

27th February 2024

Jennifer Atkinson
Manchester City Council
Planning Department
PO Box 532
Town Hall
Manchester
M60 2LA

Dear Jennifer,

Caravan Unit, Manchester Goods Yard, Manchester— Application for Full Planning Permission

Manchester Quays (MGY) Developments Limited (hereinafter ‘the Applicant’) has submitted an application for Full Planning Permission in relation to Manchester Goods Yard (MGY), Manchester City Centre (hereinafter ‘the Site’) to Manchester City Council (MCC), as set out in this letter.

The Proposed Development (hereinafter ‘the proposals’) seeks to enlarge the existing ground floor commercial unit at MGY, as well as incorporating elevational alterations to these units to allow for retractable window reveals to be put in place. This is required due to the incoming occupation of a tenant within a unit on the ground floor.

Site and Surroundings

The Site comprises of the Manchester Goods Yard building, which is an 11-storey office development which recently completed in August 2022 and is currently occupied by Booking.Com. The building is one of many buildings within the surrounding area collectively referred to as ‘Enterprise City’ which is inspirational new district of the city, with exceptional workspaces, inspiring cultural spaces, and bespoke city centre living. These buildings include a mixture of co-living, office space, hotel and film / TV studios. Enterprise City, and the Site are situated within the St John’s SRF and Castlefield Conservation Area.

The site is located to the south of the Spinningfields commercial district of Manchester City Centre; an exemplar of City Centre economic regeneration. Castlefield is predominantly to the south of the site, an established residential district, set within the City’s legacy of industrial infrastructure and buildings, and infused with leisure, retail and heritage attractions. The St John Street district lies to the east of the site, a mixed-use district characterised by Georgian buildings used as residences and space for professional businesses including legal, accountancy and medical professions. Immediately beyond the St John Street district is the south Deansgate area, which comprises retail facilities, leisure attractions and the City Centre’s conference facilities. To the west of the site is the Grade II Listed Victoria and Albert Hotel and the River Irwell beyond, with hotels and office uses located on the other side of the river.

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Background

On 14th December 2018, Full Planning Permission (121511/FO/2018) was approved by MCC at the Site for the following Description of Development:

"Erection of two buildings comprising: 11 storey mixed use building (including ground and mezzanine) comprising workspace (Use Class B1), with retail uses at ground and mezzanine levels (Use Class A1/A2/A3/A4 and / or D2) and rooftop amenity spaces known as Manchester Goods Yard; and, a further 10 storey mixed use building (including ground) comprising workspace (Use Class B1), with retail uses at ground level (Use Class A1/A2/A3/A4 and / or D2) known as No.1 Grape Street, above two levels of basement parking for 391 cars and cycle storage, together with new public realm, landscaping, provision of external seating areas, access and other associated works."

The original permission has since been amended through several Non-Material Amendment (NMA) applications which have been listed below:

- **123047/NMC/2019** (Approved 12th April 2019) - Non-Material Amendment to planning permission ref:121511/FO/2018, to include amendments to the wording of conditions, introduction of additional condition regarding phasing and additional condition regarding interim landscaping details, together with additional office floorspace to level 8 and revisions to layout of level 9.
- **125223/NMC/2019** (Approved 28th January 2020) - Non-Material Amendment to condition 2 of planning permission ref. 121511/FO/2018, to replace approved basement layout level 1 plan.
- **127790/NMC/2020** (Approved 17th September 2020) - Non Material Amendment to planning permission ref:121511/FO/2018, including minor reduction in building heights, minor reduction of distance between blocks, relocation of smoke extract, and re-alignment of canopy.

A further application (131318/JO/2021) was made under s.73 of the Town & Country Planning Act 1990 (as amended) for the following Description of Development:

"Variation of Condition 2 attached to 121511/FO/2018, as amended, to reflect enclosing the terrace at level 9 and include additional and revised areas at ground and mezzanine floors with associated ground floor access changes on approved plans."

The above s.73 Application was granted approval on 31st August 2021, resulting in a complete new decision notice being issued.

MGY reached practical completion in August 2022, and since then the office building has now moved in its first landmark tenant Booking.Com who have occupied the premises since early last year. The building's office floors above are now fully occupied following the tenant Cloud Imperium Games relocating here.

