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Proposed Hotel Development
at **47 Peter Street, Manchester**
for **Peter Street Developments Ltd**

May 2020

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1.0 INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of the Applicant, Peter Street Developments Limited. It accompanies applications for planning permission and listed building consent relating to 47 Peter Street, Manchester for the change of use of the upper floors from office (Use Class B1) to hotel (Use Class C1), for the installation of a mezzanine floor at third floor level, the reconfiguration of the ground floor entrance area to facilitate hotel use, the partial removal of a staircase on the second and third floors, installation of skylights and new stairs, creation of an internal bin store at ground floor, refurbishment and other associated development. The building is Grade II listed.
- 1.2 This Statement describes the proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, determination of the planning application must be made in accordance with the development plan, unless material considerations indicate otherwise.
- 1.3 The upper floors of the building have lain vacant for at least eight years despite occupying a very prominent position on a key street, Peter Street, at the heart of Manchester city centre. Further, the upper floors are in a poor state of repair having suffered several fires, and due to years of neglect, resulting in water ingress and pigeon infestation. The upper and lower ground floors of the building were subject to extensive refurbishment works around four years ago, having similarly lain vacant for at least ten years, when they were brought into use as a high-end Asian restaurant, Asha's. This remains operational and will continue to be so when the proposed hotel is operational.
- 1.4 The applicant purchased the site in July 2018 and will operate the proposed hotel. The current owner is an experienced hotelier, who has operated a number of high-quality hotels, including Velvet and The Light within

Manchester city centre. The proposed hotel will be an independent, luxury, boutique hotel which will complement the hotel offer elsewhere in the city centre and provide additional capacity and choice in what is a healthy hotel market within the city centre.

1.5 The description of the development is as follows:

"Change of use of upper floors from office (Use Class B1) to hotel (Use Class C1), installation of mezzanine floor at third floor level, removal of staircase at second and third floor, reconfiguration of ground floor entrance area to facilitate hotel use, installation of skylights and new stairs, creation of bin store at ground floor, refurbishment and other associated development."

1.6 The development will:-

- bring a long-term vacant building, which is in a poor state of repair, back into full operational use;
- secure the long-term future of the listed building;
- secure the full restoration of a Grade II listed building which has suffered from neglect and fire damage on two occasions;
- provide equal access arrangements for all into and throughout the building;
- provide a high-quality boutique hotel within the city centre providing more bed-capacity and choice for visitors;
- assist in boosting the tourism and visitor economy in Manchester;
- bring additional activity to Peter Street which would benefit from further footfall;
- provide employment for around 40 people; and
- due to the relationship between the existing restaurant and proposed hotel use, improve the viability of the restaurant which in turn benefits the wider area by providing activity, overlooking, natural surveillance and increasing feelings of security.

- 1.7 In preparing the proposals and the planning and listed building consent applications, extensive discussions have taken place with officers of Manchester City Council and Historic England. These discussions have influenced the evolution of the scheme into its final form and the required supporting information which accompanies the application.
- 1.8 The planning and listed building consent applications are supported by a full suite of documents to allow the Council to make a fully considered decision on the applications. These are:
- Design & Access Statement, prepared by Space+ Architects Limited;
 - Planning Statement, prepared by Zerum;
 - Heritage Statement, prepared by Stephen Levrant Heritage Architecture (SLHA);
 - Transport Statement and Travel Plan, prepared by SK Transport;
 - Crime Impact Statement, prepared GMP;
 - Noise and Vibration Report, prepared by Sandy Brown;
 - Air Quality Assessment, prepared by Temple;
 - Environmental Standards Statement, prepared by Watergrove Limited;
 - Ventilation Strategy, prepared by Zerum;
 - Energy Strategy, prepared by Zerum;
 - Ecological Assessment, provided by Shape;
 - Window Refurbishment Schedule, prepared by MFA;
 - Structural Report, prepared by Renaissance;
 - Photographic Survey, prepared by Tract Architects;
 - Construction Management Plan, including Local Labour Strategy prepared by Michael Flynn & Associates;
 - Refuse and Servicing Management Strategy, prepared by Kro Hospitality, and
 - Refuse Pro-Forma, prepared by Tract Architects Limited.

- 1.9 The applications are also supported by a full set of detailed plans and drawings including: site location plan, existing floor plans, elevations and sections, demolition drawings, proposed site plans, and proposed floor plans, elevations, and sections, prepared by the scheme architects, Tract Architects Limited. Detailed mechanical and electrical plant drawings, prepared by Zerum, and structural drawings, prepared by Renaissance, are also included
- 1.10 The works which are the subject of these applications comprise the major refurbishment, structural works and works to the fabric of the building. At this stage the detailed interior design proposals are not sufficiently developed. Should it become apparent in due course that any works forming part of the interior design require listed building consent, these will either be dealt with by condition as part of any consents for the currently submitted applications, or through a separate listed building application.
- 1.11 The following sections of this statement:
- provides context and describes the site and its surroundings;
 - outlines the development proposals;
 - summarises the Development Plan framework against which the proposals will be assessed;
 - considers the proposal against the Development Plan framework and associated guidance; and
 - concludes by summarising the main points raised in this document.

