

PLANNING DESIGN AND ACCESS STATEMENT

**FULL PLANNING AND LISTED BUILDING CONSENT APPLICATION
FOR INTERNAL ALTERATIONS TO LOWER BASEMENT TO
PROVIDE FURTHER HOTEL ACCOMODATION**

HOTEL GOTHAM, 100 KING STREET, MANCHESTER, M2 4WU

August 2021

1.0 Introduction

1.1 This Planning Design and Access Statement relates to an application for full planning and listed building consent for internal alterations to the lower basement of Hotel Gotham to provide further hotel accommodation.

1.2 The primary purpose of this Statement is to set out the justification for the proposed internal alterations with reference to the requirements of planning policy and is based on consideration of the economic, social and environmental benefits of the proposed development including:

- Benefits to the Listed Building –the proposals are based on a conservation led design which will include elements of restoration and improvements;
- The beneficial spin-off for tourism in Manchester

1.3 The accompanying applications for Planning Permission and Listed Building Consent are a resubmission with some amendments to previously approved Planning and Listed Building Consents from 2017 which have expired. These proposals were developed following detailed and comprehensive pre-application consultation with Manchester City Council's Conservation Officer as the local planning authority (LPA) and Historic England. The amendments included in the current proposals will not impact on the fabric or spatial arrangements of the sub-basement area in a manner which would affect its character as a building of special architectural or historic interest.

1.4 The submission is accompanied by the following drawings:

- 3015-100 Original layout plans dated 1933
- 3015-101 Existing plans 2006-2015
- 3015-102 Location plan
- 3015-103A Proposed access to basement
- 3015-104J General Arrangement – Sub basement level
- 3015-105D Sub Basement plan – Fire strategy

- 3015-110B Colours and finishes schedule
- 3015-111 Private dining room floor finishes
- 3015-112 Private dining room details
- C5782-56-(-01)-01 Mechanical services Lower basement – Air conditioning & Electric Heating Services layout
- C5782-57-(-01)-01 Mechanical services Lower basement – Ventilations services layout
- C5782-58-(-01)-01 Mechanical services Lower basement – Domestic water services layout
- C5782-62-(-01)-01 Electrical Services Lower basement - Small power, Data & Security Rev.02
- C5782-63-(-01)-01 Electrical Services Lower Basement – Lighting layout
- C5782-95-(-01)-01 Mechanical services Lower basement – Drainage services layout

1.5 In particular this document should be read in conjunction with the submitted Heritage Statement by Stephen Levrant Heritage Architecture. The Heritage Statement provides a detailed character appraisal, significance assessment and impact assessment of the lower basement.

1.6 Taking into account the analysis provided in this Supporting Statement the Heritage Statement concludes not only that the proposal offers a substantial opportunity to both enhance and re-use the lower basement to improve the building and the offer of the hotel.

1.7 The remainder of this Supporting Statement is set out as follows:

- Section 2 provides a description of the site, its location and history
- Section 3 describes the development proposals
- Section 4 sets out the planning policy context for the proposals

- Section 5 considers the site specific issues and provides an assessment of these against relevant planning policies and with reference to previous pre-application discussions which have taken place with Manchester City Council and Historic England
- Section 6 presents the overall conclusions

2.0 Site Description and History

- 2.1 This section briefly describes the site and its location and sets out the previous planning history for the site. For further information please see Section 3 of the Heritage Statement.

Site Description

- 2.2 The lower-basement site is the former bank strong-rooms within 100 King Street. The former bank has been converted to a restaurant and hotel and is located on an island site at the east end of King Street, in the city centre. The gentle slope of King Street, which rises to the east, enhances the prominence of the building within the streetscape. The building is bound by King Street to the north, Spring Gardens to the east, Chancery Lane to the south and Brown Street to the west.
- 2.3 The former bank building at 100 King Street is a Grade-II* Listed Building and is also located within the Upper King Street Conservation Area

