the sequential and exception tests imposed under the NPPF and accord with Policy EN14 of the Core Strategy Development Plan Document.

Ecology

- 6.37. Amenity Tree have produced numerous technical documents which pertain to ecological aspects and constraints. This includes an Extended Phase One Habitat Survey Preliminary Ecological Appraisal, Assessment of Biodiversity Net Gain, and a BNG Metric Spreadsheet.
- 6.38. An Arboricultural impact assessment produced by Middlemarch concluded that proposed development of the site will impact the visual amenity of the local area as a result of the

proposed tree removal. Proposed new tree planting will, however, offer immediate and future amenity value to the local area and within the new development, with the addition of new native species hedgerow planting, and native shrubs adding further value to the development both in terms of visual amenity and new biodiversity and habitat creation. The proposed development will ensure the retention and incorporation of many trees across the site alongside new tree planting as part of the wider landscape strategy. However, the proposed development will require the removal of several trees to facilitate the development.

- 6.39. The development is considered to comply with Policy EN9 of the Core Strategy, which seeks to ensure that new development maintains existing green infrastructure in terms of its quantity, quality and multiple function.

- 6.40. The Preliminary Ecological Appraisal was undertaken to determine the presence of any designated nature conservation sites and protected species in proximity to the site. This involved contacting appropriate statutory and non-statutory organisations which hold ecological data relating to the survey area. It was identified that there are no constraints relating to nature conservation sites. As such, there are no recommendations in this regard.

- 6.41. In regards to biodiversity enhancement, in accordance with Chapter 15 of the NPPF, it is recommended that the development works towards a biodiversity net gain through the inclusion of native tree, shrub and hedgerow planting and the creation of wildflower grasslands. These are recommendations which have been implemented as part of the proposal, as evidenced on the landscaping plans. The scheme will also integrate a number of bird and bat boxes throughout the site.

- 6.42. Other recommendations from report include the protection of retained trees in accordance with British Standard 5837: 2012, and that vegetation and building clearance is undertaken outside of bird nesting season. These are recommendations which will be incorporated during the site preparation and construction phase of the development.

- 6.43. The Biodiversity Metric provided as part of the application demonstrates that ecological mitigation measures included in the scheme will result in an onsite post intervention unit score of 1.11 meaning a 0.14 unit increase or a 14.13% increase in biodiversity as demonstrated by the metric. The proposal contains the introduction of hedgerow, urban trees, areas of introduced shrub and larger areas of neutral grassland all of which increase the proposed in

comparison to the existing baseline. The proposal will yield a net gain in biodiversity and will satisfy the requirements of Policy EN15 of the Core Strategy.

Noise

- 6.44. A Noise Assessment has been undertaken by Red Acoustics Ltd, to provide an assessment of the impact of the sound on nearby residential proposed new commercial park operating under use classes Class E(g)(ii)(iii), B2 and B8.
- 6.45. Paragraph 185 of the NPPF stipulates that: *“Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should: mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development - and avoid noise giving rise to significant adverse impacts on health and quality of life”*.
- 6.46. It has been shown that predicted worst case sound levels at the nearest noise sensitive properties associated with the proposed new commercial development are below the typical background levels measured and therefore are of low impact. Impact from internal operational activities and vehicle movements is predicted to be low level. There are no residential dwellings situated within close proximity to the site, with the nearest of such located approximately 230m from the southern boundary of the site at its closest point. Therefore, no additional mitigation measures are proposed at this stage.
- 6.47. An assessment of noise impact on the proposed Industrial development at Welcomb Street, Openshaw, Manchester has been undertaken to assess compliance with the requirements of BREEAM Hea 05. Recommended performance standards have been identified for indoor ambient noise levels.
- 6.48. The noise impact assessment has demonstrated that the proposed development will not lead to an increase in noise that will cause detriment to the amenity of the nearest residential properties. The proposed development is therefore considered to be compliant with extant UPD policy DC26 and the guidance contained within the NPPF.

Security Needs Assessment

6.49. A Security Needs Assessment (SNA) has been carried out by Graphite Security. The assessment considers security threats to the proposed development and security vulnerabilities apparent in the architectural designs and proposed uses. The SNA follows a security design methodology to provide security recommendations that should be designed and specified in future project stages. These recommendations are specifically intended to mitigate security risks to the development, its users and the surrounding area.

6.50. Policy ECI 'Employment and Economic Growth in Manchester' stipulates that proposals ensure that the best practice in security design is applied.