2. DEVELOPMENT CONTEXT

- 2.1 This section briefly describes the site, its surroundings and local setting, and outlines the relevant planning history of the site. The building is currently vacant on the upper floors and has been for at least eight years, having undergone fire damage in 2011.

SITE DESCRIPTION

- 2.2 The application site is located within Manchester City Centre surrounded by a variety of land uses, typical of this location. The upper floors of the building currently lie vacant and in poor condition. On the ground floor of the building is Asha's, an award-winning Indian restaurant.
- 2.3 The google map extract below (figure 2.1) illustrates the site (in red) and its surroundings.



Figure 2.1

- 2.4 The application site is bounded by Peter Street, Southmill Street and Bootle Street. The site is west of the central library and south of St Peters Square, sitting opposite the vacant nightclub 'Coliseum'. Peters Street has a number of established hotels including the Midland and Radisson Blue.

2.5 The building is close to many of the amenities expected to be found in the city centre and especially located within close walking distance of a number of key attractions within the City Centre.

2.6 As noted earlier the building's upper floors are in a poor state of repair having suffered abuse, neglect and several fires, as follows:-

- The existing walls have been stripped of their plaster finish leaving exposed brickwork walls throughout.
- As noted above the current ceilings at first and second floors consist of exposed timber beams, joists and floor boards which provide little if no fire or acoustic separation between floors.
- The principle staircase serving the Peter Street access is assumed to have been damaged during a fire and has subsequently been stripped out leaving large voids within the existing floors.
- It is assumed that the original timber window sills have been removed leaving exposed timber sub-frame and brickwork below the level of the existing window frame.
- At the third floor level fire damage has resulted in a large floor void with an exposed charred timber beam.
- At third floor level there are numerous locations where the existing lath and plaster ceiling which follows the roof pitch has been removed and or damaged.
- There is an ongoing pigeon infestation at the third floor level which has resulted in the prevalence of pigeon carcasses and droppings.

SITE SURROUNDINGS

2.7 The site is located within the St Peter's Square Conservation Area and adjacent to the Deansgate/Peter Street Conservation Area. St Peter's Square conservation area is an area which contains a mixture of commercial, cultural and civic buildings. The name derives from St. Peter's Church, which stood in the centre of St Peter's Square from 1788 to 1907.

- 2.8 This area is characterised by 'civic grandeur' and distinguished buildings. St Peter's Square, which was created in 1907, is dominated by the large buildings which surround it, including the Midland Hotel, Central Library and Town Hall Extension.
- 2.9 This wider area has experienced change particularly over the last 6 years. Major regeneration includes wholesale landscaping and public realm improvements of St Peter's Square, inclusion of new Metrolink stations for the existing line and second city crossing, relocation of the Cenotaph and omission of vehicular traffic within the square. The Town Hall Extension and Central Library have also been recently upgraded. The regeneration also included the demolition and replacement of buildings flanking the square. This has included the demolition of the 1970's Elizabeth House and other buildings, and the development of the fourteen storey office block (No1 St Peter's Square) and a 12 storey office building (No 2 St. Peter's Square).
- 2.10 Surrounding land uses comprise offices, restaurants, bars, retail, coffee shops, hotels, religious and civic uses. Manchester Central, a major conferencing venue, is located around 110metres to the south.

REGENERATION CONTEXT

- 2.11 Many key sites near the proposed development are subject to advanced development proposals. These include the large, mixed-use regeneration scheme, known as St Michael's, a short distance away on Bootle Street and plans to transform the Great Northern Warehouse and associated public realm on Peter Street. There are also proposals to stop-up traffic from Albert Square and enhance the public realm alongside extensive refurbishment works to the Grade I listed Town Hall. The proposed hotel is complementary to the existing uses and proposed developments nearby by enhancing the appearance of the area through the removal of a vacant unit, by adding further footfall, and by adding further hotel beds to the city centre stock, as well as by offering a greater choice of hotels in the city centre.

HERITAGE SIGNIFICANCE

- 2.12 The Heritage Appraisal prepared by Stephen Levrant Heritage Architecture provides a full heritage description and appraisal of the building's significance. In summary, No.47 Peter Street was constructed in 1868 as a commercial office and warehouse by architects Walters, Barker and Ellis. Prior to 1868 the site consisted of two commercial

premises fronting Peter Street and 15 back-to-back residential dwellings, bisected by a small alley called Goodwins Court (or Goodwins Buildings).