Site History

- 2.4 The following site history is relevant:
- 101522/FO/2013/C1: (Planning Permission) Change of use of floors 1 - 8 and part of the ground floor from office (Class B1) to hotel (Class C1) use with associated bar and restaurant (Class A3 and A4) at levels 1, 2, 7 and 8 and associated external works at 100 King Street. Approved on 8 May 2013.
 - 101523/LO/2013/C1: (Listed building consent) - Internal and external alterations to 100 King Street to facilitate it's re-use and associated refurbishment and restoration as a new hotel with ancillary bar and restaurant use. Approved on 8 May 2013.
 - 103642/NMC/2013/C1: (Non-Material Amendment) – Minor amendment to 101522/FO/2013/C1. Approved on 31 October 2013.
 - 103566/JO/2013/C1: Application to vary Condition 2 (approved drawings) of listed building consent reference 101523/LO/2013/C1, to facilitate internal design adjustments. Approved on 31 October 2013.

- 105876/AO/2014/C1A: (Advertisement Consent) – Erection of a temporary banner at 100 King Street. Approved on 29 August 2014
- 116974/LO/2017: (Listed Building Consent) - Internal alterations to the lower basement of Hotel Gotham to provide further hotel accommodation. Approved 20 October 2017
- 116973/FO/2017 - Internal alterations to the lower basement of Hotel Gotham to provide further hotel accommodation. Approved 20 October 2017
- CDN/19/0452 - Discharge of Conditions 3 (Samples of Materials) and 4 (Details of Floors, Finishes, Fixtures and Fittings) of Listed Building Consent ref: 116974/LO/2017. Awaiting decision
- 127336/LO/2020 – (Listed Building Consent) for internal alterations to the basement, ground and mezzanine floors. Approved 25 September 2020

3.0 The Proposed Development

3.1 The proposed development is to convert the Lower-Basement areas of the former Midland bank into additional function space for the Gotham Hotel. The necessary works will be located in the relatively unaltered space in the subbasement floor which was originally design as the Strong Rooms and Secure Corridors for the bank, as well as the plant room. The closure of the bank meant that the majority of the bank equipment has been removed, although the access to the space survives and the heavy Strong Room doors remain in situ. The original character of the space remains evident from the surviving fixtures and fittings.

3.2 The works to create a private bar / function space will require very little fabric alteration, other than works necessary to meet fire regulations and compartmentalise the existing plant machinery. The alterations will cause no demonstrable harm to the character or special interest of the grade-II* listed building, but will have the considerable public benefit of enhancing the sustainable use of the building. The relatively minor fabric alterations are necessary to meet current building performance requirements. However, the various interventions are demonstrably balanced by the modest restoration of architectural details, such as the former stairs and the creation of a sustainable new use.

3.3 For a more detailed explanation of the proposals please see the drawings and Heritage Statement prepared in 2017. Since that time the proposals have been amended as follows:

- The existing staff toilets/canteen & lockers are to remain in the current position (former safe store 2)
- We are proposing to locate the new customer toilets in what was going to be the private dining room (currently the offices) (former safe store 3)
- The new kitchen facility will be located in former safe store 1 – (was the new staff toilets and lockers on approved plans (116974/LO/2017 (approved on 20 October 2017))
- The Offices are now going to be located remotely in another building and this space will be divided up to form a flexible event space.

- Re-arrangement of new wall to electric room to avoid interface with existing glazed screen.
- Repositioning of new door and wall to increase floor space of reception space and form cloakroom below existing stair 9.

3.4 These changes would not impact on the fabric or spatial arrangements of the sub-basement area in a manner which would, “*affect its character as a building of special architectural or historic interest*”. The rest of the layout is as per the previously submitted plans and as such the Listed Building Consent and corresponding Planning Permission (reference) has already been granted for the overall extent of changes but require renewal through this new application. Accordingly, the submission comprises several of the previously approved documents and drawings as well as some amended details.

