

12 April 2024

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

FAO Michael Pearson

Dear Michael,

Application for continued use of Sadler's Cat Public House with canopy structure for a further period of three years.

On behalf of the Applicant, NOMA (GP) Ltd, please find enclosed an application in support for Full Planning.

Permission for the continued use of the temporary, community-built, Sadler's Cat public house located within the NOMA Strategic Regeneration Area within Sadler's Yard, Manchester City Centre; alongside a terrace structure – the 'Gardenhouse' – immediately adjacent.

Sadler's Cat occupies a parcel of land previously occupied by the Redfern Annexe building, which was demolished as part of the wider NOMA strategy and will in the medium to long-term be brought forward as a development plot, as part of the refurbishment and extension of the adjacent Old Bank Building. Sadler's Cat is located to the western boundary of Sadler's Yard and is a single story temporary public house facility, covering an area of 163 sq.m., with associated back of house facilities, including toilets and storage areas. The terrace structure covers an additional 50 sq. m.

The description of development as set out in the application forms is as follows:

Continued use of a temporary structure as a public house and associated facilities (Use Class E Drinking Establishment), for a further period of three years; with adjacent canopy structure.

1 Introduction

Sadler's Yard is located at the heart of the NOMA regeneration area, with Redfern Street to the east, Hanover Street to the south and the rear of Old Bank Building (OBB) to the west within Manchester City Centre. Sadlers Yard is bounded by bounded by several significant Listed Buildings: OBB; Hanover Building, Redfern Building and New Century Hall. This has created a unique public realm at the edge of the city centre.

Since opening in September 2016, Sadler's Cat (formerly the Pilcrow) has had significant success whilst attracting a number of visitors from the local neighbourhood and beyond and has therefore been integral to attracting people to NOMA and animating Sadler's Yard. This in turn has helped to attract and secure longer term occupants to the recently refurbished listed assets.

There have been three applications approved to secure ongoing consent for Sadlers Cat to date:

- November 2015 (LPA Reference 109781/FO/2015/C1): planning permission was granted for the public house for a temporary period of three years;
- March 2019 (LPA Ref. 119817/FO/2018): permission for continued use, for a further period of three years, was approved; and
- May 2022 (LPA Ref. 133212/FO/2022): permission for continued use, for a further period of 2 years and a new canopy structure and food hut.

This application seeks to extend permission for Sadler's Cat for a further temporary period of three years.

The continued use of Sadlers Cat will further contribute towards the regeneration of the wider NOMA area and support the ambitions of the adopted NOMA Strategic Regeneration Framework by complementing plans for the delivery of high-quality public realm across the estate. Both the Sadler's Cat proposals and the Gardenhouse have been designed with regard for the wider public realm scheme as approved under Planning Application Reference: 105522/FO/2014/C2.

1.1 Strategic Context

Sadler's Yard forms part of a wider NOMA Strategic Regeneration Framework area. NOMA is underpinned by a Strategic Regeneration Framework (SRF) and Masterplan originally endorsed by Manchester City Council in

2009, updated in 2010, 2015 and most recently in 2020. These documents set out a commitment to create a commercially-led, mixed-use destination at the northern gateway to the City Centre, covering an area of approximately 20 acres.

NOMA is a unique opportunity in the context of Manchester City Centre to drive forward the City's competitive offer as the main destination for inward investment in employment, retail and leisure. It will bring new businesses and new jobs to the city – including major head offices and office occupants – creating added value economic growth and representing another major step forward for Manchester.

A key ambition for NOMA is that it contributes towards the emerging innovation district now growing around the newly formed public square known as Sadler's Yard and accommodate a wide range of requirements in this sector from small enterprise start-ups to fully fledged Grade A offices for mature high-value businesses.

