

27th August 2025

Delivered via Planning Portal

Michael Pearson
Development Management Central Core
Manchester City Council
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Dear Michael,

FULL PLANNING APPLICATION FOR THE PARTIAL CHANGE OF USE OF GROUND FLOOR LEVEL TO FORM A FOOD HALL WITH ASSOCIATED VENDOR KIOSKS, BARS, CUSTOMER SEATING, BACK OF HOUSE FACILITIES AND RETENTION OF EXISTING CINEMA ROOM AND EXTERNAL TERRACE AT DUCIE STREET WAREHOUSE, DUCIE STREET, MANCHESTER M1 2TP

This letter has been prepared by Turley on behalf of Manchester Street Food ("MSF", "the Applicant") in support of a full planning application seeking a partial change of use of ground floor level of Ducie Street Warehouse to form a food hall with associated vendor kiosks, bars, customer seating with back of house facilities and retention of existing cinema room and external terrace at the aforementioned site ("the Site") .

The application has been submitted to Manchester City Council ("MCC") pursuant to the Town and Country Planning Act 1990 (TCPA 1990) via the Planning Portal (ref. PP-14199326). The application is supported by a suite of documents listed in **Appendix 1**. The requisite application fee of £588.00 has been paid online via Planning Portal.

This letter describes the Site, details of the Proposed Development, and appraises the Proposed Development against the statutory development plan taking account of other material considerations, including national policy.

The application is accompanied by applications for Listed Building Consent (ref. PP-14216781) and Advertisement Consent (ref. PP-14213626).

Manchester Street Food

The Applicant is an established operator specialising in the curation and management of high-quality food-orientated venues, and whilst there is an accompanying drink offer their food halls are not drink or entertainment-focused. The 'Street Food' brand works with a range of vibrant and independent street food vendors to provide varied yet complementary choices, whilst showcasing local breweries and distilleries. Their operations focus on supporting local businesses and to diversify the food and beverage offer to create a welcoming and accessible food experiences.

The 'Street Food' brand was first established in the form of Edinburgh Street Food which opened in 2023, and which welcomes a broad demographic. It is recognised as a cultural and culinary hub whilst contributing positively

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to the local economy. Building on the success of Edinburgh Street Food, the Applicant is keen to expand further and enhance Manchester's hospitality, gastronomy and evening economy. As such, this full planning application has been prepared to enable the operation of Manchester Street Food from a prime city centre location at Ducie Street Warehouse.

Pre-Application Engagement

The Applicant has undertaken high-level engagement with officers at MCC prior to submission of the application in order to present the Proposed Development, obtaining supportive feedback on the principle of leisure and hospitality development within Manchester City Centre, whilst a site visit was also held with the Council's Conservation Officer which has informed the internal layout of the Proposed Development and positioning of extraction equipment as detailed within the accompanying Listed Building Consent application.

The Applicant engaged with the elected members of Piccadilly ward, where Ducie Street Warehouse is located, by offering a briefing on the scheme supported by a presentation. Councillor Jon-Connor Lyons attended the briefing on Friday 1st August, during which an overview of the company and the proposed plans for Ducie Street Warehouse was provided, along with the opportunity to address any questions. The Proposed Development was well received.

Following this, on Friday 8th August, the Applicant sent a letter to approximately 290 nearby residents. The letter outlined the details of the planning application and included contact information, a telephone number and email address, inviting residents to get in touch with any queries.

The format and scope of this planning application were also agreed with officers.

Site and Context

Ducie Street Warehouse is a vibrant mixed-use destination located next to Manchester Piccadilly Railway Station and within close walking distance of The Northern Quarter. It was originally constructed as a warehouse (named London Warehouse) and is now owned by DSW Manchester Property (Native Places) which operate aparthotel accommodation on the upper floors of the building. Ducie Street Warehouse is a mixed development that offers a wide range of uses including restaurants, gym, cinema, leisure and a 194-bed aparthotel.

Ducie Street Warehouse is a Grade II listed former railway warehouse, listed on 3rd October 1974 (Listed Name: London Warehouse). It was built in 1867 as one of four warehouses belonging to the Manchester, Sheffield & Lincolnshire Railway, reflecting Manchester's industrial and mercantile heritage. Its heritage significance lies in its association with the City's role as for trade and manufacturing during the industrial era.

The proposed change of use sought covers the majority of the ground floor area of Ducie Street Warehouse and external terrace.

The Site is bounded by Ducie Street to the north, a complex of mixed-use buildings (Navigation House, Bridge House and Junction House) and the Ashton Canal to the east, also a surface car park situated to the south and west.