4.0 Planning Policy and Guidance

4.1 The planning policy context in which the application should be considered is provided by Government Legislation, National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) together with policies of the development plan which, in this case, comprises the:

- The Planning (Listed Buildings and Conservation Areas) Act 1990
- National Planning Policy Framework (NPPF), 2021
- Manchester City Council Core Strategy, 2012
- Historic England (HE) advice and guidance

The Planning (Listed Building and Conservation Areas) Act 1990

4.2 The Planning (Listed Buildings and Conservation Areas) Act 1990, is of relevance to the conversion of the lower basement for hotel use as it provides specific protection for buildings and areas of special architectural or historic interest, over and above that provided by development management.

4.3 Section 7 of the Act is of particular relevance as it requires the authorisation of work affecting statutorily listed heritage assets (in the form of Listed Building Consent) where they would affect its, “character as a building of special architectural or historic interest”. It is, therefore, important to understand the specific character of the former bank strongrooms and the potential impact of the works on its fabric. This analysis is set out in the Heritage Statement.

4.4 As 100 King Street falls within the Upper King Street Conservation Area, Section 72 of the Act is also of relevance as it requires the Local Planning Authority to pay special attention to the ‘desirability of preserving or enhancing the character and appearance’ of the designated area. However, it will be evident that the proposed lower-basement works will have no impact on the exterior of the building and, therefore, no impact on the Conservation Area.

National Planning Policy Framework (NPPF), 2021

- 4.5 The policies in the NPPF constitute the Government's view of what sustainable development in England means in practice. In these terms, development proposals which fail to give due weight to the conservation of heritage assets are deemed not to be sustainable development, and consequently should not be supported. This is because one of the key dimensions of sustainability is protecting and enhancing our historic environment (NPPF paragraph 8). It will be clear that the proposed development focuses on finding a sustainable use for a currently under-used component of the heritage asset and, therefore, aims to demonstrate that it accords with the definition of sustainable development.
- 4.6 The focus of the Government's planning policy guidance is to ensure that account is always taken of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses, consistent with their conservation (NPPF paragraphs 190 & 197). The current proposal seeks to address this policy requirement by demonstrating that the proposed hotel development will conserve the significance of the heritage asset.
- 4.7 The NPPF stresses that "great weight" should be given to the conservation of designated heritage assets (NPPF paragraph 199), emphasising the need to avoid substantial harm in terms of: demolition, alteration, or the compromise of its setting. Substantial harm is interpreted as having a fundamental impact on the significance of the heritage asset by means of its: total loss, profound physical harm to its fabric, or the complete compromise of its setting.
- 4.8 It will be clear that securing a new use for the lower-basement will have some impact on its fabric. The fundamental design objective is to ensure that the balance of the impact on the heritage asset is demonstrably beneficial, minimising any negative impact on its significance. Consequently, development works are required to be justified by clear and convincing evidence of the impact. This report seeks to contribute to such evidence, demonstrating that the proposed works will cause no demonstrable harm to the physical or visual significance of the grade-II* listed building.

- 4.9 The cumulative impact of the proposed development should, therefore, be evaluated against the substantial public benefit of securing a sustainable future for the former bank offices, in accordance with the requirements of NPPF paragraph 202. This report demonstrates that the proposal offers a substantial opportunity to both enhance and sustain the significance of the grade-II* listed, former bank building, and, therefore, will be shown to accord with the national planning policy requirements.

Manchester City Council Core Strategy, 2012

- 4.10 It will be clear that Manchester City's heritage planning policy maintains the same focus as the NPPF. The Council's heritage policies focus on the fundamental importance of "preserving or, where possible, enhancing the historic environment". In particular, it notes that proposals which enable the re-use of heritage assets, "will be encouraged where they are considered with the significance of the heritage asset" (policy EN3).
- 4.11 This key regeneration objective is tempered by the need to ensure that, "historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals" (paragraph 12.21). The policy also requires development proposals to be sensitive to the inherent values of the heritage asset and provide a clarity of evidence, in order to justify the impact on the historic building.

Historic England (HE) advice and guidance

- 4.12 The best conservation practice outlined in Historic England's 2016 guidance, "Making Changes to Heritage Assets – Advice Note 2," has been used to inform the design development of the current proposal. The design approach to the development, has, therefore, focused on addressing the conservation challenges presented by the re-use of the lower-basement space.
- 4.13 Fundamentally, the development will conserve the character of the heritage asset by providing the means to support refurbishment and maintenance, with carefully considered alterations which will sustain and enhance the building's heritage

significance. The development consequently accords with paragraph 2 of the Advice Note 2.