1.2 Requirement for New Temporary Consent

Permission for the adjacent Old Bank Building (OBB) to be refurbished and extended for office use has been secured under Planning Permission Ref. No: 127464/FO/2020 and Listed Building Consent Ref. No: 127465/LO/2020, both approved in October 2020. The extension to the existing OBB is proposed where Sadler's Cat is sited, and it currently operates as a 'meanwhile use' ahead of development. The Applicant commenced an initial phase of the OBB scheme at the end of 2023, implementing these permissions.

The Applicant remains fully invested in progressing the full OBB development as approved, but in light of current market conditions the start on site has been postponed. Once works do commence on the OBB site, it is likely that initial stages would relate primarily to the existing building, rather than the adjacent Sadler's Cat site. It is therefore anticipated that the Site may be unoccupied for a further period of c. 2-3 years ahead of full works commencing.

It is considered that leaving this site empty would detract from the vibrancy of Sadlers Yard, and the ongoing establishment of NOMA as a neighbourhood. As all neighbouring buildings are primarily office use, Sadlers Yard currently otherwise attracts very little footfall in the evenings. There are also currently relatively few active frontages, as the retail units facing into Sadlers Yard are yet to be fully occupied. Since opening in September 2016, Sadler's Cat (formerly the Pilcrow) has had significant success in attracting visitors from within Manchester and beyond, and has therefore been integral to animating Sadler's Yard and establishing the NOMA neighbourhood as a destination. This in turn has acted as a catalyst to attract and secure longer term occupants to the recently refurbished listed assets.

During this same period, the NOMA historic estate has undergone significant regeneration, including wholesale refurbishment of Hanover and Redfern buildings. The office floors of these buildings have now been fully occupied, and the Applicant is now focused on securing appropriate tenants for the retail units at the ground floor. In line the NOMA SRF, the operational use of these retail units is envisaged to maintain the overarching vision for NOMA as a creative and cultural hub. There is therefore ambition to attract tenants who will bring a more 'unique' offer to the market. Significant progress has been made through this strategy post- Covid, including occupation of Unit 3 in Redfern by All Press (a specialist coffee roaster), and occupation of Unit 4 Hanover by Material Source (an interior fit out specialist. Fit out of Hanover Unit 3 is now underway to allow occupation by Skof, an independent high-end restaurant.

The current operation of Sadlers Cat is in keeping with ambitions for the NOMA neighbourhood, as an independent Manchester based business, and therefore very suitable in advertising the potential of NOMA as a destination for future operators. Since its opening, Sadler's Cat has hosted events for the community, including pub quiz nights, and also supported a wide range of events and festivals held at Sadler's Yard. This includes the Manchester International Festival, local craft markets, beer and food festivals.

Whilst the Applicant progresses discussions to secure future tenants, and fully realise the vision for this neighbourhood, it is considered that the retention of Sadlers Cat would assist in maintaining the vibrancy of Sadlers Yard, and maintaining momentum in regard to increasing footfall and activity, making use of a brownfield site that would otherwise be underutilised.

2 Planning Policy and Material Considerations

2.1 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF, December 2023) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate, and necessary to do so. The NPPF must be considered in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

The NPPF introduces a 'presumption' in favour of sustainable development and supports proposals that are in accordance with policies in an up-to-date Development Plan. Sustainable development is about positive growth – making economic, environmental, and social progress for this and future generations.

2.2 Manchester Development Plan

The Manchester Core Strategy (MCS) was adopted in July 2012 and is the key, overarching Development Plan Document. The Core Strategy has replaced significant elements of the Manchester 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.

The Core Strategy identifies broad development requirements and spatial locations for delivering new development over the plan-period. In particular, it identifies an opportunity for the city centre as a major economic driver and centre of employment. The policies relevant to this proposal are summarised below demonstrate how this proposed temporary change of use fully accords with the key tenets of relevant local planning policy.

The Unitary Development Plan (UDP) 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. Saved policies relevant to this application are noted below.

