

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143248/FO/2025
Date registered valid: 29 July 2025
Proposal: Change of use from wholesale warehouse (B8) into food production (Sui Generis)
Address: 14 Lockett Street, Manchester, M8 8EE
Ward(s): Cheetham Ward

Applicant: Mr Mohammed Abubaker
Agent (if any): Mr Mohamed Muse, Muse Architects
Case officer: Ian Jarvis
Tel: 0161 234 4079
Email: ian.jarvis@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 22 September 2025

Application details

Type of application: Full Application Consent

Development type: Change of use

Standard consultations:

Printed: 5 August 2025 Expired: 27 August 2025

Neighbour notifications

Printed: 5 August 2025 Expired: 27 August 2025

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

This application relates to existing vacant industrial premises, in a commercial street, located just off Bury New Road. The unit is high level single storey and is effectively two-storeys in height. There are also two levels of windows, which suggest that the building may have previously incorporated two floors.

The Unit is brick built with a large roller shutter access. It has a floor area of approximately 150 square metres and, whilst there is no definitive planning permission for the site, the indicated previous use, as a wholesale warehouse, accords with the appearance of the building and its surroundings.

It is proposed to change the use of the building into a non-retail food production facility (sui generis use). No external changes are proposed, with internal changes only to create areas for a kitchen, food preparation, packaging, storage and staff facilities.

The unit would be divided into 3 main areas, for different stages of food preparation and packaging, with ancillary office and storage space. It is indicated that there will be no retail sales from the site and no members of the public will visit the site.

The proposed hours of operation are:
11am to 11pm - Monday to Saturday
11am to 9pm - Sunday

The site lies in Flood Zone 3

Consultations & Notification Responses

Local residents/adjoining occupiers -

Highway Services - Makes the following comments:

TRIP GENERATION:

Drawing 180_10.001 sets out the extent of the business area. This area would have formed part of the previous wholesale use area.

The vehicle trip numbers given are two to three trips daily for deliveries. Two to three trips daily for collections. Waste collection twice weekly.

The proposed business will not generate sufficient vehicular trips to raise any concern on its impact on the highway.

Car Parking Accumulation:

For the proposed food preparation use, no off-street parking information has been offered.

This new parking demand would be offset by the parking demand generated by its previous use as a storage facility. The B8 use storage facility could be estimated to have had a parking demand for typically three spaces.

It is seen that the street as a whole offers limited parking. Therefore, there has to be an assumption that staff who travel by car and are currently working in the street would mainly have to park away from the street. This would have to be seen as the same for the staff working in the proposed business. Note: the site accessibility comment and the cycle parking comment.

For thoroughness, the applicant should provide staff numbers and indicate where any staff cars will park. Due to the narrowness of the street, parking on the street should not be seen as a permanent option.

SITE ACCESSIBILITY:

The site is well accessed by sustainable modes. Regular bus journeys are available on nearby Bury New Road. Manchester Victoria Station is also close by. All within walking distance of the site.

CYCLE PARKING:

No cycle parking has been offered. It is recommended that as a minimum two covered and secure cycle storage spaces are offered on site.

REFUSE AND SERVICING:

Vehicle Frequency is expected to be twice weekly between 07:00 and 17:00. The vehicle size typical of a standard waste collection truck (7.5 - 18 tonnes, this will depend on the provider). The waste collection HGV would be expected to reverse into the street and exit the street in a forward gear. This manoeuvre is normally accepted on-street over such a short distance.

CONSTRUCTION MANAGEMENT:

It is recommended that a detailed Construction Management Plan (CMP) is provided by the applicant prior to any construction works beginning.

In response, the applicant made the following comments:

Staff travel & parking: Four staff in total. Two car-share and will use the existing off-street shared paid parking on Lockett Street; the remaining staff use public transport or cycle. This minimises private car trips and keeps on-street impacts.

Cycle parking: Two secure cycle spaces are now shown on an updated drawing.

Highways Services considered this response to be acceptable, and no further measures are required.

Strategic Area and Citywide Support Manager - Recommends that conditions are attached, to any permission, in relation to fumes. Hours as applied for, refuse and the acoustic insulation of any ancillary equipment.

Flood Risk Management Unit - Recommends that a condition is attached, to any permission, requiring details to be submitted of flood resistance and resilience measures.

Greater Manchester Police - No objections in principle and increased security measures are recommended, which have been provided to the applicant as an informative.

Environment Agency - No comments received.

