

Planning

Growth & Development

Delegated officer report for planning application

Application no. 125747/FO/2019

Date registered valid: 23 March 2020

Proposal: Change of use from hotel (Class C1) to student accommodation (sui generis)

Address: Chancellors Hotel And Conference Centre , 77 Moseley Road, Manchester, M14 6NN

Ward(s): Fallowfield Ward

Applicant: Mr Jason McKnight University of Manchester Chancellors Hotel, 77 Moseley Road, Manchester, M14 6NN

Agent (if any): Mr Paul Boyle SDA Consulting Edward House, Deva City Office Park, Trinity Way, Salford, M3 7BE

Case officer: Sue Wills
Tel: 0161 234 4524
Email: sue.wills@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 13 October 2020

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit:

Standard consultations:

Printed: 28 April 2020 Expired: 19 May 2020

Neighbour notifications

Printed: 28 April 2020 Expired: 19 May 2020

Site notice

Posted: 5 May 2020 Expired: 26 May 2020

Press advert

Published: 5 May 2020 Expired: 26 May 2020

Departure from Development Plan: No

Environmental Statement: Not required

Listed building: Grade II

Conservation area:

Tree Preservation Order:

Description of site/building

The application site is the Chancellors Hotel and Conference Centre, formerly The Firs that was built by Edward Walters and Sir Joseph Whitworth. The hotel and conference centre forms part of the University of Manchester Fallowfield campus and is located between Wilmslow Road and Moseley Road. The facility previously provided the University with a conference venue with bedrooms and also hotel facilities for visitors to the campus. The hotel has been in use since it was granted permission in 1997.

The building formerly named The Firs is a Grade II listed building. Since it was built, the property has been extensively extended to provide additional accommodation space

Description of area

Chancellors Hotel is located close to the University of Manchester's student accommodation in Fallowfield. Woolton Hall and Spence House are located further to the west, with the University Botanical Gardens to the north and the Armitage Sport Centre further to the north east. The hotel is accessed through the 1997 alteration work to the building, with the original house only readily visible from the gardens to the rear.

Description of development

Approval is sought to change the use of the hotel and conference facility to student accommodation (sui generis) for 63 students, including the incorporation of the four shared

student kitchen facilities within the vacant conference facility accommodation (one at ground floor level, 3 at first floor level). The proposed works are intended to provide the University of Manchester with additional student accommodation space through the conversion of the hotel. The building will be used for a small catered community, with supporting ancillary spaces for study and leisure.

The change of use of Chancellors Hotel to a Student Residence replaces St Gabriel's Hall, which the University was unable to negotiate a new lease for in 2018. This was the University's only female hall of residence, responding directly to the Student Union lobby for the University to provide this type of accommodation.

The accommodation at ground floor level in the 1997 building would be used to provide ancillary additional learning space and facilities which would be accessible to other students residing in Fallowfield campus. The upper floors would involve the re-purposing of hotel bedrooms(with ensuite facilities) to student bedroom with ensuite facilities , with access to shared kitchen facilities. There would also be a net loss of 6 existing bedrooms in connection with the proposed works to the 1997 building , together with the conversion of an accessible hotel room to two single occupancy student bed rooms. Door openings are proposed to be reinstated where previously infilled. The scheme would also involve remedial works to the parapet walls of this building, and the incorporation of a small louvre in the southern elevation of the proposed kitchen at ground floor level (fume extract).

In reaction to The Firs building, the ground floor would be used as ancillary accommodation comprising a café bar , conference room and office accommodation, with further office accommodation at first floor in connection with the management of the proposed student accommodation.

The proposed development would be a catered facility, with the proposed shared kitchen facilities proposed for the preparation of snacks and reheating prepared food. Repair works to the existing production kitchen in the old house, are therefore proposed, including the replacements of the hygienic suspended ceiling on a like for like; decoration of paintable wall finishes with a hygienic paint system on a like for like basis deep cleaning of all surfaces in the production kitchen, and servicing of all catering equipment and replacement where required. Opening up of a sealed doorway, which leads off the secondary staircase at first floor level within The Firs building, including the removal of applied panels to each side of the doorway to expose the original door are also proposed.

It is also proposed to make good the existing York stone paving to the main entrance approach between the conference facility and The Firs building

There are currently 68 parking spaces and 3 disabled parking spaces. No changes are proposed to access or the existing car parking arrangements. Externally, there is no change to the built footprint or surrounding soft landscaping

Consultations & Notification Responses

This application was advertised on site and in the local press on 5th May 2020.

Local residents - No comments received.

Environmental Health - Recommend that conditions relating to acoustic insulation from traffic noise on Moseley Road and football pitches, and external plant, together with a condition relating to refuse storage being undertaken in accordance with the submitted Waste Management Strategy

Highway Services - Highways Development are generally supportive of the proposals but before confirming formally, they seek clarification on the following matters:

- Current and intended usage of the adjacent car parking space, including any changes anticipated in daily / peak vehicle movements.
- Intentions with regard to car parking (residential and visitor), including intended loading arrangements for students moving-in / moving-out.
- Intentions with regard to secure cycle parking to be provided, in terms of numbers and location of stands.