6.51. The security requirements for the Welcomb Street development are:

- To provide security features that support the marketing and operation of the development through meeting or exceeding likely guest requirements.
- To provide security that is visible and reassuring without being imposing.
- To provide a safe and secure environment for staff, guests and assets so that the security risk to them is 'as low as reasonably practicable' based on 'reasonable worst-case' security threats.
- To provide a robust property boundary and building envelope that will deter and delay threat actors from entering the site, harming the occupants or removing property.
- To provide the above against the Design Basis Threats of opportunistic entry and theft and experience forced entry using manual attack.

6.52. It is concluded that security provision across all areas is proportionate to the risk with the levels of protection afforded through the physical protection elements. The additional layers

of protection already within the security strategy can only serve to reinforce the physical security approach at this particular location. The recommendations made, as outlined in the SNA, will be incorporated into the design of the development in order to provide adequate measures in securing the site and 'designing out crime'. The proposed development is therefore considered to be in accordance with Policy ECI of the Core Strategy.

Sustainable Design and Carbon Reduction

- 6.53. Hannan Associates have provided an energy and sustainability statement to assess the feasibility of incorporating Low and Zero Carbon design principles and technologies for the proposed development. The report assessed that passive measures, high efficiency systems, low carbon transport measures, air source heat pumps and photovoltaics battery storage would all be viable for this proposal. These aspects will be incorporated into the scheme or considered further where applicable.
- 6.54. Core Strategy Policy EN4 'Reducing CO2 Emissions by Enabling Low and Zero Carbon Development'. This policy stipulates that "wherever possible new development and retrofit projects, including energy generation plant, must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies".
- 6.55. Furthermore, the Passive Design Analysis, also produced by Hannan Associates, has assessed that the passive design measures proposed for the development will be beneficial in reducing CO2 emissions and energy consumption when compared to a standard Building Regulations compliant development.
- 6.56. The proposed development will seek to meet high standards of sustainable design and construction and minimise carbon emissions consistent with Core Strategy Policy EN4 and the guidance contained within the NPPF.

Summary of Material Planning Considerations

- 6.57. In line with the above considerations, it has been established that there are no technical or environmental issues arising from the application that cannot be addressed through appropriate mitigation approaches such as through appropriately worded planning conditions or if necessary, by legal agreement. It is concluded that there are no adverse impacts that

would significantly and demonstrably outweigh the benefits of the development proposals and that there are no specific policies which, when considered in broad terms indicate that the development should be restricted in this regard.

7. Conclusion

- 7.1. This Planning Statement has been prepared in support of a full planning application by NSJV Ltd for the erection of four new industrial units, with 6,984m² of new industrial floor space for use within Use Class E(g)(ii)(iii), B2 and B8 across the site.
- 7.2. Planning Applications must be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. The Appeal proposal is assessed to be in accordance with policies contained within the Local Plan. Furthermore, the Appeal Scheme is demonstrated to be in compliance with the guidance of the NPPF. In line with section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should be granted unless material considerations indicate otherwise.
- 7.3. The development will represent sustainable development as defined by the NPPF. Local and National Planning policies are both supportive of the proposed development, which will deliver numerous high quality employment units for Class E(g), B2 and B8 uses, facilitating economic growth and employment opportunities.
- 7.4. The design and layout of the proposed scheme has been carefully considered to make best use of this formerly developed land, taking into account the various constraints posed by the former gas works and yard. The materials and landscaping provide a high-quality, modern and desirable employment units in keeping with the City Works Industrial Complex.
- 7.5. Technical reports accompanying this application demonstrate that the site is deliverable and conclude that there are no technical reasons why the application proposal should not be approved. All mitigation measures can be controlled by appropriately worded conditions or legal agreement.
- 7.6. The proposed development brings significant social, economic and environmental benefits and very much falls within the definition of sustainable development, on which the Framework encourages planning authorities to take a positive approach. It has been demonstrated that the scheme will not result in any significant adverse impacts and there are no policies within the Framework which indicate that development should be restricted. On this basis and in line with Paragraph 11 of the Framework, the application should be determined positively without delay.

7.7. Therefore, in light of section 38(6) of the above referenced Act, planning permission should be granted. In consequence of compliance with the Development Plan as a whole, the presumption in favour of sustainable development set out in paragraph 11(c) of the NPPF is therefore engaged. There is a robust argument and case in favour of granting planning permission for the proposed development at the Site. As such, we respectfully request that proposed development for the site as detailed on the application submitted is supported by the Local Planning Authority.