As part of the original vision for the building, the existing ground floor layout accommodates dedicated retail space suitable for providing additional amenity to the existing office uses. This generative activity helps to contribute to placemaking and vitality within this area of the St John's Strategic Regeneration Framework ('SRF') area. The Applicant secured commercial interest from award winning 'Caravan Coffee Roasters' who have a wide number of successful restaurants / cafes across London and are seeking to open up new locations in Manchester City Centre, with MGY representing their first venture.

Following recent discussions, the above future tenant has confirmed their interest in the commercial unit at MGY and has refined their requirements for unit, as reflected in this Application. Therefore, it is proposed to enlarge one of the commercial units, as well as changing the external function of the building.

The Applicant

The Applicant, Manchester Quays (MGY) Developments Limited, is a joint venture between MCC and Allied London, formed to deliver wholesale regeneration within the St John's area of Manchester City Centre. Allied London has an exceptional track record in property development in Manchester having delivered Spinningfields, as well as in other city locations including London and Leeds.

Pre-Application Consultation

The approved development on the Site was subject to a comprehensive process of public and stakeholder engagement, including *inter alia* engagement with Historic England, the Environment Agency, Greater Manchester Police, local businesses and residents, and local Ward Councillors.

This application is submitted following engagement with MCC in February 2023. Through this engagement, it was agreed the changes proposed were acceptable in principle and could be progressed through a new application for Full Planning Permission. The scope of information required for the applications was also agreed.

The Proposed Development

As highlighted above, the building includes dedicated retail space on the ground floor, which will provide complementary amenities to the existing office spaces. These will contribute to the vitality of the area and help with placemaking. Popular restaurant chain, 'Caravan Coffee Roasters', expressed interest in occupying one of the commercial units however, they have since increased their space requirements and it is now proposed that the southwest retail unit be enlarged, resulting in a smaller retail unit to the north west of the building.

The proposed design changes resulting from the enlargement of the existing retail unit as well as external elevation alterations have been outlined below:

- New internal partition walls and doors
- New full-height retractable windows
- Curtain wall infill to replace relocated external unit entrance door
- Relocated door location and bollards
- A protected shared corridor and access doors for refuse/delivery route is proposed. The corridor will form means of escape for staff and suits the existing fire strategy.
- The retail unit proposed for use by Caravan has an area of 611.30 sqm (6,580.0 sqf) and the northwest retail unit now has an area of 272.59 sqm (2,934.1 sqf).

Planning Assessment

Planning Policy and Guidance

National Planning Policy Framework (2024)

The revised National Planning Policy Framework (NPPF) was published in July 2018 and most recently updated in January 2024. The NPPF sets out the government's planning policies for England and how these are expected to be applied and is a material consideration in the determination of all planning applications.

At the heart of the NPPF lies the 'presumption' in favour of sustainable development; the golden thread running through plan-making and decision taking. The NPPF notes there are three dimensions to sustainable development; economic, social and environmental.

Firstly, the economic role should contribute to sustainable development by building a strong, responsive and competitive economy and ensuring the sufficient amount of and right type of development to support growth. Secondly, the social role is required to support communities by creating well-designed, beautiful and safe places, with accessible local services to reflect the needs of the community. Lastly, the environmental role should protect and enhance the natural, built and historic environment.

National Design Guide (2019)

The National Design Guide was published by the Ministry of Communities and Local Government in October 2019 and is a material consideration in the determination of a planning application. It sets out the characteristics of well-designed places and demonstrates what good design means in practice.

Manchester Core Strategy (2012)

Manchester's Core Strategy (2012) sets out the long-term strategic policies for Manchester's future development and forms the framework that planning applications will be assessed against. The following policies are considered relevant to this application.

Policy SP1 (Spatial Principles) outlines that economic and commercial development, leisure and cultural activity, and high-quality city living should centre around the Regional Centre, with development in all areas of the city focusing on positively contributing to neighbourhoods, improving health and safety, considering community needs, and protecting the environment. The policy encourages minimisation of emissions and the efficient use of resources, reuse of previously developed land, and improved access to jobs, services, education, and open space through sustainable transport. Essentially, the policy aims to foster the creation of well-designed spaces that enhance or create character, while promoting community inclusiveness, environmental responsibility, and accessible urban planning.

Policy CC2 states that the Council supports the development of food stores in the City Centre that complement the population, including growth and regeneration areas. The location should support the growth of new residential areas such as Ancoats, New Islington and south of the City Centre. Retail will be supported where it serves the community or contributes to the area's character. The independent retail sector is particularly encouraged. Mixed developments with retail units must demonstrate steps taken to ensure they will be occupied.

