

Planning

Growth & Development

Delegated officer report for planning application

Application no. 142117/FO/2025

Date registered valid: 17 February 2025

Proposal: Erection of a two-storey building to create 2no. cash and carry units (sui generis).

Address: Land Adjacent To 74 Sherborne Street, Manchester, M8 8HU

Ward(s): Cheetham Ward

Applicant: Mr Shahid Imran

Agent (if any): Mr Saghir Hussain, Create It Studio Architects

Case officer: Steven McCoombe
Tel: 0161 234 4607
Email: steven.mccoombe@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 24 March 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 21 March 2025

Standard consultations:

Printed: 26 February 2025 Expired: 19 March 2025

Neighbour notifications

Printed: 26 February 2025 Expired: 19 March 2025

Site notice

No site notice has been produced

Press advert

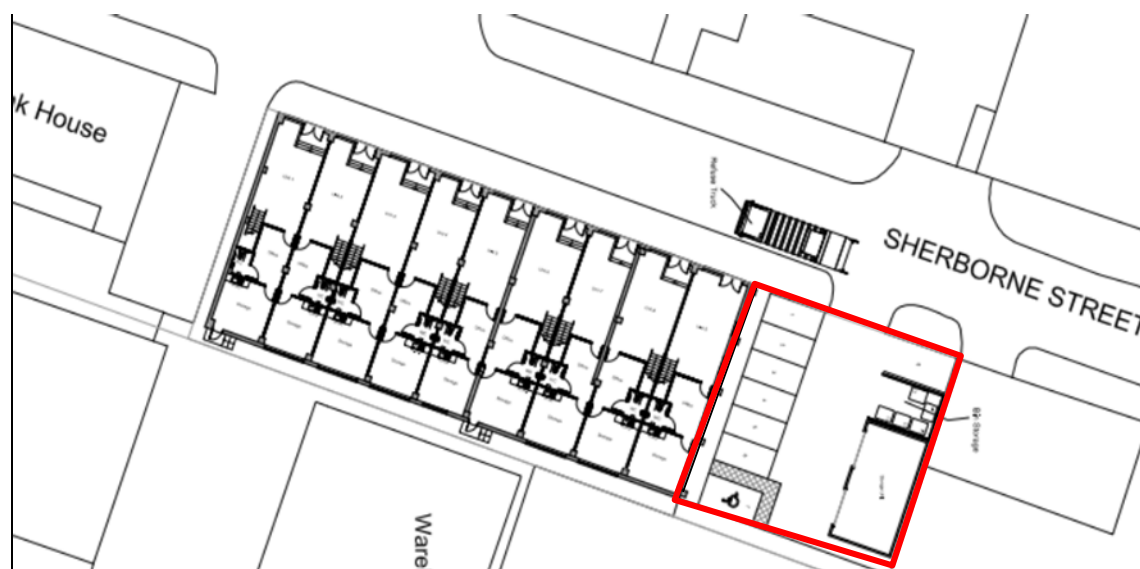
No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site relates to a square shaped area of hardstanding used for off-road car parking, servicing and bin storage associated with the neighbouring development of 9 cash and carry units, pursuant to planning permission referenced 111429/FO/2016/N1 which allowed for the conversion of and Class B2 into 9 cash and carry units with storage allocated to each unit (sui generis).



Red line indicating the application site on the current parking/servicing area

The site is bounded by a service yard associated with warehousing to the rear and two storey warehouse/cash and carry developments either side. Opposite the site, to the other side of Sherborne Street, is further warehousing.

The site is enclosed by metal Palisade fencing with gated access and associated vehicle crossover onto Sherborne Street.



Views of the application site from Sherborne Street

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The site is situated within the warehouse district as identified by the Strangeways Local Plan and within an area covered by area allocated policy CC10 of the UDP which seeks to protect the area for uses involving a high degree of economic activity.

The immediate area is dominated by various low-rise warehouses, showrooms and general industrial buildings focused around the wholesale and distributive trades.