The Site's principal frontage is onto Ducie Street which is the main and only access point for customers and visitors to enter the Site. Servicing is carried out via a separate access at the rear of the buildings.

The Site benefits from excellent access to a range of sustainable transport modes. The closest Metrolink tram station is Piccadilly Station within Manchester Piccadilly Railway station itself. The station provides direct connections across Greater Manchester and to other major cities. There are also frequent bus services available which primarily runs along the A6 Road. The nearest bus stop is Piccadilly (Stop EQ) which is 150m away from the Site, providing services around Manchester City Centre, also routes to Salford, Stockport, Trafford.

The Site is located within an area of significant historic interest, shaped by the nearby canal and rail networks that supported Manchester's industrial expansion during the 19th century. Ducie Street Warehouse, as detailed is a Grade II Listed Building. While the Site is not situated within a designated Conservation Area, there are a number of designated heritage assets within close proximity of the Site, including Stevenson Conservation Area approximately 50m north of the Site.

Planning History and Background

The ground and mezzanine levels of Ducie Street Warehouse operate pursuant to planning permission ref. 119592/FO/2018 granted by MCC on 19th June 2018. The full description of development is:

"Use of ground and mezzanine levels for flexible uses (Class A1 shop, A2 financial and professional services, A3 cafe/restaurant, B1 offices and D2 Assembly & Leisure - gym and cinema space), replacement of exterior doors and glazing, introduction of new roof level flue and refurbishment of existing louvres, extension of existing waste store to house additional plant and reuse bins and associated works"

Since the planning application was approved, a series of discharge of condition applications were submitted and approved to allow the development and operation of Ducie Street Warehouse. A Section 73 application (LPA ref. 121330/JO/2018) was approved on 20th November 2018 to vary the opening hours for the operation of the gym.

A full planning application (LPA ref. 126445/FO/2020) was approved on 13th July 2020 for the creation of an external at-grade terrace at the rear of Ducie Street Warehouse and relocation of existing refuse store. A Section 73 application (LPA ref. 138775/JO/2023) was approved on 23rd January 2024 to allow for internal reconfiguration to increase the apart-hotel bedroom to 194 no. in total. MCC has advised via pre-application discussions that food halls are considered to fall under a Sui Generis Use, as opposed to Use Class E, thus require the benefit of planning permission.

Proposed Development

The description of Proposed Development is as follows:

"Full planning application for the partial change of use of ground floor level to form a food hall with associated vendor kiosks, bars, customer seating, back of house facilities and retention of existing cinema room and external terrace"

The above will be achieved by way of the following internal works:

- Removal of the Central Bar, kitchens 01, 02 and 03, WC, library and meeting rooms 01, 02 and 03 and reconfiguration of the ground floor central atrium area of Ducie Street Warehouse to:
 - Accommodate 10 kitchen units that are lined up around the central seating area
 - Include 2 bars, one within the centre of the space, another small bar towards the external terrace
 - Introduce a storage room that links to the services/ delivery access
 - Reconfiguration of staff welfare facilities at first floor level
- Provision of mechanical services and lighting to support the Proposed Development. Please refer to the enclosed Outline MEP Narrative, prepared by the Keenan Consultancy.

While it is acknowledged that the internal alternations do not ordinarily require planning permission, Ducie Street Warehouse is a Listed Building and such changes must be carefully considered in the context of its heritage

significance. To ensure a consistent and transparent approach, a Listed Building Consent (ref. PP-14216781) has been submitted alongside of this application.

For the avoidance of doubt, there will be **no** additional floorspace created as a result of the Proposed Development. The main access and services/ deliveries access will remain unchanged.

The proposed opening hours are:

- Sunday to Thursday, and Bank holidays 07:00 to 01:00
- Friday to Saturday 07:00-02:00
- Outdoor seating operations: Monday to Saturday 12:00-22:00, Sunday 12:00-22:00

Policy Context

In accordance with the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town & Country Planning Act 1990, this application must be determined against the adopted Development Plan, unless material considerations indicate otherwise.

In this case the adopted Development Plan comprises the following:

- Places for Everyone (“Pfe”) (adopted in March 2024)
- Manchester Core Strategy (“MCS”) (adopted in July 2012), along with Addendum to Manchester Core Strategy 2024
- ‘Saved’ policies from Unitary Development Policies (“UDP”) (adopted in July 1995 and alterations on various dates)

Material considerations include the National Planning Policy Framework (“NPPF” or “the Framework”) (December 2024) and the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (SPD) (adopted in April 2007). The NPPF states that policies within it are material considerations and that due weight should be given to relevant policies in existing development plans according to their degree of consistency with the NPPF.