Issues

National Planning Policy Framework (December 2024) - Sets out the Government's Planning Policies for England and how these should be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that achieving sustainable development means that the planning system has 3 overarching objectives:

An economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

A social objective - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

An environmental objective - to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy

It states that planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term, but over the lifetime of the development;
- b) are visibly attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible, and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Section 12 'Achieving Well Designed Places' states that 'the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates

better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants. Communities, local planning authorities and other interests throughout the process (paragraph 131).

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Policy SP1 identifies the City Council's Core Development Principles and states that development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- Creating well designed places that enhance or create character
- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy EN19 relates to waste and states that the Council will require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

Policy T2 states that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses).

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy DM 1 states that all development should have regard to the following specific issues for which more detailed

guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.

- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Policy DC26 relates to noise and states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

Places for Everyone - The approved Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for 9 of the 10 boroughs which make up Greater Manchester.

The Plan identifies the essential aspect of the efficient and effective use of land with the preference to be given to making as much use as possible of suitable previously developed brownfield land and vacant buildings when meeting development needs.

Relevant policies of PfE in this instance are:

JP-S1: Sustainable development

JP-C8: Transport Requirements of New Development

JP-P1: Sustainable Places

Principle - The site lies in a commercial area with various warehouse and light industrial uses adjoining the site. The proposed food manufacturing use is of a relatively low scale and is therefore considered to be compatible with its surroundings and acceptable, in principle.

Specific nature of use - The site lies close to a large shopping centre, on Bury New Road, sitting on a perpendicular side street. The applicant has indicated that this is a non-retail use, and the submitted servicing strategy indicates that there will be only 1-3 collections from the site per day, between the hours of 9.00am and 7pm, and that these will only be the collection of prepared food items for distribution to commercial clients. These indicated operating measures indicate that the site would be used for commercial food production/packaging only and would not be used as a commercial (dark) kitchen, where there may be collections by online delivery companies, for example. The applicant has confirmed that this is how the site would operate and has accepted a condition to ensure that the site operates in this way.

Residential amenity - Some of the shops, on Bury New Road, may have living accommodation on the upper floors, but there is no obvious residential accommodation in the immediate vicinity of the site. The proposed use is considered compatible with surrounding uses, and the previous use of the site, and it is not considered that the proposed change of use would significantly alter noise and activity in the vicinity of the site, to the extent that any residents would be adversely affected. Also, hours of operation are proposed, which are acceptable to Environmental Health.

External alterations - No external alterations are proposed and it is not therefore considered that a condition, requiring the submission of a construction management plan, as suggested by Highway Services, is necessary in this case.

Flood Risk - The site lies in Flood Zone 3 but is not a use that would lead to a significant intensification/difference in the operation of the site. The Council's Flood Risk Management Unit have no objections in principle, subject to a condition in relation to flood resistant measures, which has been agreed by the applicant.

Car/cycle parking - The proposed operation is of a relatively low level with just 4 members of staff and will operate in similar conditions to that of adjoining properties. The applicant has addressed the concerns of Highway Services with on-site cycle storage being provided, and the site lies on a good public transport route. On this basis it is not considered that the proposed use would have a significant impact upon traffic issues in the area.

Other Legislative Requirements Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. In this instance clarification was sought in relation to the nature of the use, hours of operation and car/cycle parking provision. Otherwise, the scheme is considered to be in accordance with Council policy and pre-commencement conditions have been agreed by the applicant.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

Muse Architects Flood Risk Assessment, dated July 2025, stamped as received by the City Council, as Local Planning Authority, on 15 July 2025

Muse Architects Planning Statement dated July 2025

Site Location Plan

External Alterations and Air Conditioning Installations Document

Servicing and Deliveries Statement

Acoustic Study and Noise Management Document

Waste Management Strategy dated 2 July 2025

Drawing numbered 111_WMS-01 rev P1

All stamped as received by the City Council, as Local Planning Authority, on 29 July 2025.

Drawing numbered 180_10.001 rev P2, stamped as received by the City Council, as Local Planning Authority, on 10 September 2025.

Email from Mohammed Muse, dated 19 September 2025, which confirms the nature of the proposed use.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies DM1 and SP1 of Manchester's Core Strategy.

3) The premises shall only be operational during the following hours:

9.00am to 9.00pm - Monday to Saturday

9.00am to 7.00pm - Sunday

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

4) The premises to which this permission relates shall be used for commercial food production/packaging/distribution only, for the collection/distribution to commercial clients, and for no other purpose, including retail sales and the collection of hot food items and shall not allow the collection of items by online delivery services or the general public. In addition, collections and servicing at the site shall only take place in accordance with the details contained in the Servicing and Deliveries Statement, stamped as received by the City Council, as Local Planning Authority, on 29 July 2025.