- 2.13 Plans from 1896 illustrate alterations to the building were undertaken to create a new entrance and staircase to the Southmill Street side of the building. The 1896 alterations were undertaken by architect James Redford (1836-1911) for the owner Joseph Robert Heaven.
- 2.14 The next significant part of the building's history came in the 1940s as a result of bomb damage. Bomb damage maps illustrate that the building was hit by an incendiary bomb on the 12th June 1941.
- 2.15 From photos taken of the building in the 1950s, and survey of the building today, it is clear that the principle elevations of the building were not significantly damaged by bomb damage. However review of the building internally suggests the damage was localised to the roof and rear of the building; this is evidenced by the style of the replacement timber staircase to the rear of the building and the alterations that are evident within the roof coverings/ structure.
- 2.16 Post-War, it is clear that the building changed use/ ownership; the OS map of 1956 illustrates the building has been divided into different units. Unusually, the sub-division of the building at this time illustrates a long, narrow footprint to the east side of the building, in line with the location of the historic entrance; it is suggested that this may denote a separate lease of the upper floors to the building. In 1963 plans were submitted to alter the ground floor of the building. Although the plans for these works does not exist, the index card recording the submission is still on file and notes that the building was already in office use at this time. The works in the 1960s, for the Temperance Permanent Building Society included the cladding of the Peter Street elevation and return to Southmill Street in granite, and altering openings.
- 2.17 The building was listed at Grade II in 1974. At this time it is noted that the building was in use as a betting shop and offices. In recent history, the building suffered a small internal fire in 2011 and around this time the interior, including the principle staircase, plaster finishes, cornices, skirtings, floor coverings etc were stripped out. In 2015 the

ground and lower-ground floors of the building were converted into a high quality restaurant.

- 2.18 The special architectural and historic interest of No.47 Peter Street is recognised by its Grade II Listed designation. The significance of the building, as a whole, lies in the architectural and historic interest of the mid-Victorian Palazzo design and former warehouse use and its group value.
- 2.19 The building was designed in 1868-70 by a well-known architectural practice, Walter Barker Ellis, and is a good example of the Palazzo style Warehouse design that was popular in Manchester in the mid-19th Century. Save for the altered shop front, which is of high-quality, the architectural expression is as original and of high townscape value. Consequently, the building is of high aesthetic value/ significance.
- 2.20 The building's original function as a commercial warehouse can still be appreciated externally, with the presence of the former loading/ service area to the north elevation. Internally, despite being substantially altered, the open plan floorplates still allow for an understanding and appreciation of this original use.
- 2.21 The remaining original internal features are: exposed timber beams, joists and floor boards, single rows of cast iron columns to the first and second floors, and an exposed roof timber roof structure at third floor level. Whilst these features are original to the building, they are all of typical, standard, utilitarian detail for the time but do play a considerable role in reflecting the buildings' historic, aesthetic and communal values significance.
- 2.22 The former service stair to the rear (north) of the building has been altered from first floor level. Whilst the original stone stairs and cast iron bannister/ railing section are of considerable significance, the altered c.mid 1940-50s section is in timber and typical of its time; this section of the stair is considered to be of low significance.
- 2.23 The insertion of the lightwell/ riser structure, and the altered brick wall partition to the 1st and 2nd floors, do not have any special interest and are of no significance.
- 2.24 Although the roof structure is largely intact and is of considerable significance, the roof itself has been re-covered locally, and has had a number of rooflights added;

these appear to date from the mid-20th Century onwards. Chimney stacks have also been removed at roof level, although some remain. The roof covering is considered to be of low significance due to its altered state and because it is not visible from street level.

SITE ACCESSIBILITY

- 2.25 The site benefits from excellent accessibility which makes it an ideal location for the proposed hotel use.
- 2.26 Good practice suggests that walking is the most important mode of travel at the local level and offers the greatest potential to replace short car journeys, particularly those under 2 kilometres. Much of Manchester city centre is accessible within 2 kilometres walking distance of the site, including a large catchment of residential properties, many key public services, offices, food, drink, retail and leisure facilities. The pavements near to the site also offer attractive walking conditions. As such the site is easily accessible by foot.
- 2.27 Similarly, for cycling a distance of 5 kilometres is generally accepted as a distance where cycling has the potential to replace short car journeys. This distance equates to a journey of around 25 minutes based on a leisurely cycle speed of 12 kilometres per hour and would encompass Salford, Chorlton-cum-Hardy, Rusholme and Fallowfield, as well as the city centre. The site is therefore accessible by bike.
- 2.28 Bus stops located within 400 metres walking distance of the site provide up to 70 services in peak periods. Services provide access to areas including Altrincham and East Didsbury and operate from around 5.00am to around midnight, making travel by bus an alternative to travelling by car for staff visiting the development as part of a commuter journey. It is therefore concluded that the proposed development site is accessible by bus.
- 2.29 The most accessible train station from the site is Manchester Oxford Road. This is situated approximately 650 metres away from the site and offers 17 services per hour to destinations such as Liverpool Lime street, Scarborough and Norwich. Manchester Piccadilly, Deansgate, Salford Central and Manchester Victoria stations are also located within 2 kilometres walking distance of the site. The stations are also easily accessible by free Metroshuttle city centre buses. These stations provide transport

coverage across the North West and the United Kingdom, including direct services to London. Direct rail services to Manchester Airport can also be taken from Piccadilly and Manchester Oxford Road. These stations' services increase the opportunity for travel to and from further afield by public transport.

