MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	144870/FO/2026
Date registered valid:	6 January 2026
Proposal:	Retention of on-site container unit in use as hot food takeaway.
Address:	250 - 252 Bradford Road, Manchester, M40 7BT
Ward(s):	Miles Platting & Newton Heath Ward
Applicant:	Mr Mark Mckee
Agent (if any):	Mr Michael Breen, Breen Planning
Case officer:	Ian Jarvis Tel: 0161 234 4079 Email: ian.jarvis@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	25 February 2026

Application details

Type of application: Full Application Consent

Development type: Minor Other

Standard consultations:
Printed: 12 January 2026 Expired: 2 February 2026

Neighbour notifications
Printed: 12 January 2026 Expired: 2 February 2026

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 a vacant, triangular shaped, former landscaped piece of land. The area contains a mixture of uses with commercial premises to the north, railway land to the east and terraced residential properties, to the south and west, each of which has a shop unit, at the end of the row, one of which is used as a sandwich bar.

A container has been situated on the site since March 2025, without planning permission, and is being used as a hot food take-away unit. Retrospective consent is now being sought for its retention. The unit operates from 7am to 2pm, Monday to Saturday.

The container is a corrugated metal sheet construction which has been painted green with images of flowers. The unit contains a door and a serving hatch, facing onto Bradford Road. At the time of the site visit (morning of 18/2/26) the unit was closed, with a sign indicating that it would reopen on 6/2/26. Also the whole, of the larger triangular site was surrounded by herras fencing.

The application indicates the provision of 5 car parking spaces, although no plan is submitted, indicating these spaces, and no spaces are demarcated on site. There does, however, appear to be space, adjacent to the unit, although this area is inaccessible, due to the presence of the herras fencing

Consultations & Notification Responses

Local residents/adjoining occupiers - One response has been received, in support of the facility, from a resident who considers this to be a good addition to the area.

Highway Services - Make the following comments:

TRIP GENERATION AND JUNCTION CAPACITY:
Vehicle trip numbers for the hot food take away have not been provided. However, the business is small in capacity terms. This is based on it having only 1no. Full Time employee and 2no. Part Time employees.

SITE ACCESSIBILITY:
The site is accessed by sustainable modes of transport. Regular bus services are routed within a short-walking distance.

PARKING & ACCESS:
Application form notes that 5no. existing car parking spaces are to be retained. Further clarification is required regarding the parking arrangement. This should be illustrated on an updated dimensioned plan. Clarification is sought on the pedestrian access/entrance to the site.

CYCLE PARKING:
In line with MCC recommendations, secure and sheltered cycle parking provision should be made, within the curtilage of the site, for the accommodation of staff/ visitor cycles.

BOUNDARY TREATMENT:
It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians. The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.

REFUSE AND SERVICING:
Information is required on refuse servicing arrangement particularly refuse storage and collection point. This should be illustrated on an updated dimensioned plan. It would also be useful to understand delivery servicing arrangement associated with the site.

FOOD DELIVERY:
Confirmation is requested on whether the site will operate a car/cycle delivery service.
It is requested that details on the number of take aways per day are provided and where pick up vehicles and cycles will park.

Strategic Area and Citywide Support Manager - No comments received.

Greater Manchester Police - No comments received.

Coal Authority - No objections.

Cadent Gas - No objections

Network Rail - 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 7 'Ensuring the vitality of town centres' references that there should be a hierarchy of town centres and primary shopping uses, and, where town centre sites are not available for town centre uses, edge of centre sites can be identified and edge of centre, or out of centre sites, should only be considered if main town centre sites are not available.

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 to is effective engagement between applicants. Communities, local planning authorities and other interests throughout the process (paragraph 131).

Draft National Planning Policy Framework - On 16th December 2025 the government has published a consultation National Planning Policy Framework.

Of relevance to this application, the draft NPPF makes it clear that local planning authorities should amongst other things:
-Work with the applicant in a positive and proactive manner, where necessary seeking solutions to problems arising from initial proposals, to enable a timely decision.
-Decisions on development proposals should apply a presumption in favour of sustainable development.
- In order to contribute to climate change mitigation and the transition to net zero, development proposals should, where relevant to the proposal: Be located where a genuine choice of sustainable transport modes exists,
- Substantial weight should be given to the benefits of providing accommodation that will contribute towards meeting the evidenced needs of the local community, taking into account any up-to-date local housing need assessment, and other relevant evidence.
- Design quality should be considered throughout the evolution, assessment and delivery of development proposals.