2.3 Places for Everyone

Places for Everyone (PfE) is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts. The plan was adopted by MCC on 20 March 2024 and came into effect from 21 March 2024, when it became part of the statutory development plan for Manchester. This means the policies of the PfE now have full weight in the determination of planning applications in Manchester.

The city centre is part of the Core Growth Area defined in the plan, this area offers the conditions to boost the role of Greater Manchester as a Global City. The continued temporary use of Sadlers Cat and its associated food hut, positively impacts the city as it is providing jobs for local people as well as providing amenity for the public in a accessible location.

As stated in paragraph 1.39 of PfE, aspirations for neighbourhoods in Manchester are to be "inclusive, well designed, resilient, safe and well served by local services". Sadlers Cat has been designed with the wider NOMA neighbourhood in mind and designed to be a high-quality temporary structure, additionally it is contributing to the provision of leisure establishments within the neighbourhood and enhancing the safety of Sadlers Yard as it has assisted in its activation and would carry on doing so with its continued use.

Policy JP-P1 Sustainable Places highlights the need for developments to be respectful of the character and identity of the locality in terms of design, siting, size, scale and material used. Considering the nature of the surrounding buildings in Sadlers Yard, the specification of Sadlers Cat has been specially designed to fit with the neighbourhood and be complementary to NOMA. With no changes proposed to its design since previous applications, there is no negative impact on the neighbourhood is anticipated.

Additionally, within Policy JP-P1 Sustainable Places, development should be well-connected to other places particularly by public transport. Sadlers Cat is well connected to significant transport hubs including Manchester Victoria and Shudehill Interchange, making the site easily accessible for both employees and customers.

3 Planning Appraisal

3.1 Overview of the Proposals

Sadler's Cat is a bespoke, temporary public house facility which has the ability to be dismantled and relocated elsewhere within NOMA. Temporary planning permission was granted in 2015 (for a temporary period of three years) which enabled the pub to be developed by local craftspeople alongside construction professionals and voluntary labour from the local community.

The food hut approved under the previous permission (LPA Ref. 133212/FO/2022) has now been constructed, but the food hut has been omitted from this application, as this is no longer operational and is to be deconstructed.

The proposed adjacent roof canopy structure (the Gardenhouse) has not yet been implemented. However, due to the popularity of Sadler's Cat this application also seeks permission for the previously approved roof canopy structure to provide cover to the area of existing external seating, to allow for additional sheltered seating for both patrons and for events. This is to accommodate for poor weather conditions, as the existing level of indoor seating is insufficient to meet current demand within the public house.

The Gardenhouse will not have facilities to operate independently, but will exclusively as an expansion space for activity in the existing public house, replacing existing (uncovered) external seating. Therefore, this additional space will not require a major change in the operation, offering, or opening hours of the public house.

Sadler's Cat and the Gardenhouse will be managed by the Cloudwater team as a public house, which will offer food and drinks.

3.2 Principle of Temporary Use

NPPF Paragraph 123 reflects on the need to promote the effective use of land to meet the need for various uses, whilst safeguarding and improving the environment.

MCS Policy EC1 (Employment and Economic Growth in Manchester) notes Priorities for ensuring continued economic growth include: Creating business destinations by enhancing the primary business use with ancillary commercial facilities, and ensuring the continued social, economic and environmental regeneration of the City.

MCS Policy CC 7 (Mixed Use Development), considers active ground floor uses such as shops, food and drink and leisure) appropriate for areas with an established public function.

Sadlers Cat provides a beneficial use of land which would otherwise be vacant whilst awaiting the development at OBB, improving the environment within Sadlers Yard and activating the space with no detrimental impact prior to future development considering the temporary nature of its structure.

Sadler's Cat has been successful in meeting a number of strategic objectives for NOMA which include its contribution to place making within the NOMA Framework area that has helped attract people to the area and increase footfall. Since its opening, Sadler's Cat supports a small number of full and part time jobs, including wider employment benefits through its local supply chain. It has therefore been significant in supporting a range of economic generating uses. Its continued use will provide a unique opportunity to support the local city centre economy whilst bringing local business and communities together.