- 2.30 The most accessible tram stop from the site is St Peter's Square, which is situated approximately 200 metres away from the site. This stop is managed by Transport for Greater Manchester and offers frequent services per hour to destinations such as Bury, Altrincham, Rochdale, Ashton-under-Lyne, East Didsbury, Oldham Mumps, Eccles, MediaCity:UK and Manchester Airport. The site is therefore easily accessible by tram. The Transport Statement provides further detail.

PLANNING HISTORY

- 2.31 A review of the planning history has confirmed that the following applications are relevant to the application site:

App No	Description	Decision	Decision Date
106602/LE/2014/C1	Certificate of Lawfulness of proposed minor external and internal works and repairs	Finally Disposed Of	31/1/17
106524/FO/2014/C1	Internal and external works associated with a proposed bar/restaurant use on the internal basement and ground floor levels.	Approved	6/2/15
106525/LO/2014/C1	LISTED BUILDING CONSENT Internal and external works associated with a proposed bar/restaurant use on the internal basement and ground floor levels.	Approved	6/2/15
092122/FU/2010/C1	Change of use of 1st and 2nd floors from offices (B1) to lap dancing club (sui generis)	Finally Disposed Of	29/3/11
060495/LO/CITY1/00	LISTED BUILDING CONSENT Internal alterations for bar refurbishment	Not Proceeded With	24/1/02
050439/LO/CITY1/96	LISTED BUILDING CONSENT External alterations to Peter Street, Southmill Street and Bootle Street elevations of existing restaurant	Approved	25/9/96
050438/FO/CITY1/96	External alterations to Peter Street, Southmill Street and Bootle Street elevations of existing restaurant	Approved	25/9/96
046421/LO/CITY1/94	LISTED BUILDING CONSENT Elevational and internal alterations, including formation of new entrance door to basement, in connection with proposed use as	Approved	1/12/94

	restaurant/bar.		
046381/FO/CITY1/94	Alterations to basement to form restaurant and bar	Approved	1/12/94
045056/FO/CITY1/94	Change of use of vacant shop unit into a restaurant	Approved	29/3/94
045057/LO/CITY1/94	LISTED BUILDING CONSENT Internal alterations and external advertising in connection with the proposed change of use to a restaurant	Approved	29/3/94
027215	Elevational alterations to existing entrance to office accommodation	Approved	16/9/86

2.32 In summary, it is clear that the building has been in use for a number of different uses since at least the 1980's and has also experienced periods of vacancy.

3. DESCRIPTION OF PROPOSED DEVELOPMENT

- 3.1 The preliminary sub-sections of this statement have already touched upon the context and content of the Application with more details being provided within the Design & Access Statement (prepared by Tract Architects).
- 3.2 The application seeks full planning permission to redevelop the site through conversion and refurbishment of the upper floors into a boutique hotel of 32 bedrooms/suites.
- 3.3 The proposed site floor plans show the internal arrangement and structure of the building, expressing a holistic room schedule for a boutique hotel which can cater for different levels and demands of guests. Shown through the evolution of the proposal, the design proposes no additional height to the listed building but instead implements an internal mezzanine on the top floor maximising the the roof space without intrusion on the listed nature of the building.
- 3.4 The Design and Access Statement explains the proposals in further detail and the Heritage Statement considers the significance of the building and the potential impacts of the proposals. The overall development of the building implements a strategy which brings repair and maintenance to a currently vacant and damaged listed structure, whilst sensitively reusing the historic configuration as much as possible.

DESIGN PROCESS

- 3.5 The aim of the proposed use is to reinvigorate and rejuvenate a currently part-vacant heritage asset. Implementing a comprehensive scheme which is able to maintain the structure of the key elements of the listed building while restoring the damaged areas will bring a currently unused building into an active use.
- 3.6 The current proposals have emerged following detailed analysis of the building itself. There have been multiple iterations of the scheme which have resulted in the final scheme presented in this proposal. The applicant's design team has therefore presented an extremely well thought through and calculated response to the

constraints and opportunities of developing and bringing the listed structure back into use.

3.7 This proposal has been refined through expert input on key issues, including structure, heritage, energy and ventilation. and consulted upon with offices at Manchester City Council and Historic England.

3.8 In summary, the proposals have been developed through careful consideration of the existing building and site including:

- Detailed evaluation of the condition of the existing building, its structure and layout;
- Evaluation of the requirements of the proposed use and future operator needs;
- Testing and evaluation of alternative layouts internally; and
- Consideration of commercial realism and viability.

3.9 The last of these items cannot be ignored where a proposal concerns a listed building with all associated challenges, development costs and sensitivities with regard to potential impacts.

PROPOSALS

3.10 In summary, the proposals include:-

- Removal of existing altered brick walls at first, second and third floors that run perpendicular to Southmill Street. These walls are later additions evidenced by existing timber beams that cantilever beyond the supporting column and redundant pad stones in the external wall. The walls are to be replaced by new timber beams fixed via flitch plates as per the structural engineers proposed detail.
- The removal of the rear staircase from above first floor.
- The creation of a bin store at pavement level to the rear with direct access to the street.
- The existing pitched slate tiled roof is in a very poor condition as a result of neglect over a long period of time prior to the applicant's ownership. It is therefore proposed to reroof to enhance the thermal performance and reduce

the amount of heat lost due to air leakage, re-using where possible existing slates, supplemented with matching new like-for-like slates.