Whilst this is a draft NPPF for consultation it is considered that the development proposals are not in accordance with the general thrust of policy contained within it. As set out in the printed report, it is not considered that the proposal responds to the evidenced needs of the local community and does not represent sustainable development.

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.

Objective 4 relates to Centres with the aim being to set out a proactive strategy for its centres, focused on directing new retail development to deliver the Council's Vision of thriving accessible centres. A balanced provision of retail and local services will be provided improving existing retail facilities, addressing deficiencies in the retail hierarchy and planning for future growth. The aim is to

promote the vitality and viability of the City's centres, encouraging a wide range of services which allow genuine choice in a good quality environment which is accessible to all, helping to reduce car dependency whilst also ensuring centres are a focus for community and civic activity.

Relevant policies are:

C1 - This sets the hierarchy of Manchester City Centre, District Centres, and local centres, with Eastland and Newton Heath Centres indicated.

Policy C2 relates specifically to district centres and states that development in district centres should prioritise delivery of key 'visitor' services, including retail, public and commercial services and food and drink. The Council will ensure that retail remains the principal use in Primary Shopping Areas, but also ensure that provision is made in District Centres for commercial and service uses, leisure and community facilities and other uses which make a positive contribution to vitality and viability of centres. Subject to impact on overall character and local amenity, the Council will support development which extends the time during which District Centres are active;

Policy C4 relates specifically to East Manchester District Centre, including that at Eastlands. It states that Eastlands has a degree of capacity for additional retail development. The priorities for this centre are to promote a wider range of commercial and community uses within the centre and improve its links with surrounding communities and wider Eastlands development opportunities in order to enhance the sense of place in the area. The development of additional residential development will also be supported.

Policy C9 relates to out of centre development and states that development of town centre uses in locations which are outside a centre identified in policy C1 will be inappropriate unless it can meet the following criteria:
- There are no sequentially preferable sites, or allocated sites, within the area the development is intended to serve that are available, suitable and viable
- The proposal would not have unacceptable impacts, either individually or cumulatively with recently completed and approved schemes and having regard to any allocations for town centre uses, on the vitality and viability of the City Centre and designated district and local centres. An assessment of impacts will be required for retail developments of more than local significance; and,
- The proposal is appropriate in terms of its scale and function to its location.

It states that proposals of a scale which is likely to have a significant impact beyond the immediate locality could have implications for the vitality and viability of existing centres within the City and in neighbouring areas, and on the accessibility of communities to shopping facilities. These implications should be considered through the planning process. In Manchester's circumstances, the impacts of out-of-centre development will vary across the City and will need to be considered on a case-by-case basis, although the Council considers that development of less than 650 square metres gross will generally be of local significance only. Proposals of more than local significance should be accompanied by a statement which describes the nature and role of the proposals, evidence of the area the development is likely to serve, an assessment of the likely turnover of the development, an assessment of trade diversions from designed centres and an
appraisal of the effects of the proposal on the vitality and viability of affected centres having regard to the factors set out in Policy EC16.1 of PPS4.

Policy C9 also establishes a basis to support out-of-centre development provided it is intended to improve the experience of visitors or neighbours, rather than increase the role of the location.

Policy EN1 relates to Design Principles and Strategic Character Areas. It states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

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 DC10 relates to food and drink uses

DC10.1 In determining planning applications for developments involving the sale of food or drink for consumption on the premises, or for hot food to be consumed off the premises (whether or not other activities, such as a nightclub, are included), the Council will have regard to:
a. the general location of the proposed development, including any reference to the area in other policies in the Plan;
b. the effect on the amenity of neighbouring residents;
c. the availability of safe and convenient arrangements for car parking and servicing;
d. ease of access for all, including disabled people; and
e. the storage and collection of refuse and litter.

DC10.2 The Council will normally accept the principle of developments of this kind in the City Centre, industrial and commercial areas, in shopping centres and, at ground level, in local shopping parades of more than 8 shops or offices.

DC10.3 Development will not normally be permitted where:
a. it is proposed outside the general locations mentioned above, or
b. there is a house or flat on the ground floor next to the proposed business, or only separated from it by a narrow street or alleyway.

DC10.4 Where, having regard to the preceding policies, the Council considers the proposed development to be acceptable in principle, conditions may be imposed in order to protect the amenity of nearby residents. These conditions may, amongst other things, include limitations on the hours of opening, and the need to deal satisfactorily with noise, fumes, smells, the storage of
refuse and the collection of litter.