Whilst Sadler's Cat and the Gardenhouse will be temporary structures, their operation will still bring wider economic and public benefits to NOMA. These include job creation in the wider supply chain associated with the construction of the de-mountable structure and through the operation of the public house and food offering, which will provide a number of part-time jobs. Furthermore, this offering will support future ambitions for Sadlers Yard: drawing visitors and introducing small level commercial activity prior to full occupation of retail units in Hanover; Dantzie and Redfern Buildings.

3.3 Appearance

NPPF Paragraph 131 emphasises the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve, with good design being a key aspect of sustainable development.

MCS Policy EN1 (Design Principles and Strategic Character Areas) states that all development in Manchester will be expected to follow principles of urban design and have regard to the strategic character area in which the development is located.

Sadler's Cat is a timber structure of relatively small scale, particularly in comparison to its neighbours which are all at least 3-4 stories. It therefore cannot be viewed from outside Sadlers Yard due to the dense urban grain of the surrounding streets. Its primary focus is to interact with the users of Sadlers Yard, and with this in mind the building has been sited to address the pedestrian routes, and Sadlers Yard and its architecture developed to respond to functional requirements and allowing community involvement in its formation.

This has created a simple piece of architecture, a bespoke, timber structure designed by Standard Practice, who are a local design practice based in the adjacent OBB. The additional Gardenhouse structure and food hut, also designed by Standard Practice, have been designed to sit in harmony alongside the existing building, and will utilise a complementary timber structure and larch timber cladding so that they are read as a cohesive whole.

No changes to the already approved designs are proposed and the building will continue to positively contribute to the visual aesthetic of Sadlers Yard and positively impact the overall quality of the NOMA neighbourhood.

3.4 Heritage

Paragraph 200 of the NPPF states that in determining applications, Local Planning Authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. Paragraph 203 also advises that in the determining applications, Local Planning Authorities should take account of the desirability of new development making a positive contribution to local character and distinctiveness.

MCS Policy CC9 (Design and Heritage) states that development in Manchester City Centre should protect or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

Sadler's Cat is not attached to any listed buildings and does not fall within any conservation areas. However, it is adjacent to the Shudehill Conservation Area and within close proximity to a number of Grade II Listed Buildings, including the Hanover Building, and OBB. The design and appearance of the Sadler's Cat is sensitive to its historic context and does not have a negative impact on surrounding listed buildings. The building's refined appearance and simple form provide an appropriate addition to the area which preserves the character and appearance of the conservation area.

Sadler's Cat acts as a focal point to the Sadler's Yard, in line with one of the core objectives for NOMA to lead on place-making within the City Centre and the aspiration for Sadler's Yard is to complement the surrounding historic environment, and can be viewed as another positive step towards re-energising the historic estate. Its continued use will contribute to these valuable heritage assets in becoming fully utilised in the future.

It is also considered that as both Sadler's Cat and the Gardenhouse will be temporary structures, and both have been specifically designed to be easily moveable, that any perceived impact on the historic environment would only be temporary in nature.

3.5 Maintenance

Any physical / structural damage would be repaired by the original fabricator (Standard Practice) as instructed by NOMA Estate. As Sadler's Cat will be in place for only a short period of time it is considered that required maintenance is likely to be minimal. However, any material or aesthetic damage would be rectified by the on-site team (Standard Practice) as part of the ongoing contract for placemaking, events and community engagement on site they hold with NOMA.

4 Site Specific Considerations

Policy DM1 (Development Management), requires that all proposed development should have regard to a number of specific issues including: effects on amenity such as noise, light, air quality, road safety and traffic generation; accessibility; community safety and crime prevention; refuse storage and collection; and, vehicular access. This section identifies the relevant site-specific planning considerations relevant to the determination of the planning application.