- The restoration of two rooflights, the conversion of another to create service access to the roof and the infilling of one roof light.
- The creation of new openings within the existing roof to accommodate roof lights to the proposed mezzanine floors.
- Externally the reduction in height of the former lift overrun adjacent to No. 49 Peter Street to enable the construction of a rooftop plant deck that is necessary to accommodate the air handling equipment.
- The maintenance / refurbishment of the existing sash windows to ensure that there is adequate draught proofing, improving thermal efficiency, reduction in external noise levels.
- These works will include the installing of secondary glazing.
- Removal of redundant steelwork above the main stair well.
- The reinstatement of the main staircase and accessible lift utilising the openings within the existing floors which will reinstate the historic plan form.
- Making good / reinstating the damage caused by several fires.
- Miscellaneous works to enable the conversion of the upper stories of the building to a hotel, such as the formation of openings for services

3.11 The Design and Access Statement, Structural Report, and Window Repair Schedule explain the proposals in greater detail.

3.12 In terms of area, the proposals will result creation of an additional 143.4 sq.m GIA of floorspace representing an increase of 13% over the existing floorspace of 968.3 sq.m.

ACCESS & SERVICING

3.13 The proposals have been carefully considered to ensure accessibility for all users. Further details, are provided in the Design and Access Statement.

3.14 As the Transport Statement confirms, the proposals do not include any private car parking for hotel guests or other visitors. Such an approach is partly in response to the configuration of the Application Site but also the nature of the scheme and its location within the 'tight' urban grain of this part of Manchester City Centre.

- 3.15 Refuse and servicing details are provided within the management strategy prepared by Kro Hospitality and the Design and Access Statement, prepared by Tract. In summary, minimal additional servicing will be required to the building as a result of the hotel use over that of the existing restaurant. Arrangements will be the same as those for the current restaurant use with servicing taking place from Bootle Street to the rear, and through the rear doors.
- 3.16 In accordance with the principles/ recommendations of Manchester City Council's guidance GD 04 Waste Storage and Collection Guidance for New Developments version 6.00 the suggested refuse strategy for the proposed hotel is as follows:

There is to be a dedicated bin store circa 8 sq.m at first floor level which is to provide temporary refuse storage for the hotel, this is to facilitate the daily cleaning of rooms and is to be emptied at the end of each shift prior to the checking in of new residents, please refer to Tract Architecture drawing 0132 / PL (00)-101 for location. Please note that this room is to be mechanically ventilated and is to be fitted with vinyl flooring laid to falls to a floor gully to facilitate cleaning.

An internal bin store for the hotel and restaurant use, which will have direct access to the rear, is also proposed as part of this application. It is understood that the restaurant has adopted measures recently to significantly reduce its refuse generation (such as switching to draught beers and using refillable filtered water bottles). The proposed bin store is therefore appropriately sized to cater for the refuse of both uses with increased collections than for the current restaurant use alone.

DISABLED ACCESS

- 3.17 The Design and Access Statement describes the proposed accessible features in detail. In relation to the bedrooms, the proposals incorporate two accessible rooms (6.25%) on the first and second floors (units 101 / 201). To achieve this, 300mm nibs have been introduced in the entrance corridor as well as the entrance door to the unit. 750mm has been achieved where possible around the bed space and a 1500mm turning circle is demonstrated. Space for an accessible bathroom has been

allocated, although it is the client's intention to incorporate removable grab rails to ensure the interior design quality of the overall design. These grab rails will be mounted by staff prior to the arrival of tenants who desire full accessible functionality.

4. PLANNING POLICY

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the development plan unless material considerations indicate otherwise.
- 4.2 Given this obligation, this chapter considers national planning policy guidance relevant to the application, as well as reviewing the development plan for the site which currently consists of the Core Strategy (adopted July 2012), and the saved policies of the Manchester UDP (adopted July 1995). The 'Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance' is also relevant.

CORE STRATEGY

- 4.3 Manchester's Core Strategy was adopted on 11th July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.
- 4.4 The Core Strategy identifies a series of regeneration areas that together with the City Centre cover the whole City. The application site is located within the City Centre, and more specifically within the Petersfield area, and also the Civic Quarter. The City Centre has undergone significant change over the last decade with the rise of City Centre living and the majority of new jobs in the City having been created here. It is and will remain the largest driver of employment growth in the North West and the most significant focus for cultural activity and creativity in the north of England.
- 4.5 Manchester's Central Business district is the focus for the largest regional concentration of financial and professional services in the UK and, along with areas such as Spinningfields and Central Spine, is crucial to providing a diverse commercial product. The Civic Quarter is an area in the heart of the City Centre including the Town Hall, Central Library, Manchester Central, Great Northern Warehouse and the

public spaces – Albert Square and St Peter Square. The Core Strategy identifies that the Civic Quarter is the next phase of growth in the City Centre, providing a natural extension to the existing commercial area. Each area of the City Centre has its own role and character.