DC10.5 The Council will consider on their individual merits proposals for larger, free-standing restaurants, public houses, clubs etc. which require a main road location and do not clearly meet the locational criteria set out in policy.

Policy DC26 relates to development and noise

Policy DC26.1 - Relates to the proposals contribution to the local noise environment and the impact of existing noise sources on the development has been assessed, particularly in relation to the proposed residential units.

Policy DC26.4 - Requires that where an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, consideration is given to measures to deal with it satisfactorily.

Policy DC26.5 - Relates to the assessment of the development, in terms of measures to control noise, including the provision of noise insulation.

The 'Places for Everyone Joint Development Plan Document for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan 2022 to 2039' was adopted on 21 March 2024.

Policy JP-P6 relates to health, stating that:
To help tackle health inequality new development will be required, as far as practicable, to:
A. Maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development;
B. Support healthy lifestyles, including through the use of active design principles making physical activity an easy, practical and attractive choice;
and
C. Be supported by a Health Impact Assessment for all developments which require to be screened for an Environmental Impact Assessment, and other proposals which, due to their location, nature or proximity to sensitive receptors, are likely to have a notable impact on health and wellbeing.

Other relevant policies of PfE in this instance are:
JP-S1: Sustainable development
JP-C8: Transport Requirements of New Development
JP-P1: Sustainable Places

Hot Food Takeaway Supplementary Planning Document - On 8th March 2017, Manchester City Council's Executive Committee adopted the Hot Food Takeaway Supplementary Planning Document as Supplementary Planning Guidance. The document has 3 key policies:

Policy 1 - Vitality and Viability.

This states that a proposal will be considered to be harmful to the vitality and viability of a District or local centre if:
- The area, in which the site is located, is not a local centre identified in the Core Strategy as described by Policy C1 which lists all district centres and many of Manchester's local centres and also states that any locations not identified but which perform the same function in terms of scale and meeting local needs which will also be considered to be local centres.

Policy 2 - Amenity.

This states that hot food takeaways must consider their impact on noise sensitive developments and any proposal that has the potential to cause noise disturbance to existing residential development or noise sensitive properties should be accompanied by a noise survey and assessment and only approved if the impact is shown to be acceptable.

In relation to highway safety the policy states that planning permission for hot food takeaways will only be granted where there would not be an adverse impact on highway safety and the amenity of the surrounding area. Proposals should take account of the likely needs of both customers and the operator's delivery requirements. Regard will be given to:
1. Existing traffic conditions;
2. The availability of public parking provision in close proximity to the premises, including suitable on-street parking;
3. The availability of an adequate loading and unloading area.

Principle of use - Saved policy DC10.2, of the Unitary Development Plan for the City of Manchester, references industrial and commercial areas, as being a suitable location for uses of this type. However, whilst there are commercial/retail premises nearby, including a sandwich shop, the area is predominantly residential and does not constitute a genuine commercial area or a local shopping centre. It is therefore considered that the site does not conform with the locational policy requirements for uses of this type.

Site layout/appearance - This is quite a large site, covering an area of approximately 420 square metres, but the unit itself has a floor area of just 30 square metres. It therefore appears quite isolated on the site, but nevertheless draws attention, being a single stand alone unit on an otherwise open piece of land. The unit therefore appears unrelated to its surroundings, and this is highlighted by its temporary appearance, of metal cabin in an area of brick buildings. It is considered that the unit has a poor visual impact, in this location, which is exacerbated by the herras fencing, which appears to be a permanent feature of the site, that is perhaps opened, when the unit is in use. Generally, the overall appearance of the site is therefore considered to be detrimental to the visual amenity of the area.

Impact on Eastlands District Centre - The site is located approximately one mile from the boundary of Eastlands District Centre and therefore falls within the catchment area of the centre. However, this is a single unit that operates during the mornings only and which does not front onto the nearby Hulme Hall Lane key orbital route. Any impact on the centre is not, therefore expected to be significant.

Parking/Highways - The application is lacking in detail in relation to parking and highways matters. Five spaces are indicated, on the application form, but no details are provided, and the

officer site visit revealed that there are no accessible car parking spaces on the site. The application is also lacking detail on matters such as deliveries, cycle parking, servicing and refuse arrangements, which means that a full highways assessment, of the impact of the use, has not been possible. On this basis, it cannot therefore be confirmed that the use has satisfactory car/cycle parking. Servicing or refuse collection arrangements.