Relevant Policies and NPPF Provisions

- **City Centre Development – Pfe Policy JP-Strat1 (Core Growth Area) and JP-Strat2 (City Centre)** recognise the economic role of the Core Growth Area and confirms how it will be protected and enhanced. The City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester. **MCS CC1 (Primary Economic Development Focus)** and **Paragraph 6.5 of the MCS** recognise the City Centre is the primary economic driver of the Regional Centre, and has greatest potential to drive its continued economic growth. **MCS Policy SP1 (Spatial Principles)** supporting text recognises that the Regional Centre including Manchester City Centre will be the key focus of economic and commercial development, retail, leisure and cultural in the City Region.
- **Chapter 7 of the NPPF** also supports the role of town centres play at the heart of local communities by taking a positive approach to their growth, management and adaptation. **Annex 2 (Glossary) of NPPF** defines main town centre uses as retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres,

indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

- **Leisure and Culture – PfE Policy JP-P3 (Cultural Facilities)** seeks to proactively develop and support cultural businesses and attractions in cities and towns through a range of measures, including proposals that protect existing heritage, cultural and community venues, facilities and uses; maximising opportunities for redundant heritage assets. **MCS Policy CC4 (Visitor- Tourism, Culture and Leisure)** supports proposal that improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities. **MCS Policy C10 (Leisure and the Evening Economy)** supports the new development or redevelopment supporting the evening economy, contributes to the vitality of district centres and supports a balanced and socially inclusive evening/night-time economy will be permitted.
- **Heritage – PfE Policy JP-P1 (Sustainable Places)** states that development should be distinctive with a clear identity that conserves and enhances the historic environment. **PfE Policy JP-P2 (Heritage)** outline the opportunities will be pursued for promote enjoyment, understanding and interpretation of historical environment and heritage assets and their settings, in order to maximising wider public benefits and reinforcing Greater Manchester’s distinct character, identity and sense of place. **MCS Policy CC9 (Design and Heritage)** expects development in City Centre to preserve or enhance designated heritage assets. **MCS Policy EN3 (Heritage)** states that the Council will encourage development which enables the re-use of heritage assets. **‘Saved’ Policy DC19 (Listed Building) of the UDP** states that, in determining planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. **Paragraph 212 of the NPPF** states that “when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- **Amenity (including Noise) – MCS Policy DM1 (Development Management)** outlines the key environmental impacts (i.e effects on amenity by way of noise and odours for example) that all development proposals ought to consider. **‘Saved’ Policy DC26 (Development and Noise) from UDP** also sets out how noise impacts of development proposals will be considered. **Paragraph 187 (e) of the NPPF** requires that planning decisions prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of noise pollution. Additionally, planning 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 and the living conditions (**para. 198**).

Planning Appraisal

Principle of Development

The Proposed Development seeks to introduce the use of food hall (Use Class Sui Generis) within the ground floor level and external terrace area of Ducie Street Warehouse. The existing lawful use is ‘Class A1 shop, A2 financial and professional services, A3 cafe/restaurant, B1 offices and D2 Assembly & Leisure - gym and cinema space’ which does not support the operation of Sui Generis food hall. For the avoidance of doubt, the Proposed Development will only change the part of the ground floor of the building (as shown on drawing ref. MSF 100 K); with the remainder continuing to operate ancillary to the Native aparthotel.

As detailed, the Site is located at the heart of Manchester City Centre, which holds a key economic role in Greater Manchester. The Proposed Development offer a diverse range of dining options and experiences for Manchester locals and visitors alike. Ultimately, the Proposed Development supports Manchester City Centre's role of business, retail, leisure, culture and tourism activity, which also aligns with NPPF's definition of main town centre uses (specifically leisure, entertainment and recreation uses; arts, culture and tourism development),

The Applicant anticipates the proposal could bring the following economic impact (as have materialised at the Applicant's Edinburgh venue):

- Employment opportunities for over 100 people;
- Circa. 600,000 customers/ visitors per annum;
- Over £10m generated in GVA;
- Utilisation of local suppliers and support of existing Greater Manchester businesses.

Considering the above, the Proposed Development enhances Manchester City Centre's dining offer which further supports its economic role; as such, it is in accordance with **PfE Policy JP-Strat1 (Core Growth Area)**, **PfE JP-Strat2 (City Centre)**, **PfE Policy JP-P3 (Cultural Facilities)**, **MCS CC1 (Primary Economic Development Focus)**, **MCS Policy CC4 (Visitor- Tourism, Culture and Leisure)**, **MSC Policy C10 (Leisure and the Evening Economy)** supports and **MCS Policy SP1 (Spatial Principles)**.