With regard to construction, the applicant should note that any activity which is likely to impact the adjacent public highway, including for example need for permits, temporary traffic management, requirement for deliveries etc. will need to be discussed and agreed in advance of the work with the Council's Highways Application and Network Resilience team.

Updated comments

On the basis of no change in parking overall but that this will accommodate some (loading) provision for newly arriving and departing students, Highways have confirmed that they would be accepting in-principle of the proposals. They are also accepting of a condition for the requirement for cycle storage.

GM Police Design for Security - Have forwarded security guidance for doors, alarms, access controls, lighting, CCTV, and management and maintenance. This information has been forwarded to the planning agent.

Flood Risk Management Team - The site is within Flood Zone 1 and low to high risk of surface water flooding. The change of use does not result in a change in Flood Risk Vulnerability Classification, it does not require any mitigation measures and no condition is required.

UDC - Originally advised that the majority of the works relate to the 1997 extension to which they have no objections as they affect modern fabric of no heritage value. They also don't seem to have any visual impact externally on the setting or appearance of the original house. The works to the original house seem to reverse some of the modern interventions to create a hotel such as partitions, however the proposed works to these rooms is not easy to navigate. The Design and Access Statement and the Supporting information covering the whole project and it is therefore difficult to drill down into the areas that specifically relate to the original house. The Heritage Statement is helpful but there needs to be more detail in terms of some of the works proposed. It is suggested that the applicant provide specific details for the original house that relate to each room such as a room by room schedule of works including, the removals, making good to any cornices / floors etc and detailed specifications for plaster repairs including the proposed final finishes / colours. This could be conditioned but it is better to have it now and approve it. Method statements for the careful removal of modern partitions and details of the impact on any new services in the rooms is also needed. The Heritage Statement is a little confusing and it refers to dado trunking and chasing in

services. Neither of which is acceptable. Power / data and any modern services need to be properly considered so that they respond to the quality of the space for instance electrical and data could be concealed within the floor void and brought up through a floor box. There is mention of some opening up of door openings. An elevation and specific photograph of the proposed locations for these and any structural alterations to the house are needed.

21.09.2020 Updated comments

The works to the original house seem to reverse some of the modern interventions to create a hotel such as partitions, however the proposed works to these rooms is not easy to navigate. The Design and Access Statement is a 200 + page masterplan document from 2015 and the Supporting information is a 230 + page document covering the whole project so I'm finding it difficult to drill down into the areas that specifically relate to the original house. The Heritage Statement is helpful but there needs to be more detail in terms of some of the works proposed.

The additional document is helpful but it still doesn't seem to give a clear indication of the proposed works.

Can the applicant quickly send through specific details for the original house that relate to each room such as a room by room schedule of works including, the removals, making good to any cornices / floors etc and detailed specifications for plaster repairs including the proposed final finishes / colours. This could be conditioned but it is better to have it now and approve it. If this is already submitted can they point me to the parts of the documents that refer to it please?

To my knowledge this information has still not been submitted in detail so will need to be conditioned. In the latest information there are details of works to two doors to remove the panelling and retain the doors which is welcomed, however the note states 'retain where feasible' but we should be insisting that they be retained and repaired unless there condition is clearly demonstrated to be in such a poor condition that they are not suitable for re-use (the images suggest that they are in good condition).

We will need to see method statements for the careful removal of modern partitions and details of the impact on any new services in the rooms. The Heritage Statement is a little confusing and it refers to dado trunking and chasing in services. Neither of which is acceptable. Power / data and any modern services need to be properly considered so that they respond to the quality of the space for instance electrical and data could be concealed within the floor void and brought up through a floor box.

The amendments to move away from attached trunking to concealed routes is welcomed but we will need to see details of the proposed installation such as the cable trays in the basement and other interventions such as the floor boxes.

There is mention of some opening up of door openings. Can we also see an elevation and specific photograph of the proposed locations for these and any structural alterations to the house.

This is discussed above with the retention of existing doors.

Issues

POLICIES

The National Planning Policy Framework (February 2019)

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended and updated in February 2019. It sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, the NPPF states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

National guidance can be found in the National Planning Policy Framework (NPPF). The central theme to the NPPF is to achieve sustainable development. The Government states that there are three overarching objectives to achieving sustainable development: an economic objective, a social objective and an environmental objective (paragraph 8).

Section 8 Promoting healthy and safe communities The development accords with this section of the NPPF as it would lead to the provision of accommodation for 63 students within the University of Manchester Campus in Fallowfield.

Notwithstanding the requirements within the National Planning Policy Framework, an assessment of the impact of the proposal needs to be considered within the context of other documents as outlined below:

Section 16 Conserving and enhancing the historic environment - Paragraph 189 advises that in determining applications, the significance of any heritage assets affected, should be described by the applicant, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 192 requires local authorities to take account of :-the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality ; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraphs 193 and 194 require the local planning authority to apply different tests to proposals that result in substantial harm or less than substantial harm to a historic asset. Where the proposals result in less than substantial harm, the harm should be weighed against the public benefits of the proposal including securing its optimum viable use.