Policy CC 4 supports improving cultural and leisure facilities and accessibility for visitors, including business visitors. Development that improves visitor facilities in the City Centre will be promoted. The City Centre needs infrastructure to accommodate the volume of visitors to ensure existing attractions reach their potential.

Policy CC6 (City Centre High Density Development) notes that the City Centre will be a location where land should be used to maximise its efficiency, allowing for an appropriate increase in scale, massing and height than other areas of the City.

Policy CC 7 promotes mixed-use development in the City Centre. A range of uses can be considered, but residential development will only be supported as part of schemes that include employment and contribute to economic regeneration. Active ground floor uses are appropriate in locations with an established public function or to create such an environment.

Policy CC 9 requires new building designs to be of the highest standard in terms of appearance and function, with consideration of City Centre context and character. Development should preserve or enhance heritage assets. High density and mixed-use development is supported, but developers must overcome specific design challenges for complementarity of function and form. New development must align with the Council's expected uses and contribute to a coherent and integrated physical environment.

Core Strategy Policy CC10 states that development will be supported where they promote high standards of accessibility to buildings and across spaces in the City Centre.

Policy EN 16 seeks to improve air quality in Manchester, especially in Air Quality Management Areas along traffic routes and at Manchester Airport. Developers must take measures to minimise and mitigate emissions from traffic generated by the development and emissions from the development itself. The Council will consider the impact of air quality when assessing the appropriateness of locations for new development, including cumulative impacts in Air Quality Management Areas.

Core Strategy Policy DM1 states that development should have regard to appropriate siting, layout, scale, form, massing, materials and detail; and to impact on the surrounding areas in terms of the design, scale and appearance.

Manchester Unitary Development Plan 1995 (Saved Policies)

The Unitary Development Plan was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced; however, a number of policies were saved on 11 July 2012 and remain extant.

Guide to Development in Manchester

The 'Guide to Development' document contains supplementary information to provide further detail on planning policy. It covers the following issues:

- Design;
- Accessibility (DfA2)
- Environmental Standards;
- Street Hierarchy;
- Parking Guidelines;

- Housing Density;
- Promotion of a Safer Environment;
- Design for Health; and
- Internal Design Principles.

Design for Access 2

Manchester City Council published 'Design for Access 2' (DfA2), in partnership with Manchester Disabled People's Access Group and the Access Review Forum in 2003.

The document reflects, and in some cases improves on, current government guidance and regulations, and builds upon the knowledge and experience of disabled people in Manchester. It therefore represents current best practice in inclusive design.

DfA2 is based on the 'Social Model of Disability' which puts a duty on those responsible for buildings, the environment, transport, the provision of information and the organisation of society, to maximise access for disabled people.

DfA2 is now a dated document. Building Regulations and equal access legislation has evolved significantly since its adoption. Notwithstanding, consideration to the guidance within DFA2 has been undertaken in formulating the proposals.

St John's Strategic Regeneration Framework

The St John's Strategic Regeneration Framework ("the SRF") was originally endorsed by Manchester City Council in 2015 following the joint venture formed by Manchester City Council and Allied London to deliver a remarkable development opportunity in and around the former Granada studios in Manchester City Centre.

The SRF vision for St John's is to,

"deliver a 'best-in-class' city centre neighbourhood; a place to live, work and play; a place for enterprise and innovation; for culture, entertainment and leisure; a unique proposition for Manchester that will raise its international profile and set it apart from its peer cities."

The SRF was updated in November 2016 to incorporate the recently completed Factory proposals, and the emerging emphasis on the Enterprise City concept.

The Enterprise City concept has been developed as a long-term partnership between Aviva and Allied London to establish a media and tech creative hub within St John's. It is a key anchor for St. John's and will influence all that happens on the estate.

Enterprise City will comprise a unique offering of multi-studios for TV, film and music recording/production, entertainment, places to start a retail brand, a restaurant or a café, all anchored on 21st Century workspace infrastructure.

The neighbourhood will revolve around three core thematic pillars; 'living', 'culture' and 'enterprise'. The intention is to create a 'sustainable eco-system', comprising a vibrant mix of digital, technology and creative industries, rather than just a 'place of work'.

Each proposal will be unique, whether it is a 'start-up' or a multinational corporation, and every business will find a space that is crafted and curated to fit its specific industry requirements.

Support for active streets will be encouraged by developing active frontages on the ground floor of buildings, allowing for a vibrant and varied street scene with a complementary mix of uses across both the day and night-time economy.