4.1 Waste and Refuse

MCS Policy EN19 (Waste) will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy.

It is anticipated that the additional terrace structure will not create significant levels of additional waste, and therefore the existing waste strategy is sufficient. Existing refuse areas are located within the between Sadler's Cat and OBB and stored using 1100l bins. A private waste collection service is currently used, which provides refuse collection on a daily basis.

5 Access and Transport

NPPF Paragraph 109 highlights that "significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes", this will help to not only reduce congestion and emission but also improve air quality and public health.

MCS Policy CC 10 (A Place for Everyone), requires a high stand of accessibility to buildings and spaces in the City Centre.

MCS Policy T1 (Sustainable Transport) highlights the city's ambition to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses.

MCS Policy T2 (Accessible areas of opportunity and need) notes the Council will actively manage the pattern of development to ensure that new development is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

Sadler's Cat is accessed by a ramped approach from the Hanover Street footpath. The building and new terrace extension are on one level, and wheelchair accessible toilets are provided in the existing building. The building will therefore be accessible to wheelchair users and those using prams.

As there is no dedicated parking proposed as part of the proposals, customers will be encouraged to use public transport, cycle or walk to the coffee pod. Sadler's Yard is highly accessible due to its city centre location. It is approximately 200m from Victoria Rail Station, and just over 100m from Shudehill Metrolink and Bus Interchange, providing good access to the rest of the city. There are a number of pedestrian links leading to the Northern Quarter and Exchange Square – both hubs of retail and leisure activity. Visitor cycle provision is accommodated with external cycle hoops within the wider NOMA estate.

Deliveries will use the existing loading bay available on Hanover Street.

5.1 Noise

Unitary Development Plan Policy DC26.1 Development and Noise notes: 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. An Acoustic Assessment was prepared by Sandy Brown Associates and is submitted support of the continued use of Sadler's Cat. Sandy Brown have confirmed that this report remains valid on the basis that the noise sources and operation would remain the same as the 2022 consent.

This report set out the results of an environmental noise survey which was undertaken in January 2022 and recorded the baseline sound levels within the area. The report sets out a requirement for cumulative noise levels resulting from the operational of all new plant at 1m from the most sensitive premises to be at least 5 dB below the MCC guidance minimum background noise levels measured in each octave band.

Based on the minimum background measurements results from the survey limits from plant noise egress have been provided.

Assessments of operational noise egress has been carried out based on noise measurements undertaken of the installed amplified sound system operating. The results of this assessment indicates that operational noise egress from the amplified sound system within the pub is expected to comply with the daytime (07:00-23:00) and night-time (23:00-07:00) operational noise egress criteria.

Operational noise egress from the amplified sound system within the external seating area is expected to exceed the daytime and night-time amplified sound egress criteria. These correspond to levels of LAeq 85 dB and LAeq 83 dB for daytime out of office hours (17:00- 23:00) and night-time out of office hours (23:00-09:00) respectively, which will allow for typical background music levels. These limits are either equal to or less onerous than the limits set in our previous assessment due to the background noise levels measured being higher than those previously measured.

Amplified sound egress limits have also been set based on the measured background noise levels. These limits will continue to be adhered in accordance with the Noise Assessment and will therefore not result in any additional noise impacts.

5.2 Operational Management

Sadlers Cat will continue to be operated by Cloudwater who have a bespoke operational management strategy has been provided noting the identified policies for queue management and dispersal; smoking; outside seating and music in order to ensure the efficient operation of the premises and minimise impact on neighbouring buildings.

Strategies will also be implemented to ensure the security and safety of both building tenants and the public; as well as prevention of public nuisance, including measures to encourage customers to respect local residents and leave the premises in a quiet and respectful manner.