Reason - Any intensification of activity associated with the proposed enterprise would lead to additional comings and goings at the site, with additional demands for car parking/servicing space, which would potentially be detrimental to highway safety in an area where car parking facilities are limited, and would lead to increased levels of noise, and disturbance, at the site which would be harmful to the living conditions of nearby residents. As such, the proposed development is contrary to policies DM1 and SP1 of the Manchester Core Strategy, saved

Unitary Development Plan policy DC26.1 and guidance contained in the National Planning Policy Framework (NPPF).

5) Prior to the commencement of the development hereby approved, the following shall be submitted for approval in writing by the City Council, as Local Planning Authority:

The design should be made appropriately flood resistant and resilient, including details of flood resistance and resilience measures to be included. Government-recognised resistance and resilience measures are detailed in the section: Extra Resistance and Resilience measures.

Details of access and egress plans in accordance with Government Standing Advice for Vulnerable Developments.

The development shall be constructed and completed in accordance with the approved details prior to the first occupation/use of the development.

Reason: - To prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policies EN08 and EN14 of the Manchester Core Strategy and guidance contained in the National Planning Policy Framework.

6) a) Fumes, vapours and odours shall be extracted and discharged from the premises in accordance with a scheme to be submitted to and approved in writing by the City Council as local planning authority before the use commences.

Mixed use schemes shall ensure provision for internal ducting in risers that terminate at roof level. Schemes that are outside the scope of such developments shall ensure that flues terminate at least 1m above the eave level and/or any openable windows/ventilation intakes of nearby properties.

b) Prior to commencement of the use hereby approved confirmation shall be submitted for the approval of the City Council as local planning authority that the approved scheme has been implemented.

Reason - In the interests of the amenities of occupiers of nearby properties, pursuant to policies DM1, EN16 and SP1 of the Manchester Core Strategy

7) a) Before the development commences a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority.

New developments shall have refuse storage space for segregated waste collection and recycling. Internal and external storage areas are required.

b) The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of amenity and public health, pursuant to policies DM1, EN19 and SP1 of the Manchester Core Strategy

8) a) Any externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction

in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the verification report shall be detailed along with any measures required to be undertaken prior to operation of the scheme to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to saved UDP Policy DC26 and Policy DM1 of the Manchester Core Strategy.

Informatives

1) Any new windows, doors or shutters to be installed, either as part of the proposed scope of works or in the future, should be security-certified to Secured by Design (SBD) compliant standards and any new glazing is laminated. Please see <https://www.securedbydesign.com/member-companies/accredited-product-search> or contact this unit for further advice.

2) The applicant is advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004) Email -highwaylicences@manchester.gov.uk.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police
Environment Agency

47A Bury New Road, Manchester, M8 8EF
Vacant Area Ground Floor, 57 - 59 Bury New Road, Manchester, M8 8FX
Vacant Area Second Floor, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit H, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit G, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit F, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit E, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit D, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit C, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit B, 57 - 59 Bury New Road, Manchester, M8 8FX
Unit A, 57 - 59 Bury New Road, Manchester, M8 8FX
55C Bury New Road, Manchester, M8 8FX
55B Bury New Road, Manchester, M8 8FX
55A Bury New Road, Manchester, M8 8FX
1 Harris Street, Manchester, M8 8EG
49A Bury New Road, Manchester, M8 8EF
14A Lockett Street, Manchester, M8 8EE
Second Floor, 16 Lockett Street, Manchester, M8 8EG
First Floor, 16 Lockett Street, Manchester, M8 8EG
12 Lockett Street, Manchester, M8 8EE
5 Harris Street, Manchester, M8 8EG
7 Harris Street, Manchester, M8 8EG
3 Harris Street, Manchester, M8 8EG
9 Harris Street, Manchester, M8 8EG
First Floor, 51 Bury New Road, Manchester, M8 8EF
16 Lockett Street, Manchester, M8 8EG
First Floor, 45 Bury New Road, Manchester, M8 8EF
Basement, 45 Bury New Road, Manchester, M8 8EF
Ground Floor, 45 Bury New Road, Manchester, M8 8EF
49 Bury New Road, Manchester, M8 8EF
41 Bury New Road, Manchester, M8 8EF
57 - 59 Bury New Road, Manchester, M8 8FX
53 Bury New Road, Manchester, M8 8FX
51 Bury New Road, Manchester, M8 8EF
47 Bury New Road, Manchester, M8 8EF
43 Bury New Road, Manchester, M8 8EF
13 Lockett Street, Manchester, M8 8EE
11 Lockett Street, Manchester, M8 8EE
9 Lockett Street, Manchester, M8 8EE

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - City Centre PD Restriction - Class B1(c) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding - Not Affected