A short distance to the north-west of the site is Cheetham Park.

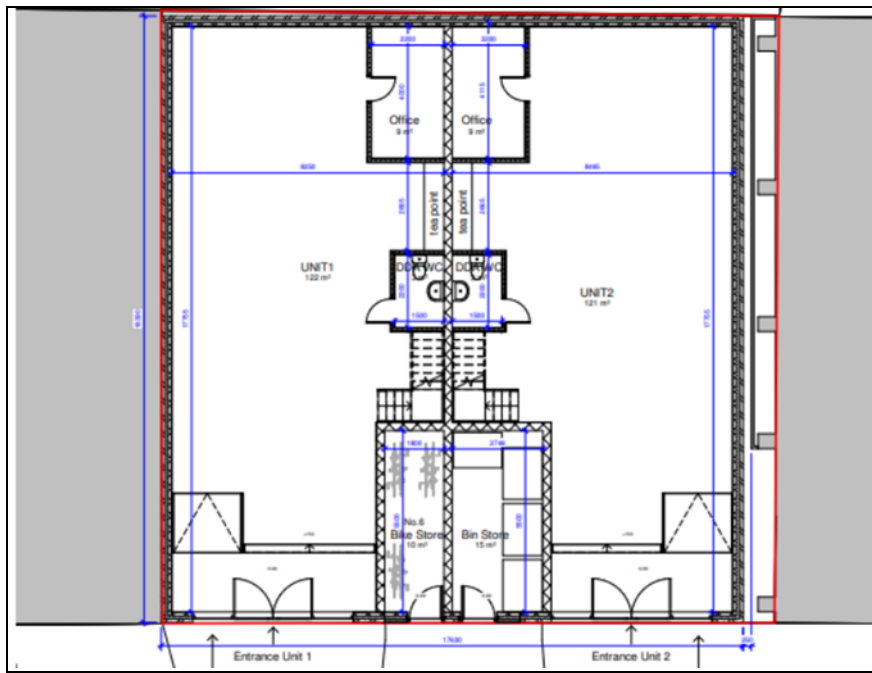
Description of development

Planning permission is sought for the erection of a two-storey building to 2 cash and carry units (sui generis).

The building would occupy land that is currently reserved for parking and servicing for the neighbouring development of 9 cash and carry units which bound the application to the south.

The building would be attached to neighbouring building to the north at No.76 Sherborne Street, but off-set from the adjoining building to the south (No.74a)

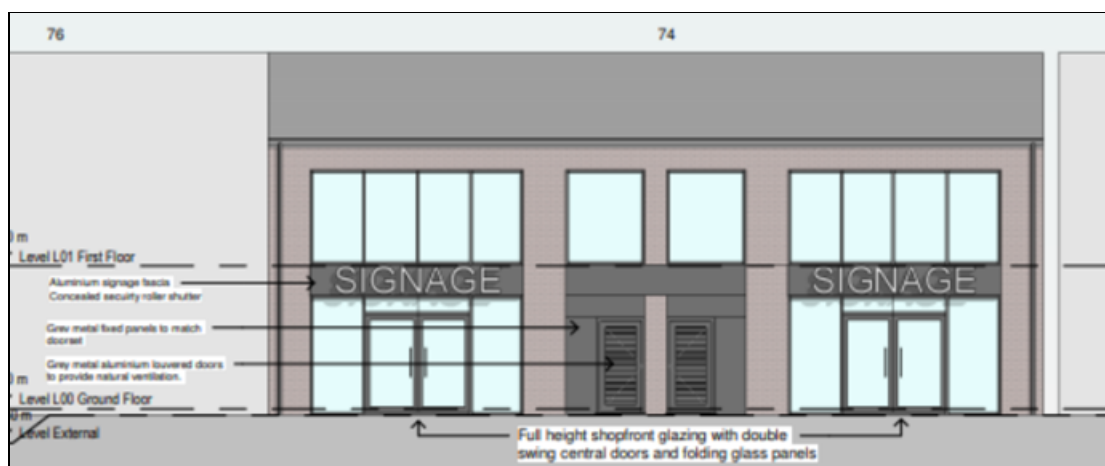
The proposed building would occupy virtually the entire footprint of the site, save for the narrow gap that would be formed between the proposed building and the neighbouring building to the south.