National Policy Framework has been related to the proposed development, with particular emphasis given to the outlined policies, and these issues have been considered with reference to the core strategy policies as set out in the report.

The proposed development would bring the vacant Grade II listed Firs building and adjacent vacant hotel/conference accommodation back into use. The application is viewed in terms of saving the building through a new use, as a sustainable use is acknowledged as the best way to

ensure future maintenance and protection in accordance with paragraph 192 of the NPPF as outlined above.

It is acknowledged that the proposed conversion of the hotel / conference buildings would result in some small elements of subdivision and removal of sub divisions to the 1997 building , (which is listed by association) , but would also open up an original doorway which had been previously sealed , and involve removing non original panels which had been applied to the original door . Although this would have some impact , it is considered that this would result in less than substantial harm , and that the harm is outweighed by bringing a vacant building back into viable use, thereby according with paragraphs 193 and 194 of the NPPF.

2. The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.

Regard should be given to:

Policy SP1 (Spatial Principles) which sets out 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, amongst these include: 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, and; protecting and enhancing the built and natural environment.

As stated it is considered that the development would respond to the University's need for student accommodation and within the context of the application site, it not considered that the development would undermine the character or provision of family housing.

Policy CC4 (Visitors- Tourism, Culture and Leisure) advises that the City Centre will be the focus for culture and leisure in the City Region . Whilst acknowledging the former use of the accommodation as a hotel and conference centre , the site lies outside the City Centre and Regional Centre. The primary function of this facility appears to have been designed to meet the needs of visitors attending events held by the university.

Policy H12 - (Purpose Built Student Accommodation) advises that the provision of new purpose built student accommodation will be supported where the development satisfies the criteria specified in policy H12 , including proximity to the University campuses or to a high frequency public transport route which passes this area.

It also advises that priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.

Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

Consideration should be given to the design and layout of the student accommodation

and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

Consideration should be given to provision and management of waste disposal facilities, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces.

Whilst this scheme would not involve the building of new purpose built accommodation, it would involve the re-use of existing buildings owned by the University within the Fallowfield residential campus, and is close to a high frequency public transport route on Wilmslow Road which passes other university campus areas. Furthermore, the proposals would contribute to the re-use of a Grade II Listed Building.

The location of the buildings within the Fallowfield residential campus would reduce the potential for any effect on residential amenity in the surrounding area through increased noise, disturbance

The scheme would retain the existing parking arrangements, but matters in connection with cycle storage provision will be explored in more detail elsewhere in this report.

There are also certain Environmental Policies that are relevant to this application.

Policy EN 1- Design Principles and Strategic Character Areas

Policy EN1 outlines that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and listed above 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. Design and Access Statements submitted with proposals for new development must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.

The South Manchester character Area is an area of great contrast and diversity. Having developed from a series of smaller settlements, the area has gradually expanded to become one of the most sought after residential locations within the city and the wider conurbation. Its historical development has resulted in a wealth of physical assets including attractive housing areas, a range of parks and open space and a good transport network soon to be improved further by the Metrolink extension. It has also brought about diversity and character in the physical environment, ranging from traditional terraced streets to inter-war housing estates, from river valleys with a countryside feel to inner city neighbourhoods, and from areas of notable affluence to pockets of deprivation. The private rented and student neighbourhoods are largely focused in Fallowfield and the northern part of Withington, where the housing is typified by smaller terraces and student flats. Fallowfield District Centre provides a focal point within this area and much of its retail and

leisure offer has evolved to meeting student needs.

The proposed development would enable the retention and refurbishment of a Grade II listed building contributes to the setting of the Fallowfield Campus. The location of the site in proximity to the existing student neighbourhood in Fallowfield, and in close proximity to the Fallowfield District Centre which has facilities geared to meet the needs of students.

Policy EN3 - Heritage

Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those in the City Centre.

New development must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled monuments, listed buildings registered parks and gardens, conservation area and archaeological remains.

The former hotel/conference centre includes The Firs building which is a Grade II Listed Structure. The proposed development is considered to accord with the principles of policy EN3 in that the proposed scheme would enable the re-use and associated preservation of The Firs building, thereby delivering significant benefits to the Listed Building overall and a range of wider economic and social regenerative benefits to the wider area as a whole.

Policy EN8 - Adaption to Climate Change.

Policy EN8 advises that all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. In achieving developments which are adaptable to climate change developers should have regard to the following, although this is not an exhaustive list:

- Minimisation of flood risk by appropriate siting, drainage, and treatment of surface areas to ensure rain water permeability,
- Reduction in urban heat island effect through the use of Green Infrastructure such as green roofs, green walls, increased tree cover and waterways,
- The need to control overheating of buildings through passive design,
- The opportunity to provide linked and diverse green space to enhance natural habitats, which will assist species adaptation.

Developers will be permitted to use green infrastructure elements such as green roofs, green walls, street trees and waterways to contribute to compliance with CO2 mitigation under Policy EN6, subject to sufficient evidence to quantify their contribution to compliance.