Flexible leasing strategies will be used where appropriate to encourage a mix of uses in the area involving start-up businesses and independent operators as well as established operators in order to foster enterprise and establish key points of difference from the offer at Spinningfields.

Consideration of Proposed Development

Principle of Development

The Proposed Development at the Site remains consistent with the original Full Planning Permission (121511/FO/2018) and subsequent Non-Material Amendment (NMA) applications. The proposed retail uses are consistent with the policy context outlined in the Manchester Core Strategy (2012), which aims to foster the creation of well-designed spaces that enhance or create character, while promoting community inclusiveness, environmental responsibility, and accessible urban planning.

Furthermore, the Proposed Development also accords with the vision of the St John's Strategic Regeneration Framework, which aims to create a vibrant mixed-use district that supports economic growth, cultural activity and high-quality urban living. The Proposed Development supports placemaking by increasing the level of activity within the St Johns area and creates an opportunity for additional tenant to occupy the building and open new businesses in Manchester City Centre.

In terms of specific policies, the Proposed Development accords with Core Strategy Policies CC2, CC4, and CC7, which encourage the development of food stores that complement the population and support the independent retail sector. Mixed-use developments that include employment and contribute to economic regeneration are also supported, as are active ground floor uses in locations with an established public function or to create such an environment.

Overall, it can be concluded that the Proposed Development is in accordance with local plan policies and guidance and supports the economic and cultural vitality of the St Johns area in Manchester City Centre.

Design, Scale and Appearance

The design of the development aligns with the existing development and design of Manchester Goods Yard, including the use of similar materials, color palette, and overall aesthetic. This ensures that the Proposed Development blends in with the surrounding area and maintains a cohesive visual identity.

Additionally, the proposed design changes, such as the new internal wall and door, full-height retractable windows, curtain wall infill, and relocated door and bollards, contribute to enhancing the functionality of the building. For example, the full-height retractable windows allow the elevation to open up in the summer, creating a more dynamic and engaging space. These design changes also align with the Council's expectation of high-quality building design and appearance as outlined in Core Strategy Policy CC9.

The Proposed Development supports the vision of the St John's Strategic Regeneration Framework by providing dedicated retail space on the ground floor, which enhances the existing office uses and contributes to placemaking and vitality within the area.

Furthermore, the Proposed Development is in accordance with Core Strategy Policies CC7 and CC9. Policy CC7 encourages mixed-use development in the City Centre, and the proposed retail spaces complement the existing office spaces, contributing to a vibrant and diverse urban environment. Policy CC9 emphasizes the need for new building designs to be of the highest standard in terms of appearance and function, while considering the context and character of the City Centre. The Proposed Development's design changes and attention to detail align with this policy.

In conclusion, the Proposed Development aligns with the local plan policies and guidance, contributing to the overall vision and objectives of the City Centre's strategic development.

Residential Amenity

The Ventilation strategy is based upon a dedicated kitchen extract system of 3.54m³/s. The duct will be fire rated from the kitchen void to the open roof level structurally and the riser to roof level also rated thermally. The general design will follow the guidance of DW172 other than the pre agreed variation whereby the riser duct velocity will be increased to 12m/s due to limited space in the riser.

Duct Clean access will be installed to TR19 Odour control for the kitchen extraction assets using DEFRA guidance and the point of discharge is classed as low risk with 0.1 - 0.2 of odour control dwell time required. To achieve this UVO injection has been selected.

The unit will be connected through the riser supplied by the Landlord that exhausts at roof level in accordance with Environmental Health guidance. The method of extraction will comply with Planning Permission, and the installation will be carried out in accordance with relevant lease and planning conditions. Plan and section drawings illustrating the ducting routes are attached along with details of extraction equipment and filtration. A full cleaning regime will be implemented in line with manufacturer's guidelines.

An Operational Management Strategy has also been prepared for Caravan which sets out the proposed opening hours for the retail unit. Weekly operating hours will commence at 07:00 am and terminate at 02:30am Monday to Sunday.

The retractable windows will be utilized when the weather permits, between the hours of 7am and 11pm. When the windows are in use, a sound limiter will be utilized to ensure that any amplified sound from within the premises does not exceed permitted levels as determined in the submitted report prepared by Sandy Brown (appended to the Operational Management Strategy).