4.6 The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein. Those which are of relevance to the current hotel proposals are as follows:

- SO1 Spatial Principles - These provide a framework within which the sustainable development of the City can contribute to halting climate change. The proposed hotel would be in a highly accessible location and reduce the need to travel by private car.
- SO2 Economy - This supports a significant further improvement of the City's economic performance and spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities. The scheme would provide new jobs during refurbishment along with permanent employment and facilities in the hotel, in a highly accessible location.
- S04 Centres- Promoting attractive, high quality centres which strengthen local identity and provide essential services. Provision of additional services and retail encouraged in district centres, particularly emphasised where local character is improved. The proposal brings back into active use a heritage asset distinctive to the character of Manchester's City Centre and under a vibrant city centre service/use.
- S05 Transport – This seeks to improve the physical connectivity of the City, through sustainable transport networks, to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, leisure and recreation. The hotel would be in a highly accessible location and reduce the need to travel by private car and make the most effective use of existing public transport facilities.

- 4.7 **Policy SP1** identifies the key spatial policies which will guide the strategic development of Manchester to 2027. It outlines that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living. In addition, new development should maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport.
- 4.8 The policy goes on to outline that, development in all parts of the City should:
- Make a positive contribution to neighbourhoods of choice including:
 - Creating well designed places that enhance or create character.
 - Making a positive contribution to the health, safety and wellbeing of residents.
 - Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
 - Protect and enhance the built and natural environment.
 - Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
 - Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.
- 4.9 The development would be highly sustainable and be consistent with the aim of bringing forward economic and commercial development within the Regional Centre.
- 4.10 **Policy EC1** 'Land for Employment and Economic Development', outlines the amount of employment land required over the plan period. The proposals would support the City's economic performance by bringing a heritage asset into full active use, thereby helping to reduce economic, environmental and social disparities creating inclusive sustainable communities. The City Centre is a key location for major employment growth and the proposals would create a number of new jobs during the construction phase and operation which would in turn contribute to economic growth. The design of the development would make good use of the site in terms of

efficient use of space. Further, the proposed use is complementary and supportive to business visitors within the city centre.

- 4.11 **Policy EC2** 'Existing Employment Space' - The Council will seek to retain and enhance existing employment space and sites.
- 4.12 **Policy CC1** 'Primary Economic Development Focus (City Centre and Fringe)', identifies the City Centre as a strategic economic location and focus of employment growth in the City and City Region. Provision of a range of economic development uses, such as retail, leisure, entertainment, cultural and tourism facilities will be encouraged in the City Centre, in line with Policy C1, to support the development of a vibrant employment location attractive to businesses, employees and visitors to the City Centre. The proposed development would assist tourism demonstrating confidence in the economic future of Manchester and the region.
- 4.13 **Policy CC4** 'Visitors, tourist, culture and leisure', states that, the City Centre will be the focus for culture and leisure in the City Region. Proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported. The improvement of facilities for business visitors will also be supported. The policy goes on to say that, hotels have become an increasingly important use across the City, and these will be particularly important in the City Centre. New hotel development which contributes to the quality of the City Centre hotel offer will be supported. The provision of hotel bed spaces at Peter Street, centrally located and close to major tourist attractions, would enhance the attraction of the City Centre as a major visitor destination.
- 4.14 **Policy CC5** 'Transport', outlines that, developers should work with public transport providers to ensure that all users are able to access development by sustainable means, especially taking account of times when developments are likely to be busiest. The development would be accessible by a variety of forms of public transport and would contribute to improving air quality.
- 4.15 **Policy CC8** 'Change and Renewal' states that, developments which make significant contributions to the City Centre's role in terms of employment and retail growth or which improve the accessibility and legibility of the Centre will be supported, subject to the proposal's impact on key aspects of the City's heritage and character. As

stated previously, the proposed development would create employment during construction along with permanent employment from the proposed uses.

- 4.16 **Policy CC9** 'Design and Heritage', states that, development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The internal alterations bring back into use a heritage asset while being sympathetic to its character. A high level of care has been taken, through the early appointment of a Heritage Consultant and the promotion of proposals which reflect their advice.
- 4.17 **Policy CC10** 'A Place for Everyone' - The City Centre will develop as a location which appeals to a wide range of residents and visitors. Development which promotes this objective will be supported, particularly through increasing the diversity of activity in the City Centre and high standards of accessibility to buildings and across spaces. The building is designed to be fully inclusive in terms of access and to have a clear and simple layout which is easy for all to use.
- 4.18 **Policy T1** 'Sustainable Transport', seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport. The location of the proposed development would encourage modal shift away from car travel to more sustainable alternative forms of transport.
- 4.19 **Policy T2** 'Accessible Areas of Opportunity and Need' states that, the Council will actively manage the pattern of development to ensure that new development, is located to ensure good access to the City's main economic drivers and is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. The proposed development would be easily accessible by a variety of sustainable transport modes and would help to connect residents to jobs, local facilities and open space.
- 4.20 **Policy EN1** 'Design Principles and Strategic Character Areas' states that, opportunities for good design to enhance the overall image of the City should be fully realised. 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 proposal involves a good quality design, and would result in development which would enhance the character of the area and the overall image of Manchester.

4.21 **Policy EN3** 'Heritage', states that throughout the city, the Council would encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the city centre. New developments 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 of acknowledged importance. The sensitive, high quality design adopted for the proposed development accords with the provisions of this policy.

4.22 **Policy EN19** 'Waste Management' requires all developers to demonstrate the proposal's consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling/composting, energy recovery, final Disposal) and to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met. The development will be consistent with the principles of the waste hierarchy. Information on refuse management is submitted with the application.

4.23 **Policy DM1** 'Development Management', sets outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- Appropriate layout, materials and detail;
- Design for health;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development, that development should have regard to the character of the surrounding area,
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- Accessibility to buildings, neighbourhoods and sustainable transport modes,
- Impact on safety, crime prevention and health;

- Refuse storage and collection;
- Vehicular access, and
- Impact on biodiversity, and built heritage.

SAVED UDP POLICIES

- 4.24 The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council in July 1995 as the statutory document which set out guidelines for all development in Manchester and provided a framework from which to base decisions about planning applications. There a number of policies which were 'saved' under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004 by the Secretary of State.
- 4.25 **Policy DC18.1** Conservation Areas, outlines that, the development is within the St Peter Square Conservation Area, and this policy states that the Council will seek to preserve and enhance the character of its conservation areas. This includes carefully considering the relationship of new structures to neighbouring buildings and spaces and the effect of major changes to the appearance of existing buildings.
- 4.26 **Policy DC19.1** Listed Buildings states that in determining applications for listed building consent, or development involving buildings of special architectural or historic merit, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings.
- 4.27 **Policy DC26.1** Development and Noise details how the development control process will be used to reduce the impact of noise on people living and working in the City and which states that this will include consideration of the impact that development proposals which are likely to be generators of noise will have on amenity.
- 4.28 **Policy DC26.5** Development and Noise states that the Council will control noise levels by requiring, where necessary, high levels of noise insulation in new development, as well as noise barriers where this is appropriate.

GUIDE TO DEVELOPMENT IN MANCHESTER SUPPLEMENTARY PLANNING DOCUMENT AND PLANNING GUIDANCE (APRIL 2007)

- 4.29 Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all.
- 4.30 The SPD states that proposals should seek to ensure that the use of the building reflects their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity.
- 4.31 It goes on to state that developments that remain flexible and allow for new users and functions will be supported. Internal space within buildings should be designed such that it retains a long-term flexibility for adaptation for use by future users. The conversion of existing buildings for a range of new uses is encouraged, ensuring that proposals are fully accessible for disabled people.
- 4.32 In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

NATIONAL PLANNING GUIDANCE

- 4.33 The National Planning Policy Framework (NPPF) was first published in March 2012 and sets out the Government's approach and policies to planning. The most recent version of this document is the June 2019 edition. The NPPF is a material consideration in planning decisions.
- 4.34 At the heart of the Framework is a presumption in favour of sustainable development which should be pursued in a positive way (**Paragraph 10**). This presumption should apply to both plan-making and decision-taking.

- 4.35 **Paragraph 8** advises that sustainable development comprises three dimensions: economic, social and environmental. These dimensions are mutually dependent and as such positives relating to all three should be sought jointly and simultaneously in order to deliver sustainable development.
- 4.36 **Paragraph 11** states that decisions should apply a presumption in favour of sustainable development. For decisions this means that Local Planning Authorities should approve development proposals that accord with an up-to-date development plan without delay or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless, i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or ii. 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.
- 4.37 **Section 4** of the NPPF relates to 'Decision Making'. **Paragraph 38** states that Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.
- 4.38 **Section 7** of the NPPF relates to ensuring the **vitality of Town Centres**. The proposal would develop a currently underutilised site within the heart of the city centre, and add to the vibrancy of the city centre.

- 4.39 **Section 8** of the promotes healthy and safe communities. As part of this paragraph 91 states that planning decisions should aim to achieve healthy, inclusive and safe places which: promote social interaction through design features including the creation of active frontages; are safe and accessible, so that crime, disorder and fear of crime don't undermine quality of life or community cohesion; and enable and support healthy lifestyles, especially where this would address identified local health and well-being needs, such as through provision of accessible green space, shops and layouts that encourage walking and cycling.
- 4.40 **Section 9** of the NPPF relates to the promotion of **sustainable transport**. Paragraph 103 highlights that significant development should be focussed on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This will support reductions in emissions and reduce congestion. The site is located in order to make best use of existing sustainable transport modes and being located in the city centre is in easy reach of many services and facilities.
- 4.41 **Paragraph 109** states that, 'Development should only be prevented or refused on transport grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe'.
- 4.42 Development should prioritise pedestrian and cycle movements; facilitate access to high quality public transport; address the needs of those with disabilities and reduced mobility; create places that are safe, secure and attractive with minimal scope for conflicts between various road users; allow for efficient delivery of goods and emergency access; and be designed to enable charging of plug-in and other ultra-low emission vehicles (**Paragraph 110**). Development generating significant movement should provide a travel plan (**Paragraph 111**).
- 4.43 Section 11 of the NPPF related to 'Making Effective Use of Land'. Planning decisions should promote the effective use of land by making as much use as possible of previously-developed land (Paragraph 117). Further, decisions should; use mixed-use schemes and take opportunities to achieve net environmental gains, give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, support appropriate opportunities to remediate derelict land,

and supporting the development of under-utilised land especially, where this would help meet identified housing needs, and promote and support the development of under-utilised land and buildings (Paragraph 118 c).