The scheme includes refuse storage for recyclables, and the retention of the large mature garden area to the east of the buildings which would aid surface water drainage, but due to the scale of the proposed development, and the nature of the development re-using existing Grade II listed building, and ability to incorporate the matters outlined above is limited.

Policy EN14 -Flood Risk

In line with the risk-based sequential approach contained within PPS25, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA).

This site falls within flood zone 1 and the issue is dealt with in greater detail elsewhere in this report.

Policy EN 16 - Air Quality

The proposal includes the retention of the existing parking provision. The site is highly accessible by the numerous bus services on Wilmslow Road, and is in walking distance of Levenshulme station. The site is also in close proximity to the Fallowfield footpath/cycle way which runs from Fallowfield to the Etihad Stadium in Beswick, thereby reducing reliance on cars and minimising emissions from traffic generated by the development. The provision of cycle storage dealt with elsewhere in this report.

Policy EN 18 Contaminated Land and Ground Stability

Policy EN18 relates to Contaminated Land and Ground Stability and explains that the Council will give priority for the remediation of contaminated land to strategic locations as identified within the Core Strategy. Any proposal for development of contaminated land must be accompanied by a health risk assessment. The proposed development would not involve any new construction works.

Policy EN19 Waste - Relates to waste management and requires that consideration is given to consideration of the submitted details relating to the applicant's proposals for the provision of a waste management plan to demonstrate how:

- i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
 - ii. How the sustainable waste management needs of the end user will be met.
- The scheme includes waste storage for both the kitchen facility servicing the overall development, and for the proposed student accommodation. The application is accompanied by a waste management strategy. The details accompanying the application are considered to be acceptable.

Policy CC9 - Design and Heritage

The proposed refurbishment works would bring a Grade II listed building back into use, and would include the reinstatement of an original doorway from the secondary staircase at first floor level. The works proposed to the listed building are considered in more detail in the application for Listed Building Consent (ref: 125747). It is considered that subject to the conditions to be attached to any Listed Building approval to secure finalised details of some of the works and materials to be used, the design of the building would be retained, the heritage asset would be refurbished, and would be appropriate to its context and the character of the area.

Policy DM1 - (Development Management)

Policy DM1 says that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. Of relevance in this instance are: appropriate layout, form, and detail. Impact on the surrounding areas should be considered in terms of the use of the proposed development. Development should have regard to the character of the surrounding area. Effects on amenity, including privacy, light, noise, air quality, litter, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise. In terms of accessibility, buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes. There should be regard for community safety and crime prevention. Adequacy of internal accommodation and external amenity space, including refuse storage and collection and vehicular access and car parking must be assessed. The effects relating to biodiversity, landscape, archaeological or built heritage, including green infrastructure, open space, both public and private must be given due consideration. The development would be related to a location with the Fallowfield University campus. Impacts from noise are considered elsewhere in this report. Traffic generation is also considered in more

detail , but is not expected to give rise to significant impacts , given the nature of the existing accommodation on the site and that accommodation for 63 students is proposed.

As set out within the issues section of this report below, the application proposals are considered to accord with policies DM1 of the Core Strategy.

Policy T1 Sustainable Transport

Policy T1 Relates to the delivery of sustainable, high quality, integrated transport system, which encourages a modal shift away from car travel to public transport, cycling and walking and prepare for carbon free modes of transport.

The site served by numerous bus routes on Wilmslow Road, and Moseley Road. The development itself is unlikely to generate significant car parking demand, over and above the former use as a hotel and conference facility . It is however , proposed that any approval should have a condition attached to relate to the provision of secure cycle storage. Policy T1 would therefore be responded to.

Policy T2 Accessible areas of opportunity and need

Policy T2 States that the Council will actively manage the pattern of development to ensure that new development so that it is easily accessible by walking, cycling and public transport; connecting residential to jobs, centres, health, leisure, open space and educational opportunities. Policy T2 would be positively responded to through its proximity to public transport , and the Fallowfield to Beswick footpath /cycleway , and through the provision of cycle storage through the attachment of a condition.

Unitary Development Plan Saved Policies:

Large elements of the UDP have been superseded by the Core Strategy. The site is unallocated in the plan, however the following saved policies are of relevance in the consideration of this application:

Saved policy DC19 - Listed Buildings - In determining applications for planning applications for development 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. In giving effect to this policy, the Council will seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features.

The proposed development would for the reasons outlined in more detail below , result in less than substantial harm to the listed building's architectural or historical character and secure its long term future use.

Saved policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

a. the effect of new development proposals which are likely to be generators of noise;

It is considered that the levels of occupation would be comparable to neighbouring accommodation occupancy and the separation from family housing would be sufficient to avoid undue noise disturbance. Policy DC26 would therefore be complied with,

As with the Core Strategy policies above, the detailed assessment of the scheme contained within the following issues section of this report will outline that it is considered the proposal accords with all of the saved UDP policies listed above.

Supplementary Guidance

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (adopted April 2007)

National Policy Guidance outlines that to facilitate efficient delivery of high quality development, Local Planning Authorities should draw on relevant guidance and standards and promote the use of appropriate tools and techniques, such as Design Coding alongside urban design guidelines, detailed masterplans, village design statements, site briefs and community participation techniques.