Residential amenity - The site lies to the rear of, and opposite, a number of residential properties and has introduced activity onto a site that has been vacant for a number of years. Although it is not an evening use, activity would start at the site early in the morning (prior to 7am), with noise from the generator/equipment needed to support the use, and from customer activity/comings and goings at the site, which is likely to impact upon the amenity of those residents.

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 polices 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

In this instance, the development is considered to be contrary to policy and therefore, it was considered that there were no amendments possible that would make the development acceptable. The application has therefore been refused in a timely manner.

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

1) The siting of a hot food takeaway in this location is an inappropriate use, as it is located outside an established and defined shopping parade/centre where hot food take away uses are usually considered to be appropriately located, to avoid any adverse impacts on the character or amenities of the occupiers of residential premises. The proposed use is therefore considered to be contrary to Policies SP1 and DM1 of the Manchester Core Strategy, saved policy DC10 of the Unitary Development Plan for the City of Manchester. and the Hot Food Take Away Supplementary Planning Document (March 2017).

2) The siting of a hot food takeaway in this location forms an isolated use that is out of character with its surroundings. In addition, the siting, scale, appearance and materiality of the container forms an unattractive structure and incongruous addition within the street scene resulting in an unduly harmful impact upon the visual amenity of the locality. The proposal is therefore contrary to the provisions of policies SP1, EN1 and DM1 of the Manchester Core Strategy.

3) The continued use of the unit as a hot food takeaway would have a detrimental effect on the residential amenity of the occupiers of surrounding residential properties by reason of the noise and the general comings and goings associated with such a use. The development is therefore contrary to Policy DM1 in the Manchester Core Strategy Development Plan Document and saved policies DC10 and DC26 of the Unitary Development Plan for the City of Manchester.

4) The development proposal has not demonstrated that additional traffic generated by the hot food take away use could be accommodated within the site, or that satisfactory arrangements are in place in relation to cycle parking, deliveries and refuse storage/collection. The applicant has not therefore demonstrated that there would be no adverse impact upon the existing highway network, and that there would be no adverse impact upon pedestrian safety and the amenity of local residents, due to increased activity in the vicinity of the site. The proposal is therefore contrary to policies SP1, T2 and DM1 of the Manchester Core Strategy and the requirements of the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Greater Manchester Police
Mining Remediation Authority
Cadent Gas Ltd
Network Rail

397 Bradford Road, Manchester, M40 7BW
1 Hooton Street, Manchester, M40 7BP
11 Energy Street, Manchester, M40 7XJ
379 - 381 Bradford Road, Manchester, M40 7BW
5 Hooton Street, Manchester, M40 7BP
5 Broxton Street, Manchester, M40 7BN
15 Broxton Street, Manchester, M40 7BN
1 Broxton Street, Manchester, M40 7BN
19 Broxton Street, Manchester, M40 7BN
Flat Over, 397 Bradford Road, Manchester, M40 7BW
13 Broxton Street, Manchester, M40 7BN
9 Hooton Street, Manchester, M40 7BP
11 Hooton Street, Manchester, M40 7BP
7 Broxton Street, Manchester, M40 7BN
3 Broxton Street, Manchester, M40 7BN
17 Broxton Street, Manchester, M40 7BN
11 Broxton Street, Manchester, M40 7BN
389 Bradford Road, Manchester, M40 7BW
385 Bradford Road, Manchester, M40 7BW
3 Hooton Street, Manchester, M40 7BP
Flat 1, 395 Bradford Road, Manchester, M40 7BW
391 Bradford Road, Manchester, M40 7BW
Flat 2, 395 Bradford Road, Manchester, M40 7BW
393 Bradford Road, Manchester, M40 7BW
387 Bradford Road, Manchester, M40 7BW
383 Bradford Road, Manchester, M40 7BW
7 Hooton Street, Manchester, M40 7BP
9 Broxton Street, Manchester, M40 7BN
13 Energy Street, Manchester, M40 7XJ
9 Energy Street, Manchester, M40 7XJ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development High Risk - Name: DEVELOPMENT_HIGH_RISK_AREA
Coal Authority - Surface Coal Resources - Name: Coal bearing strata at surface
Hazard - Bradford Road Gas Works
Hazard - Major Accident Hazard Pipeline - East Manchester
Historic Landfill Site 50m Buffer -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL