

Application Number/s: 132232/FU/2021

Applicant: KRO Hospitality Limited

Agent: Serviam Planning

Location: 3 Canal Street, Manchester, M1 3HE

Proposal: COU from Office (E(g)i) to Hotel (Class C1)

Ward: Piccadilly

Description of Site and Surrounding Area

The application relates to 3 Canal Street, a six-storey building, which is currently vacant. The building's most recent use was offices. The building is adjoined to no.2 Canal Street to the northeast and no.4 Canal Street to the southwest. Canal Street is the main street within Manchester's Gay Village, an entertainment and nightlife district. Canal Street is pedestrianised. The Rochdale Canal is located immediately opposite the application site. The rear elevation of the building is bound by Richmond Street.

Description of Proposal

The application seeks permission for a change of use from Offices (Class E (g) i) to a Hotel (Class C(1)). There are numerous internal works planned to facilitate the change of use. However, as the building is not listed, these works are not considered as part of this application. Minimal external alterations are proposed consisting of:

- New spandrel panel to match existing frame colour within new window frames to Upper Ground, First and Second floor levels.

Publicity LBC

Site Notice/s Posted and Dates: Not Required

Press Adverts Published and Dates: Not Required

Neighbour Notification: Consulted 19 November 2021.

Representations Received: One Comment

Neutral

- From Manchester's Water Safety Partnership requesting that they are consulted on this application due to proximity to Rochdale Canal.

Consultations:

Manchester Water Safety Partnership

Due to the proximity of the building to Rochdale Canal, the Water Safety Partnership (WSP) were consulted. They requested that the applicant complete a risk assessment, which the applicant did and started corresponding directly with WSP. An informative shall be added to any approval confirming that the applicant should correspond and take advice/guidance from the WSP.

Environmental Health

No objection. Requested that a Construction Management Plan condition is added to any approval with sections addressing:

- *Measures to control noise and vibration*
- *Dust suppression measures*
- *Compound locations (where relevant)*
- *Details of an emergency contact telephone number*
- *A community consultation plan*
- *Sheeting of construction vehicles*

Requested a condition limiting construction hours. This will be added as an informative, rather than a condition.

Requested a condition relating to external plant and noise generation. Through checking over the existing and proposed plans and correspondence with the applicant, it is noted that no external plant is proposed. As such, the condition is not considered to accord with the wording of Paragraph 56 of the NPPF and will be excluded.

Highway Services

Highway Services note that the application site is in a sustainable location, with good transport links and would not be expected to cause an undue increase in demand on the local highway network.

In line with MCC recommendations, secure sheltered cycle parking should be provided (minimum of 2 spaces in this instance). This will be added as an informative for the benefit of the applicant.

Any fencing adjacent to highways (whether or not pedestrianised) should be a maximum of 600mm so as to avoid potential safety risks. In addition, any proposed gated accesses should provide inward opening gates to ensure they do not impact on the adopted footway or highway. This too shall be added as an informative.

Requested a Construction Management Plan condition is added, which can be incorporated with environmental health's request for a CMP. Sections to address:

- *Routing of construction traffic*
- *Detail the vehicular activity associated with the construction including swept-path analysis if required*
- *Details of location and arrangements for contractor parking*
- *Identification of vehicular access points into the site*
- *Measures to control dust and mud including to surrounding highway network*
- *Details of wheel washing of contractor's facilities*
- *Details of an emergency phone number to be displayed in a publicly accessible location*

It is considered some of the above points are superfluous when considering the proposed scheme and some shall be omitted from the final condition.

Highway Services advised that the applicant should consider any requirements for licensing, hoarding/scaffolding and any associated temporary traffic management arrangements.

Highway Services suggested that a condition be added requiring a travel plan. However, Paragraph 113 of the NPPF states that development that would create 'significant amounts of movement' should require a travel plan. It is not considered that this development would generate significant amounts of movement, as also suggested in Highway Services' own consultation response, so this will not be conditioned.

Greater Manchester Police (GMP)

No comment received.

Save Unitary Development Plan Policies:

- Development and Noise (26)

Core Strategy Policies:

- Spatial Principles (SP1)
- Existing Employment Space (EC2)
- Visitors – Tourism, Culture and Leisure (CC4)
- Development Management (DM1)

National Planning Policy Framework Policies:

- Achieving Sustainable Development (2)
- Decision-making (4)

Assessment

Principle of Change of Use

The application will lead to a loss of office space within the city centre and an increase in hotel provision. CS Policy CC4 (Visitors – Tourism, Culture and Leisure) states that 'Development within the City Centre will be the focus for culture and leisure in the City Region'. The Policy goes on to say 'Hotels have become an increasingly important use across the City, and these will be particularly important in the City Centre'.

On the other hand, CS Policy EC2 states that the Council will seek to retain and enhance existing employment space and sites. Alternative uses can, however, be considered and supported but only if it can be demonstrated that:

- The existing use is unviable in terms of business operations, building age and/or format.
- The existing use is incompatible with adjacent uses
- On balance, proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.

When considering both policies, it is considered that the proposed hotel use would better suit the Core Strategy's vision, with the hotel use according with CS Policy CC4.

As the existing office building is vacant and given its location in a predominantly nightlife district, it is considered that the existing use as office space is relatively incompatible with adjacent uses.

As such, on balance, the principle of the change of use (resulting in a loss of employment space but gain in hotel accommodation) is acceptable.

Design and Heritage

The application property is not listed and is not within a Conservation Area. The front elevation of the application property will be slightly altered by way of the addition of new spandrel panels to the upper ground floor, second floor and third floor. The panels are to be designed in such a way that they match and integrate with the new window frames to the front elevation.

It is not considered that the proposed external alterations would cause any undue impact to the character or appearance of the building and is acceptable, according with CS Policies SP1, DM1 and Part 2 of the NPPF.

Amenity

The application property's last planning use was office space, with the building now being vacant. A change of use to a hotel would potentially cause material impact to surrounding occupiers/users of nearby buildings due to a change in the typical hours of operation in which the building is in use.

The application property is located on Canal Street, within the centre of Manchester's Gay Village, a nightlife and entertainment district orientated towards members and allies of the LGBT+ community. The area features a number of bars, restaurants and other nightlife entertainment venues that are frequently open late. It is not considered that the hotel use proposed would cause any greater impact than the existing established uses in this area to any nearby occupiers or users of nearby buildings, including to residential accommodation opposite and across Rochdale Canal. It is also of note that the hotel is an extension of an existing hotel within no.2 Canal Street, which has coexisted with the other uses for a long period of time.

Saved UDP Policy 26 (Development and Noise) requires consideration to new development that is likely to be a generator of noise, as well as development that could be sensitive to existing sources of noise. It is not considered that the proposed development is likely to generate significant levels of noise. However, the location in a busy nightlife area leads to implications of potential noise impacts on the use itself.

Despite this, the Policy allows for exceptions to the above general policy on merit. In this instance, it is observed that the proposed hotel rooms constitute an extension to an existing hotel, which has operated for a number of years in this location. The hotel would not be expected to be occupied by guests for a long period of time and is likely to be occupied by guests making use of nearby uses, which are subject to the conflict. Consultation with local residents has led to no objection to the proposed development and, as such, it is considered the change of use is acceptable on balance despite some potential moderate amenity impact to the occupiers of the proposed development.

CS Policy DM1 (Development Management) sets out a much broader range of potential amenity impacts that development proposals may cause. The Policy highlights noise generation as a potential risk factor, along with numerous other points. It is considered that the assessment of noise impact is already duly considered above.

It is not considered that the position of hotel rooms and their outlook would have material impact on any surrounding occupiers by way of overlooking or loss of privacy. As there is no change to the scale and massing of the building, the proposal would not lead to any overshadowing/loss of light impact.

The proposed hotel rooms, though there is no minimum standard specified in local or national policy, are well proportioned and are considered acceptable, according with the blanket wording of CS Policy DM1.

On balance, the main potential amenity impact as a result of the proposal is existing noise generation by surrounding uses. However, UDP Policy 26 allows for development to be considered on merit. The development has also been duly considered against CS Policy DM1 and Section 8 of the NPPF. The proposed change of use is expected to cause no undue impact to surrounding building users/occupiers and only moderate potential impact to occupiers of the proposed development, which is acceptable on balance.

Highways, Accessibility and Parking

As a starting point, Paragraph 111 of the NPPF states that development should only be prevented or refused if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Highway Services offered no objection to the proposal. However, did recommend a number of conditions and informatives. Not all the conditions are considered suitable, but some will be added to any approval.

The application duly accords with CS Policy DM1 and Paragraph 111 of the NPPF.

Waste

The Design & Access Statement submitted with the application includes a section on the proposed waste management strategy, which is acceptable and will be conditioned as part of approved plans and documents.

Conclusion

Upon assessment of the merits of the application, issues were identified when considering local and national policies. However, through due assessment and weighing up against benefits and other policies, it is considered that the proposal represents sustainable development on balance. As such, the proposed change of use is acceptable. The proposed minor external alterations are also acceptable. Overall, the proposal represents sustainable development. As per Paragraph 11 of the NPPF, there is a presumption in favour of sustainable development and it should be approved without delay.

RECOMMENDATION: GRANT SUBJECT TO CONDITIONS

That planning permission be granted subject to the following planning conditions:

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

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to issues arising from the consideration of this application

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.

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

- Site Location Plan (Untitled, undated
- Existing and Proposed Block Plan (Drawing 21.2707.6A Revision A dated November 2021) – Received 15 November 2021
- Existing Basement Plan (Drawing 21.2707.4A Revision A dated November 2021) – Received 15 November 2021
- Existing Ground Floor and First Floor Plan (Drawing 21.2707.1B Revision B dated September 2021) – Received 15 November 2021
- Existing Second Floor and Third Floor Plan (Drawing 21.2707.2B Revision B dated September 2021) – Received 15 November 2021
- Existing Fourth Floor and Mezzanine Floor Plan (Drawing 21.2707.3B Revision B dated September 2021) – Received 15 November 2021
- Existing Front Elevation and Section 1-1 (Drawing 21.2707.5A Revision A dated November 2021) – Received 15 November 2021
- Proposed Ground Floor and First Floor Plans (Drawing 21.2707.SC1.1D Revision D dated September 2021) – Received 15 November 2021

- Proposed Second Floor and Third Floor Plans (Drawing 21.2707.SC1.2C Revision C dated September 2021) – Received 15 November 2021
- Proposed Fourth Floor Plan (Drawing 21.2707.SC1.3C Revision C dated September 2021) – Received 15 November 2021
- Proposed Front Elevation and Section 2-2 (Drawing 21.2707.SC1.4A Revision A dated November 2021) – Received 15 November 2021
- 'Access and Refuse' Section of the Design & Access Statement (Page 15 'Design and Access Statement prepared by James Campbell Associates, undated) – Received 15 November 2021

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