In the City of Manchester, the relevant design tool is the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance. The Guide states the importance of creating a sense of place, high quality designs, and respecting the character and context of an area. The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance provides a framework for all development in the City and requires that the design of new development incorporates a cohesive relationship with the street scene, aids natural surveillance through the demarcation of public and private spaces and the retention of strong building lines and appropriate elevational detailing and strong design.

Legislative requirements

Section 16 (2) of Listed Building Act 1990 provides that 'in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'

Section 66 of the Listed Building Act provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

Principle

This site is in on the fringe of the residential area in Fallowfield, but lies within the University of Manchester Fallowfield Residential Campus, and the principle of using the former hotel and conference centre for student accommodation bringing a vacant Grade II listed back into use accords with the aspirations outlined in the policies above and is considered to be acceptable in this location.

It is not considered that the proposed development would have a significant impact in respect of the proposed conversion of the former hotel/conference centre and the small element of subdivision of the 1997 building. Furthermore, the scheme would also enable the opening up of an original doorway at first floor level to the secondary staircase. Although these would have some impact, it is considered that this would result in less than substantial harm, and that the harm is outweighed by bringing a vacant building back into viable use, thereby according with paragraphs 193 and 194 of the NPPF.

Chancellors Hotel is located in the centre of the Fallowfield residential campus, the University's largest destination for student living, providing 3750+ student bedrooms, primarily for first year undergraduate students. It is well placed, close to Wilmslow Road which is one of the key arterial routes into Manchester City Centre and the University's academic campus. It is also located close to the University's main sporting facilities, the Armitage Centre and the new residential development at Unsworth Park.

The formation of student accommodation with on the Fallowfield campus in this instance, having regard to the number involved, is considered an acceptable means of achieving the regeneration objective and the meets the above policies in this particular case. It is therefore considered that the principle of use is acceptable.

Regeneration

The proposed development has the potential to have a material and positive impact on the regeneration of the area and would help to support the local economy. It is considered that the proposed scheme would contribute to the quantum of development taking place in the locality to lead to the creation of an attractive residential student campus

Layout

There are no changes proposed to the site layout. Internal layout changes in the 1997 building would lead to a net loss of 6 existing bedrooms, together with the conversion of an accessible hotel room to two single occupancy student bed rooms. Door openings are proposed to be reinstated where previously infilled. The scheme would also involve remedial works to the parapet walls of this building, and the incorporation of a small louvre in the southern elevation of the proposed kitchen at ground floor level (fume extract)

In reaction to The Firs building, the ground floor would be used as ancillary accommodation comprising a café bar, conference room and office accommodation, with further office accommodation at first floor in connection with the management of the proposed student accommodation.

The proposed alterations are considered to be minimal in the context of the extent of the former hotel and conference facility, and are considered to be acceptable. For the most part each of the existing former hotel room would simply be used as student accommodation.

Design and Appearance and impact on Listed Building

Sections 16 and 66 of the Listed Buildings and Conservation Areas Act 1990 require that special regard is given to the desirability of preserving listed buildings or their settings or any features of special architectural or historic interest.

Further, development decisions should accord with the requirements of the NPPF and in particular with section 16 (Conserving and Enhancing the Historic Environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of 'sustainable development' (NPPF Paragraph 10). In order to meet this key planning objective, in this instance, it is essential to ensure that the development of the site sustains and contributes to the stimulation of a thriving historic environment.

Paragraph 192 requires local authorities to take account of :-the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality ; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraphs 193 and 194 require the local planning authority to apply different tests to proposals that result in substantial harm or less than substantial harm to a historic asset. Where the proposals result in less than substantial harm, the harm should be weighed against the public benefits of the proposal including securing its optimum viable use.

The proposed external alterations are limited to remedial works to the parapet walls of this building, and the incorporation of a small louvre in the southern elevation of the proposed kitchen at ground floor level (fume extract), make good the existing York stone paving to the main entrance approach between the conference facility and The Firs building. Whilst the proposed works are acceptable in principle it is proposed to attach a materials condition to any approval to require the submission of materials , and to require the finalised details of the extract louvre to ensure that the works would not have any adverse impact in visual terms on the listed building.

The removal and installation of a small number of subdivision is limited to the 1997 building and as such are considered to be satisfactory and in keeping with the character of the building within which the works would be located.

The refurbishment of the main kitchen facilities as described earlier is considered to be acceptable subject to a materials condition.

The opening up of a sealed doorway, which leads off the secondary staircase at first floor level within The Firs building, including the removal of applied panels to each side of the doorway to expose the original door is welcomed as it would return this element of the Firs building back to its original design.

Consideration has been given to minimising the level of intervention within the building, which has constraints in terms the nature of the proposed accommodation. On balance the scheme is considered to be acceptable in terms of layout.

In the Firs Building the works would also require the removal of the existing bridal ensuite, fixed fittings such as headboards in the bedrooms, and redecoration work generally. The conversion to offices requires little alteration that will affect the historic fabric. It is recommended that proposed finishes in these spaces are appropriate for the character of the historic building in order to minimise harmful impacts.