Proposed ground floor plan/footprint

The proposed building incorporates a gable roof and full height, glazed shopfronts, separated by fascia signage between the ground and first floors. No windows are provided to the rear or either of the side elevations.

Access would be achieved via two entrance doors served from Sherborne Street. Two further, centrally positioned doors would facilitate access to internal cycle and bin storage areas.



Proposed front/street facing elevation

The building would be sited immediately to the back of pavement. No off-road parking or servicing is proposed.

Consultations & Notification Responses

Local Residents/Occupiers – No representations received.

Flood Risk Management – A condition is requested for the submission and agreement of a surface water drainage scheme.

United Utilities – No objection. Advisory information is provided in relation to their assets and infrastructure.

Environmental Health - No objection. Conditions are requested in relation to construction management, working hours, operational hours, external plant equipment and waste management.

Highway Services – Comments can be summarised below.

It is noted that the proposed units would be constructed upon land utilised as off-street parking and waste storage associated with the adjacent cash and carry units (approved under planning referenced 111429/FO/2016/N1).

Trip Generation

A trip generation assessment based on the TRICS database has been included within the submitted Transport Statement (TS). This shows that the proposed units would not generate a level of peak-period trips which would warrant further assessment.

Parking and Access

Pedestrian access to each unit would be provided from Sherborne Street. All doorways would need to open internally to ensure no conflict with passing pedestrians.

No off-road parking is proposed and therefore all vehicular demands would need to be accommodated on-street. Based on a TRICS parking accumulation assessment provided within the Transport Statement, this would equate to a maximum parking demand of 4no. vehicles. The proposals would result in the loss of 7no. dedicated car parking spaces (including disabled provision) associated with the adjacent cash and carry units. This would result in parking displacement on-street, but this has not been recognised/addressed as part of the submitted Transport Statement

Overall, the proposal would result in additional on-street parking demand in the vicinity of the site for around 11no. vehicles (also without any dedicated disabled provision). Whilst the Transport Statement provides commentary on a recent parking survey along highways in the vicinity of the site and suggests that significant levels of on-street capacity remain, Highways consider that Sherborne Street does regularly suffer from significant parking pressures. This often results in high levels of pavement parking which compromises safe pedestrian movement in the site vicinity and affects access to and loading operations associated with nearby units. Based on the above, there are concerns regarding additional on-street parking demand at this location.

Cycle Parking

Confirmation is therefore requested on cycle parking arrangements for both units.

Highway Works

If the application is approved, S278 highways works would be required to provide footway reinstatement along Sherborne Street at the former car park access point, along with footway resurfacing along the site frontage.

Servicing

Confirmation is requested on bin storage arrangements for both units. No details have been provided regarding the removal of the existing waste storage (and impact on servicing arrangements) due to the removal of the carpark/waste storage area associated with the adjacent Cash 7 carry units. Refuse servicing would need to be provided from Sherborne Street. Refuse servicing is likely to be difficult given on-street parking at this location. No information has been provided within the Transport Statement in relation to deliveries. On-street deliveries are likely to be hindered by on-street parking at this location.

Construction Management

If the application is approved, a Construction Management Plan (CMP) should be provided prior to any construction works beginning.

Greater Manchester Police (Design for Security) - The shopfront should be built to Secured by Design standards. There should be infrastructure to allow a tenant to easily install an alarm, CCTV, and access controls.

Planning History

111429/FO/2016/N1

Conversion of existing building (B2) into 9 cash and carry units with storage allocated to each unit (Sui Generis). *Approved 1 June 2016.*

044369/FO/NORTH1/93

Extension at first floor level of factory to form additional production and storage areas. *Approved 22 November 1993.*

Policy

Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'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 also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must

therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Core Strategy policies

Policy SP1 (Spatial Principles) - refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment.

Policy DM1 (Development Management) - states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation, amenity space, refuse storage/collection and vehicular access and car parking.

Policy T2 (Accessible Areas of Opportunity and Need) looks to manage the pattern of development to ensure that new development is located in accessible locations. Particular emphasis is given to the need to ensure residents are able to live in locations accessible to employment health, education, open space and leisure opportunities. The policy also states that all new development should provide appropriate car parking facilities.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policy of the Unitary Development Plan is also considered relevant:

Policy CC10 encourages the continued high level of economic activity in Strangeways and lower Cheetham Hill Rd areas, recognising particularly the needs of the wholesale trades which dominate these areas. The Council recognises the regional role played by this locality and will pursue policies designed to improve the efficiency of existing businesses by environmental improvements and better parking and servicing.

Permission will only be granted where proposals incorporate sufficient parking and servicing for their own needs, subject to a proper balance of other planning requirements.

Places for Everyone Greater Manchester Joint Development Plan (March 2024)

Places for Everyone Joint Development Plan was published in March 2024 and has been produced by Greater Manchester Combined Authority to provide a long-term plan for jobs, new homes, and sustainable growth for nine of Greater Manchester's districts.

The Plan forms part of the Development Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance.

The following policy is considered relevant:

Policy JP-C8: Transport Requirements of New Development.

Paragraph 7 states that new development should make adequate car parking provision, including for disabled drivers and passengers.

Paragraph 8 states that new development should ensure that car parking provision is well integrated and unobtrusive, so it supports the street scene; and where appropriate parking provision is flexible and can be adapted over time to reflect demand.

In terms of servicing, paragraph 14 goes on to state that new development should Make appropriate provision for deliveries and servicing (including requiring Delivery and Servicing Plans for appropriate developments), in a way that:

- meets road safety requirements,
- reduces transport emissions and other environmental impacts,
- reduces traffic congestion, the number of vehicle movements and the need for repeat deliveries.

Strangeways Local Plan – The City Council document outlines aspirations for the Strangeways area and recognises the economic importance that the area plays in the wholesale trades and an important provider of employment in Manchester.

The Local Plan identifies the site as being within the ‘warehouse district’ and acknowledges the need to retain and improve the neighbourhood as a vibrant business location. The Plan also encourages a programme of public realm improvements and improvements to accessibility and the physical environment.

National Planning Policy Framework

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

Section 4 provides guidance on the decision-making process and mirrors legislation in stating that planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Issues

Principle

Section 38(6) Planning and Compulsory Purchase Act 2004 requires that decisions are to be made in accordance with the development plan, unless material considerations indicate otherwise.

The NPPF at paragraphs 2 and 47 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an up-to-date development plan, permission should not normally be granted.

In the case of this application, the principle of the proposed change of use is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

It is considered that the proposed development would fail to provide sufficient off-road parking and servicing arrangements for the proposed units, whilst eliminating a parking and servicing area for the adjoining development of 9 cash and carry units. Consequently, the proposal would increase the level of on-street parking along Sherborne Street and nearby roads, whilst placing servicing demands on street. This in turn would exacerbate existing on-street parking difficulties, increase competition for parking spaces and cause localised congestion and access problems.

On this basis, the proposal is considered to conflict with saved policy CC10 of the UDP, policies DM1, T2 and SP1 of the Core Strategy, policy JP-C8 of Places for Everyone and the National Planning Policy Framework (NPPF).

The main issue in this case is outlined further below.

Highway Impact

Saved Policy CC10 relates specifically to the Cheetham area of Manchester and whilst it recognises the economic importance of wholesaling in the area, it advocates that permission should only be granted where proposals incorporate sufficient parking and servicing for their own needs.

Policies DM1 and T2 of the Core Strategy and policy JP-C8 of Places for Everyone refer to the need for new development to have regard to refuse storage/collection and provide adequate vehicular access and car parking. Policy SP1 of the Core Strategy states that developments in all parts of the city should create well designed places which enhance or create character and make a positive contribution to the health, safety and well-being of residents.

It is maintained that a lack of off-road parking and servicing space for the proposed development and the removal of the existing off-road arrangements for the neighbouring cash and carry development is unacceptable. This view is endorsed by Highway Services as part of their consultation response.

The submitted Transport Statement makes no reference to loss of existing provision. However, based on a TRICS parking accumulation assessment provided within the TS, the proposal would equate to a maximum parking demand of 4no. vehicles. Together with the loss of 7 dedicated spaces for the adjacent cash and carry units, the proposal would result in additional on-street parking demand in the vicinity of the site for around 11 vehicles.

The Council disagrees with the commentary provided within the Transport Statement that suggests that significant levels of on-street capacity remain. Empirical evidence suggests that that Sherborne Street and surrounding roads regularly suffer from significant parking pressures associated with a high turnover and frequency of staff/visitor vehicles and on-street servicing requirements. This often results in high levels of pavement parking which compromises safe pedestrian movement in the site vicinity and affects access to loading operations associated with nearby units.



Example of pavement parking opposite the application site

The proposal would therefore exacerbate existing pressures in the local area by increasing the demands placed on the highway. This would result in increased competition for spaces between neighbouring business operations, cause localised congestion and manoeuvring difficulties and increase the potential for pavement parking, undermining highway safety.

No space is provided within the application for off-road servicing and would in turn displace existing waste storage and servicing arrangements for the neighbouring cash and carry development. This would lead to further on-street servicing in the area.

Servicing in the area is generally undertaken by large Sprinter and transit vans and by large waste collection vehicles. Deliveries/collections often lead to obstructions in the highway and can prove difficult given the level of on-street parking. This in turn can cause localised congestion which would only be made for difficult as a result of proposed development.

Together with the lack of acceptable parking arrangements, on-street serving would only serve to increase the pressure placed on the adjoining highway to an unacceptable degree.

In light of the above, the proposed development is considered to be in conflict with the aforementioned policy and guidance.

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: Refuse

Article 35 Declaration

Officers have attempted to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers have communicated their concerns about this proposal to the applicant during the course of the planning application, but these concerns have not been overcome. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

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

1) The proposal to build two separate cash and carry units on an area of hardstanding currently used for parking and servicing for the neighbouring development of 9 cash and carry units amounts to overdevelopment of the site. The proposed development coupled with the loss of off- road parking and servicing space for the existing cash and carry development would result in increased on-street parking and servicing demand which would exacerbate existing on-street parking and highway difficulties in the locality to the detriment of amenity and highway safety. The development is therefore contrary to saved policy CC10 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1 and T2 of the Manchester Core Strategy, policy JP-C8 of Place for Everyone Joint Development Plan and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police
United Utilities Water PLC

Unit 1B, Cheetham Park Centre, Sherborne Street, Manchester, M8 8NL
Unit 3B, Cheetham Park Centre, Sherborne Street, Manchester, M8 8NL
Unit 2B, Cheetham Park Centre, Sherborne Street, Manchester, M8 8NL
Cheetham Park Centre, Sherborne Street, Manchester, M8 8NL
Bsv International, Cheetham Park Centre, Sherborne Street, Manchester, M8 8NL
Desco House, 5 Bradstone Road, Manchester, M8 8PS
74B Sherborne Street, Manchester, M8 8HU
74A Sherborne Street, Manchester, M8 8HU
First Floor, Werner House, 76 Sherborne Street, Manchester, M8 8HT
Ground Floor, Werner House, 76 Sherborne Street, Manchester, M8 8HT
3 Bradstone Road, Manchester, M8 8WA

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
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Historic Landfill Site 250m Buffer -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: NORTH AREA