- 4.14 The emphasis has been on understanding the significance of 100 King Street's: architectural, historic, artistic and archaeological interest, in order to inform the development options, thereby addressing the objectives of HE's Advice Note 2.
- 4.15 The importance of interpreting the relative significance of the lower-basement as a space within the listed building is recognised as a means to disaggregate the value of individual building components, and thereby determine the best means of their conservation. This is necessary in order to provide compelling evidence and justify necessary interventions, which demonstrate the cumulative beneficial impact of the development. This Heritage Statement seeks to present such evidence as the culmination of the design development exercise.
- 4.16 Consequently, the key conservation objective has been to balance the various, minor physical impacts and demonstrate the positive benefits of the proposal. In this instance, the proposed ancillary function space will provide an active use which will sustain the hotel use as a whole. Thus, the development will secure the optimum viable use and long term conservation of the heritage asset. In these terms the development can be considered to present significant 'Heritage Benefits' which will meet the objectives of HE's Advice Note 2.

5.0 Planning Considerations

- 5.1 Having considered the adopted planning policy framework there are a number of considerations that are material in determining whether the proposals are acceptable. This Section appraises the proposed development including the economic and heritage benefits generated by the development.

Principle of the Development

- 5.2 The property is located within Manchester City Centre and the proposed use of 100 King Street as a hotel is already acceptable because the upper floors of the building are already in use. However, as the property is both Grade II* Listed and within a Conservation Area the heritage impacts of proposals must be carefully considered.

Heritage Impacts

- 5.3 The heritage impacts of the proposed development are carefully considered in the Heritage Statement, the conclusions of which are:
- There are positive impact of the proposed conversion of the lower-basement to ancillary hotel use to support the Gotham Hotel within the former Midland Bank
 - Pre-application site inspections and consultation were undertaken with Manchester City Council's Conservation Officer (John Whyard) and Historic England's Inspector of Historic Buildings (David James), respectively on the 4th and 5th of July 2017. The comments from the two heritage officers were used to refine and finalise the current Planning & LBC applications.
 - The application documents and drawings demonstrate the proposal's full compliance with local and national planning policy.
 - The fundamental beneficial impact of the proposed alterations will clearly be the restoration of the use of the lower-basement space, but will also include the injection of additional vitality into this part of city. These factors both will have a broad impact on the fabric of the individual heritage asset and the city's wider historic environment.
 - The cumulative heritage impact of the proposed development is thus clearly beneficial.

Design

- 5.4 This section of the Statement has been written in accordance with CABE's guide 'Design and Access Statements – How to write, read and use them' and accompanies the design drawings to describe the proposals.

Use

- 5.5 The proposed use is ancillary hotel use in the form of private bar / function space and staff areas.

Amount

- 5.6 The lower basement floor of the building, which is 12 storeys in total including any mezzanine and basement floors.

Layout

- 5.7 The layout is shown in the 3015-104J General Arrangement – Sub basement level

Scale

- 5.8 The proposal is for an industrial unit with a total height of 7m to the haunch and approximately 10.5 m to the ridge. This is in accordance with Policy CS10 which states that proposals should be appropriate to their location in terms of scale and density.

Appearance

- 5.9 There will be no changes to the external appearance of the hotel but the interior will be remodelled to accommodate the proposals.

Landscaping

- 5.10 There will be no landscaping as the works are all internal.

Access

- 5.11 The proposals are designed to be DDA compliant.

6.0 Summary and Conclusions

- 6.1 The Planning and Compulsory Purchase Act 2004 indicates that development proposals should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 6.2 This Planning, Design and Access Statement has set out an assessment of the proposals against the Development Plan and considered the material considerations relevant to the proposal.
- 6.3 In view of the information contained within the submission, and in particular the heritage and economic benefits of the scheme, the proposals should be approved and so we respectfully request that this application is granted without delay.