The principal relevant intervention proposed in the historic house is the installation of through floor wiring. These aspects of the scheme would be conditioned as part of the listed building application ref:125748.

The proposed development would enable the retention, repair and restoration of the former hotel and conference facility , and enable the conversion of the interior to a viable long term

use appropriate to the area , thereby retaining the heritage asset as an important landmark in the Fallowfield residential campus.

It is considered for the reasons outlined above that the overall approach to the conversion of the building as part of the overall development is one of retention and repair and as such, and on balance, subject to conditions relating to the detailed nature of the reinstatement and repair of the building the proposed works are acceptable.

In view of the above it is considered that the proposed development would on balance be consistent with section 16 of the National Planning Policy Framework policies SP1, DM1, CC9 and EN3 of the Core Strategy and saved UDP policy DC 19.

NPPF paragraph 191. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision. However, no representations have been received in this regard.

Issues in relation to specific internal works to refurbish the building as described above are dealt under 125748 /LO/2020 Listed Building Consent currently under consideration.

Residential Amenity

All of the floors within the property are vacant and so this proposal would undoubtedly lead to an increase in activity at the site although this would be comparable with the former use of the buildings as a hotel and conference facility. The location of the buildings within the Fallowfield residential student campus, would mean the proposal for would significantly impact upon the amenity of surrounding local residents, which are some distance from the development on the southern side of Moseley Road

Due to the limited proposed elevational alterations, the likely impact of the development, on surrounding occupiers, would therefore not be different to the existing situation in relation to overlooking and loss of privacy.

The proposals are not considered to have a detrimental impact on the residential amenity of existing residents in this area. As this is a Grade II listed building, and as a sui generis use is being proposed , if any additional windows are required in the future , both Listed Building Consent and planning consent would be required for their installation.

Visual Amenity

As the extent of the proposed elevational alterations is limited to remedial work to the existing parapet to the 1997 building and the installation of a fume extract louvre to the proposed ground floor kitchen, it is considered that the proposal would not detract from the character and appearance of the university estate or adversely affect the appearance of the existing property or visual amenity within the area and is therefore considered to be acceptable.

Waste Management

Waste disposal for will be in accordance with the University's Fallowfield Operational Waste Strategy, 2015. The external waste provision would be 2 no. 1100ltr black metal general waste towable bins, which will be emptied by the University porters into the on site compactor daily. Sited with these will be 1 no. brown metal 1100ltr glass/plastic recycling bin and 1 no. blue metal paper/card recycling bin. These to be collected weekly in rotation by Biffa in line with the city councils "Kerbit "residential scheme.

As the hall will be catered, the main kitchen will require for its use 2 no. 110ltr black metal general waste towable bins, which will be emptied into the on site compactor by the University porters daily. The kitchen will also require 2 no. brown metal 1100ltr glass/plastic recycling bins, which will be a commercial weekly collection, and 2 no. 1100ltr orange metal paper/card recycling bins, provided by 'Paperchase' (a commercial collector). There needs also to be provision of 3 x 45ltr wheeled plastic bins for food waste to be collected weekly at cost by the University's food waste contractor.

These arrangements are considered to be acceptable for the proposed accommodation. It is therefore recommended that the improvements of these aspects of the scheme are conditioned.

Car parking

There are currently 68 parking spaces and 3 disabled parking spaces. No changes are proposed to access or the existing car parking arrangements. It is considered that the proposals are unlikely to generate a significant increase in the level of vehicular trips, in comparison to the previous use. Furthermore, it is considered that the proximity to public transport on both Moseley Road and Wilmslow Road, and the nature of the use, would be unlikely to give rise to parking requirements in excess of the existing provision.

Cycle Storage

The University has advised that it has developed a Living Campus Plan as part of their Environmental Sustainability Strategy, covering the period between 2016-2022. Travel, as well as wellbeing for staff and students is integral to the plan, therefore the University is ensuring there are suitable facilities in order to meet the set targets.

The University have advised that Fallowfield campus is well catered for in terms of cycle storage and access routes, and that bicycle storage is to be provided in line with the design used for the rest of the Fallowfield campus. However, the level of provision and the location of the bicycle storage on site has not yet been identified. It is therefore recommended that this aspect of the scheme is conditioned.

Security

The observations made by Design for Security officers have been noted and referred to the applicant. The building already benefits from external lighting and has security arrangements in place from the former use. Due to the very limited external alterations, it is not considered that a secure by design condition is warranted in this instance. The measures which have been recommended have been included as an informative.

Climate Change

The scheme would retain the large mature rear garden, thereby retaining a significant area of amenity space for use by the future occupiers.

Waste storage facilities that allow segregation of recyclable materials are provided together within the development. These arrangements are considered satisfactory, given the nature of the proposed development and it is considered that the development would contribute to the Council's aim of securing developments that are adaptable to climate change.

Noise

Due to the close proximity to the property to Moseley Road and sports pitches in close proximity of the site, noise will undoubtedly have an impact on the proposed residential accommodation. It is not clear from the submitted plans how reductions in noise to each of the proposed bedrooms in the 1997 building would be achieved. Specified noise criteria is required, with the noise survey data including measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. It is

therefore proposed to condition this aspect of the scheme, to enable mitigation measures to be fully explored.