The Sandy Brown Acoustic Report provided an assessment of operational noise levels and changes to the building envelope at the Proposed Development. A summary is outlined below:

- The predicted transfer noise levels in the office above are compatible with the proposed amplified sound level criteria.
- The predicted noise breakout level via the restaurant facade at the nearest noise sensitive premises exceeds the day and night limits. Maximum amplified sound limits have been set out.

- It is understood that during summer months, the windows may be retracted for the unit. Appropriate limits for amplified sound (in line with low level background music) have been set.
- Customer noise breakout associated with patrons talking will be assessed once the occupancy has been confirmed.
- Loudspeakers within the unit should not be rigidly mounted to the soffit or structural elements to minimise the risk of structure-borne noise transfer. A well-distributed and directional loudspeaker system is also advised to minimise breakout/spillage out of the open facade.

In conclusion, the Proposed Development aligns with the local plan policies and guidance, including DM1 and EN16.

Waste Management and Servicing

A Waste Management Strategy was prepared by Vectos in respect of the original permission. The servicing and waste collection will comply with the Manchester City Council Waste Storage and Collection Guidance for New Developments offering sufficient space for vehicles to manoeuvre safely.

The retail occupiers can store waste within the basement bin stores depending on the type of operation and their lease agreement. If they don't store waste in the basement, then they are required to store their waste within their own demise and take them out for collection when required. Depending on the type of operation their waste streams would be a minimum of the four main waste streams (general (including food waste), mixed dry recyclables, mixed paper and organic/food waste) but may include other waste types. For example some food operators may require a cooking oil collection.

Summary and Conclusions

The description of development as stated on the application form for Full Planning Permission is as follows:

"Full Planning Permission for the enlargement of existing ground floor retail unit at Manchester Goods Yard, as well as elevational alterations to these units to allow for retractable windows as well as other associated works"

The Proposed Development brings several benefits. Firstly, the inclusion of dedicated retail space on the ground floor will provide complementary amenities to the existing office spaces, contributing to the vitality of the area and helping with placemaking. This will enhance the overall appeal of the St John's area and contribute to the economic growth and cultural activity of Manchester City Centre. The proposed design changes, such as the new internal wall and door, full-height retractable windows, curtain wall infill, and relocated door and bollards, enhance the functionality of the building and align with the Council's expectations of high-quality design and appearance.

From a residential amenity perspective, the ventilation strategy includes a dedicated kitchen extract system that complies with relevant guidelines and regulations. This ensures proper air quality and odor control, minimizing any potential impact on nearby residents. The proposed operating hours for the retail unit are reasonable and considerate, contributing to a harmonious relationship with the surrounding community.

Overall, the Proposed Development aligns with local plan policies and guidance, supporting economic growth, urban vitality, and high standards of design and amenity.

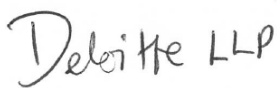
Supporting Information

In addition to this Covering Letter, the Application is supported by the following documents, which have been compiled in accordance with Manchester City Council's validation requirements:

- A planning application form for Full Planning Permission, including ownership certificates, prepared by Deloitte;
- Red Line Boundary Plan (SJQ600-CTA-XX-L00-DR-A-07550-P01), prepared by Chapman Taylor;
- Proposed elevations, plans and sections, prepared by Chapman Taylor, comprising:
 - GA PLAN - LEVEL 00 – PROPOSED CARAVAN WORKS (SJQ600-CTA-XX-L00-DR-A-20900-T03)
 - PROPOSED EAST ELEVATION (SJQ600-CTA-XX-ZZ-DR-A-07060-P03)
 - PROPOSED ELEVATION STUDY - RETRACTABLE WINDOWS CLOSED (SJQ600-CTA-XX-ZZ-DR-A-07071-P03)
 - PROPOSED ELEVATION STUDY - RETRACTABLE WINDOWS OPEN (SJQ600-CTA-XX-ZZ-DR-A-07072-P03)
- Operational Management Strategy (including Sandy Brown Acoustic Report), prepared by Caravan
- Fume and Odour Statement, prepared by Leech Services

We would be grateful if you could notify us of the validation of the Application (PP Ref. PP-12826930) and please do not hesitate to contact my colleagues Michael Percival (mipercival@deloitte.co.uk / 0161 455 6672) or Cameron Radford (cameronradford@deloitte.co.uk / 0161 455 6768).

Yours sincerely

A handwritten signature in black ink that reads "Deloitte LLP". The signature is written in a cursive, slightly stylized font. It is positioned to the left of a vertical line that extends downwards.

Deloitte LLP