5.3 Opening Hours

The current operating hours are set out below and will remain unchanged:

- Monday to Saturday: 0700AM until 0100AM
- Sunday: 0900AM until 0000
- Bank Holidays: 0700AM until 0100AM

5.4 Security

Paragraph 96 focuses on “aiming to achieve healthy, inclusive and safe places and beautiful buildings”, with 96b specifically focusing on ensuring buildings are safe and accessible so crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.

A Crime Impact Statement by Greater Manchester Police (GMP) and submitted support of the continued use of Sadler’s Cat and the new Gardenhouse structure. GMP have provided a letter confirming that the conclusions of this report remain valid.

CCTV has been installed to cover the service area and entrance/exits and to provide general coverage of the public bar area. Control, display and recording equipment is located within the back of house facilities in the Sadler's Cat and managed in line with the policy within the submitted Operational Management Strategy.

An intruder alarm system comprising door contacts and dual tech sensors has also been installed to cover the perimeter doors, opening windows and internal zones of the building. A keypad is located in a discreet position on the agreed entrance/exit route from the building.

Sadler's Cat provides an active use within Sadler's Yard which provides opportunity for natural surveillance in the area, reducing the likelihood crime and antisocial behaviour.

6 Summary

This application seeks planning permission for the continued use of a de-mountable structure used as a public house (Use Class E) and associated food hut, along with an additional roof canopy structure to provide a covered seating area, for a temporary period of three years.

The retention of the Sadler's Cat public house and food hut will contribute towards the regeneration of the wider NOMA area and support the ambitions of the adopted NOMA Framework by complementing plans for the delivering of public realm across the estate. The addition of the Gardenhouse, supporting the continued operation of Sadler's Cat, will allow for the expansion of these uses, therefore contributing to the activating of one of Manchester's newest public squares, bring increased footfall to the space and make it a more attractive location for businesses to relocate to and will tie in with the wider vision for NOMA -bringing activity to the public realm in line with the envisaged function of Sadlers Yard as a place for events.

The documents which are resubmitted in support of this application, demonstrate that the proposals have been tested against relevant local and national planning policy and all previous recommendations have been considered and implemented in the completed scheme. It is therefore considered that the continued use of Sadler's Cat complies with relevant planning and policy guidance.

The proposals are supported by planning policy at national and local levels and as such merit the support of the Local Planning Authority and the granting of Planning Permission.

6.1 Supporting Documentation

This application has been submitted via the Planning Portal (Ref PP-12932365) and comprises the following supporting documents:

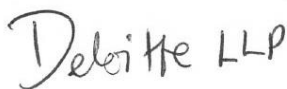
- Completed Application Form and Cover Letter;
- Site location Plan (2696-PLA-XX-XX-DR-L-0008);
- General Arrangement plans:
 - 2696-PLA-XX-XX-DR-L-0010 – Site Plan;
 - P(1-)010 - Sadlers Cat Ground Floor Plan (as existing);

- P(2-)0022 – Sadlers Cat Sections and Elevations (as existing);
- 2696-PLA-XX-XX-DR-L-0005 – Terrace Structure;
- Acoustic Report prepared by Sandy Brown;
- Crime Impact Statement Prepared by Greater Manchester Police and Letter of Comfort prepared by Greater Manchester Police confirming 2021 CIS remains sufficient.
- Operational Management Strategy (Public House) prepared by Cloudwater;
- Proposed Ventilation Layout (Ref C 5226) prepared by AC Ventilation;
- Proposed Waste Management Storage Plan (Ref. 2318 P(01)005) prepared by Northmill;
- Proposed Waste Management Transfer Plan (Ref. 2318 P(01)004) prepared by Northmill; and
- Drainage Plan (Ref. 7693-04) prepared by Thomasons.

The supporting planning fee of £1,804.00 has been paid online.

Should you have any questions or require additional information, please contact me on the details provided or contact my colleague Eithne FitzGerald (eithnefitzgerald@deloitte.co.uk / +44 161 455 6963).

Yours sincerely



For Deloitte LLP