Student accommodation

The proposed works are intended to provide the University of Manchester with additional student accommodation space for 63 students through the conversion of the hotel.

The change of use of Chancellors Hotel to a Student Residence replaces St Gabriel's Hall, which the University was unable to negotiate a new lease for in 2018. As such the proposal would lead to replacement accommodation rather than additional accommodation for the university.

Disabled Access

The main entrance has level access with toilet facilities for disabled users on the ground floor which would be retained. Three car parking spaces for disabled uses are available within the existing car parking arrangements and these would also be retained.

The University was asked to provide accommodation to meet the needs for disabled students within this development, however confirmation has been received that no accessible bedrooms are to be included within the proposed student accommodation. The planning agent has indicated that provision of accommodation for disabled students is managed by the University through the provision of suitable accommodation on other sites.

Flood Risk

The northerly part of the site lies within Flood Zone 1. As such no conditions are proposed in relation to flood measures.

Landscaping

No changes are proposed to the existing soft landscaping forming the setting to the buildings. However, remedial works to an area of existing York stone paving in the entrance courtyard are necessary to maintain safe access are required. The proposed works are considered to be acceptable subject to a condition to require the submission of the hard landscaping materials prior to their use.

Conclusion

The proposal to bring this building back into sustainable re-use that with preserve what remains of this significant heritage asset is welcomed. It is acknowledged that the design seeks to retain the external integrity of the building, and subject to some minor alterations and detailed design work it is considered that on balance these changes would cause less than significant harm to the building's special interest. The proposed development would enable the retention, repair and restoration of the building, and enable the conversion of the interior to a viable long term use appropriate to the area, thereby retaining the heritage asset as an important landmark in the locality.

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: Approve

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. In this further information was requested in order to better understand the impacts of the proposed works on the fabric of the listed building. The applicant has also been advised of a pre-development condition, and this has been accepted.

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

1) 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.

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

2278_PL004 rev.A Proposed remodelling works,
2278_PL005 rev.A Proposed Ground Floor Plan;
2278_PL006 rev.A Proposed First Floor Plan;
2278_PL007 rev.A Proposed Second Floor Plan;
2278_PL008 rev.A Proposed Ground Floor Study space, common room and café remodelling;
2278_PL009 rev.A Proposed first floor kitchens and bedrooms remodelling ;
2278_PL010 Proposed remodelling to bedrooms 1.26 and 1.26_A;
2278_PL011 Door types;
2278_PL012 Overview of scope of works and finishes Ground Floor;
2278_PL013 rev.A Overview of scope of works and finishes First Floor;
2278_PL015 Existing and Proposed second floor to the Old House for the residential team;
2278_PL016 External Remedial works;
2278_Stage 4 Site Plan parking facilities;
2278_PL001 Existing Ground Floor;
2278_PL002 Existing First Floor Plan;
2278_PL003 Existing Second Floor Plan
1857_009a Location Plan

The University of Manchester Owens Park Fallowfield Campus Planning Statement by Deloitte September 2015;

Heritage Statement March 2020

Received 23rd March 2020

2278_017 Site Plan and Refuse location ; received on 28th April 2020

Email from agent dated 28th May 2020 confirming no external plant is proposed as part of this development.

Email dated 9th September 2020 from planning agent
Design and Access Statement rev. 2 dated August 2020 received 9th September 2020

2278_PL016 Old House reinstatement of original door; received by email 11th September 2020

Additional LBC Information Remodelling of the Chancellors Hotel (PN: 7745) Forming Uttley Hall for The University of Manchester Section NR 5 - Old House Rev A received 16th September 2020

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.

3) No works forming the internal refurbishment works to the Firs Building (including works to the catered kitchen facility), or the area of hard landscaping refurbishment , that is hereby approved shall commence unless and until samples and specifications of all materials to be used within the Firs and the area of refurbished hard landscaping have been submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

4) Prior to the installation of the proposed louvre extract to the proposed kitchen at ground floor level in the '1997 building', the finalised location , colouration, size and design detail shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be implemented in accordance with the approved details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

5) The development shall be implemented in accordance with the details on the waste strategy profoma and waste storage capacity and arrangements on plan ref: 2278_17 Site Plan and refuse location, including the contractual arrangements and the frequency of collection of the waste, and shall remain in situ whilst the use or development is in operation.

Reason - To protect the amenity of the occupants of the premises once the development hereby approved is occupied, pursuant to policies SP1 and DM1 of the Core Strategy for Manchester.

6) a) Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from Moseley Road and the football pitches shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary.

b) Upon completion of the development and before first occupation of the residential units, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason- To secure a reduction in noise from traffic or other sources in order to protect future residents from noise nuisance, pursuant to policies SP1, H1 and DM1 of the Core Strategy and saved UDP policy DC26.

7) Prior to the student accommodation hereby approved being occupied finalised details of cycle storage arrangements including type, number and location shall be submitted to and approved in writing by the City Council as local planning authority, and shall then be retained and permanently reserved for bicycle parking.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with policies SP1, T1 and DM1 of the Manchester Core Strategy.