Design and Heritage

A Heritage Statement has been prepared by Turley Heritage to support the Listed Building Consent application (ref. PP-14216781), confirming there would be no harm caused by the proposal, and the significance of the Grade II Listed Ducie Street Warehouse would be sustained. The Proposed Development would also support the continued active and sustainable use with the ground floor level. Therefore, the Proposed Development will comply with **PfE Policy JP-P1 (Sustainable Places)**, **Policy JP-P2 (Heritage)**, **MCS Policy CC9 (Design and Heritage)**, **Policy EN3 (Heritage)** and 'saved' policy **DC19 (Listed Building)**. It will also meet the objectives of **paragraphs 210 and 212 of the NPPF**.

Operational Management and Impacts on Amenity

The application is supported by an Operational Management Plan, prepared by the Applicant, which outlines how the Proposed Development will operate day-to-day including procedures and policies aligned with the terms of the Occupational Lease, the site-specific operational strategy, and MSF's operational standards. Trading hours are as established above, whilst the external terrace will be closed after the hour of 22:00. The Management Plan also incorporates details relating to servicing and deliveries/ collections, confirming that all such activities including food service collections will take place to the side of Ducie Street Warehouse accessed via the route to the rear of the building, thus avoiding the congregation of food collection drivers on Ducie Street itself.

The access, including main access for customers and the service access for deliveries, will remain the same. As such, no swept path analysis has been further undertaken as no road works have been proposed. Given the above, it can be concluded that there will be very limited highway access issue arise. The application is also supported by a Crime Impact Statement which sets out the physical and operational measures that will be implemented in order to mitigate risk of crime and anti-social behaviour.

The enclosed Environment Noise Survey and Noise Impact Assessment Report, prepared by Hann Tucker Associates, assesses the existing noise environment within and outside the building, considering the noise implications of the Proposed Development, and setting out recommended mitigation measures where necessary.

The report identifies the existing noise environment is dominated primarily by road traffic on Ducie Street, Store Street and the wider city centre road network, supplemented by occasional service-yard and car park activities.

It sets out target internal and external noise limits on the basis of the existing facades will being retained, advising on sealing of any new service penetrations and a noise level limiter governing amplified sound systems. Subject to these mitigation measures, the proposal is considered to be acceptable at the nearest noise sensitive receptors and neighbouring dwellings in terms of noise impact. This work can be secured by condition attached to the planning consent. Internally, the landlord has established maximum noise levels in order to prevent noise disturbance to aparthotel guests.

The enclosed Outline MEP Planning Narrative document, prepared by the Keenan Consultancy, provides details of the mechanical and electrical services to be installed. It demonstrates that careful consideration has been given to balancing the need to support the introduction of 10 new mini kitchen stalls, and associated extraction requirements, whilst maximising utilisation of existing extraction equipment in order to minimise impacts on the listed building.

As such, it is considered the Proposed Development complies with **MCS Policy DM1 (Development Management)**, **'saved' Policy DC26 from UDP (Development and Noise)** and the **NPPF (in particular para. 187e and 198)**.

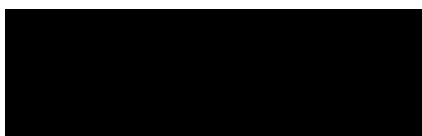
Conclusions

This application seeks full planning permission for the partial change of use of ground floor level to form a food hall with associated vendor kiosks, bars, customer seating, back of house facilities and retention of existing cinema room and external terrace.

The Proposed Development would provide a range of benefits, securing the ongoing viability of a prominent listed building in a sustainable city centre location thus complying with all relevant national, regional and local planning policies and will not result in an adverse impact on the environment. As such, planning permission should be granted without delay.

I trust that you have all the information to enable you to register the application and approved the Proposed Development. Should you have any queries, please do not hesitate to contact me.

Yours sincerely,



Melissa Lee
Assistant Planner



Appendix 1: Application Document Schedule

DOCUMENTS

Document Titles	Author
Application Form	Turley
Covering Letter	Turley
Design and Access Statement	Follow Friday
Heritage Statement	Turley
MSF Sketch Views	Follow Friday
Operational Management Plan	MSF
Outline MEP Narrative	Keenan Consultancy
Noise Impact Assessment	Hann Tucker Associates
Crime Impact Statement	Design for Security

DRAWINGS

Drawing Title	Drawing Reference
Location Plan	MSF 006A
MSF Site Plan	MSF 003 B
MSF Existing GA Layout	MSF 001 C
MSF Demo GA Layout	MSF 002 C
MSF Proposed GA Layout	MSF 100 K
MSF Existing First Floor	MSF 010 B
MSF Proposed First Floor	MSF 110 A
MSF Access Plan	MSF 005 C