Informatives

1) Doors

External communal access doors must be compliant with and certified to STS202 BR2 or LPS 1175 SR2. The communal entrance doors should be self-closing and secured with a multi-point electronic lock and capable of being operated via an electronic access control system, these features should be permitted under the scope of the certification.

Arrangements for residents to admit visitors. Communal entrance and inner lobby / zone doors should be capable of being controlled by means of a video entry phone system (with the picture viewable on a phone unit, rather than on a television set) so that residents can confirm the identity of visitors before allowing them access themselves, visitors to be greeted in reception by the resident.

Where secure postal lobbies are to be created, the secondary communal door must be to the same

specification as the outer door - certified to STS202 BR2, or LPS 1175 SR2, including a lock capable of being operated via an electronic access control system.

Apartment entrance doors must be compliant with and certified to BS PAS 24, STS01, or LPS 1175 SR2. It is advised that these doors do not have fixed sidelights, and are provided with door viewers instead.

Any letterboxes within doors must be located a minimum of 400mm away from internal handle and locking hardware.

Doors to storage / meter rooms should have 44mm solid core doors, 3 hinges, with a mortised sash lock to BS3621/8621 to allow the rooms to be secured when not in use.

External escape-only doors (as with external doors in general) should be certified to BS PAS 24, or LPS 1175 SR2. It is crucial that the door ironmongery is permitted for use on these doors under the security certification of the product.

2) Alarms

If an alarm is installed then it should comply with either:

- o BS EN 50131 and PD 6662 for wired systems
- o BS 6799 for wireless systems

If an alarm is installed, it should be linked to contacts on all external doors, and PIR detectors should cover all ground floor rooms with windows.

Access Control

Access control systems should be operable by swipe card or fob, and not numeric key pads.

The following

areas/doors should operate on access control:

- o Main Entrance doors
- o Secondary entrance doors off internal lobbies
- o Bin stores
- o Cycle stores
- o Staff-only areas

3) Lighting

External lighting must be provided to pedestrian routes within the site in accordance with BS 5489.

Dusk 'til dawn lights, operated by photoelectric cell/daylight sensor, should be installed to all external doors (manual override is also permissible).

External lighting must be provided to the front and rear of the building, operated by photoelectric cell/daylight sensor (manual override is also permissible). PIR security lighting is not recommended for these locations and should not be employed unless advised.

Lighting to public areas (footpaths and roads) should be evenly distributed and not create areas of shadowing or pooling. Any low level lighting should be positioned to avoid creating glare.

Fittings should produce 'white' light, as opposed to yellow/orange light. Metal halide (or bulbs with a comparable output) should be used, as these offer superior colour rendition over alternatives such as high and low pressure sodium bulbs.

CCTV

Any CCTV system that may be used within this proposal will require certain specifications and intelligent placement of cameras to compliment the design of the development. Designers should consider the following points when planning a CCTV strategy:

CCTV systems (and lighting that support them) require regular cleaning and maintenance to remain effective.

Where necessary cameras that are vulnerable to damage should be protected from attack either by relocation to a higher level and using a bigger lens to achieve the view required or through the fitting of a vandal resistant housing.

With regards to the retention of footage, the police prefer quality over quantity. The overall retention period should be dictated by what the system is designed to achieve, though it would be better to have good quality images over a 14-day period than poor ones over a 30-day period.

Procedures for recovery of recordings are recommended to be established (e.g. trained staff / the CCTV system instruction manual to be readily available). This is to ensure that the images

produced will be of an acceptable standard that will allow for identification of an individual which will stand up to scrutiny in court.

Acceptable Standard - this generally requires a resolution of 720x576 pixels at a real time frame rate of 25 frames per second. (N.B. Both the camera and DVR must be capable of this - if the camera will only send low resolution images then it does not matter how high the resolution of the recording unit is).

Identification - One of three levels of field of view. To identify an individual, the image must capture

than 120% of the field of view (at least from the top of the individuals head to their knees). The remaining two levels of field of view are 'Overview' and 'Recognition', which whilst effective for observational purposes, are less likely to result in the identification of a person/offender.

The intelligent placement of cameras helps to provide clear facial identification of individuals.

Suitable locations would be: Main entrances, foyer, stairs, lift lobbies, landings, cycle stores, bin store entrances.

4) Management & Maintenance

1.1.1 The upkeep of a development over its lifetime can be crucial to the level of security and safety within. Aspects of a development, which are left to deteriorate, have the potential to attract further crime - a process known as 'the

broken window theory'. A maintenance plan should be drawn up to address issues such as:

- o Litter removal
- o Repair to communal areas (lighting, signage, access controls)

1.1.2 Any public open space or amenity areas not under the ownership of residents should be subject to an effective maintenance contract. This should ensure that all damage is rectified in a timely manner, and that any such space will not be detrimental to its surroundings.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police

The Armitage Centre, Moseley Road, Manchester, M14 6HE
The Lodge, Whitworth Lane, Manchester, M14 6HE

Appendix 2 – Planning constraints

-