4.44 Paragraph 122 states that planning policies and decisions should support development that makes efficient use of land, taking into account: the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it; local market conditions and viability; the availability and capacity of infrastructure and services; the desirability of maintaining an area's prevailing character and setting, or of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places.

4.45 Section 12 of the NPPF relates to achieving well-designed places. The revised NPPF increases the emphasis on high quality design and place making. **Paragraph 124** in particular states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. In summary planning policies and decisions should ensure that developments:

- will function well and add to the overall quality of the area;
- are visually attractive as a result of good architecture, layout and appropriate landscaping;
- are sympathetic to local character and history, including the surrounding built environment and landscape setting, whilst not preventing or discouraging appropriate innovation or change;
- establish or maintain a strong sense of place;
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and
- create places that are safe, inclusive and accessible and which promote health and well-being.

- 4.46 **Paragraph 128** - Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.
- 4.47 Section 14 of the NPPF advises in relation to addressing the need to meet the challenges of **climate change**. New development should avoid increasing vulnerability to the range of impacts arising from climate change. It should also be planned in ways which can help reduce greenhouse gas emissions, such as through location, orientation and design as discussed in **paragraph 150**. The use and supply of renewable and low carbon energy and heat should be increased (paragraph 151). In addition to the above, **paragraph 154** sets out that when determining planning applications local authorities should expect new development to comply with development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant that it is not a feasible requirement in respect of the development. New development should also be expected to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 4.48 **Section 15** of the NPPF deals with conserving and enhancing the natural environment. Planning decisions should contribute to and enhance the natural and local environment by avoiding unacceptable levels of soil, air, water or noise pollution. Additionally, proposals should seek to remediate and mitigate despoiled, degraded, derelict, contaminated and unstable land and provide net gains for biodiversity (**Paragraph 170**).
- 4.49 **Section 16** sets out policy requirements in relation to the historic environment. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance (**paragraph 184**). Applicants must describe the significance of affected heritage assets including any contribution made by their

setting including archaeological interest as necessary (**paragraph 189**). The level of detail should be proportionate to the assets' importance.

4.50 **Paragraph 190** then goes on to state local planning authorities identify and assess the particular significance of a heritage asset that may be affected by a proposal, to consider the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal. Local authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets; the positive contribution that conservation can make to sustainable communities; and the desirability of new development making a positive contribution to local character and distinctiveness (**paragraph 192**).

4.51 When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be), irrespective of whether harm is substantial or less than substantial (**paragraph 193**). Any harm to, or loss of, the significance of a heritage asset (from alteration or destruction, or from development within its setting), should require clear and convincing justification (**paragraph 194**). Where development would cause substantial harm to or total loss of significance of a designated heritage asset, consent should be refused unless the harm or total loss is necessary to achieve substantial public benefits that outweigh the harm or loss, or all of the following applies:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
- conservation by grant funding or some form of not for profit, charitable, or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use (**paragraph 195**).

4.52 Any less than substantial harm to the significance of a designated heritage asset should be weighed against the public benefits of the proposal (**paragraph 196**),

including, where appropriate, securing its optimum viable use. The effect on the significance of a non-designated heritage asset should be taken into account, with balanced judgement required as to the scale of any harm or loss and the significance of the heritage asset **(paragraph 197)**.

- 4.53 Local planning authorities should look for opportunities for new development in Conservation Areas and within the setting of heritage assets that enhance or better reveal significance. Proposals that preserve elements of setting that make a positive contribution should be treated favourably **(paragraph 200)**.
- 4.54 The National Planning Policy Framework (June 2019) is the latest in a sequence of similar policy statements recording successive Government's growing commitment to removing obstacles to investment, development and the creation of jobs. It is therefore an important consideration in the context of this proposal. In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations and they should ensure that they give appropriate weight to the need to support economic recovery and that applications that secure sustainable growth are treated favourably.

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

- 4.55 The NPPG is a material consideration in the determination of planning applications. It states that good design is integral to sustainable development and requires the creation of places that work well for everyone and are adaptable for the long term. It identifies key design issues including local character, safe efficient streets, crime prevention, access and inclusion, and cohesive and vibrant neighbourhoods.
- 4.56 Of particular relevance to this application is the Design: Process and Tools section. This states (Paragraph: 001 Reference ID: 26-001-20191001) that well designed places can be achieved through proactive and collaborative working at all stages of the opening process. Good design is considered under the following ten principles, as set out in the National Design Guide:
- Context;
 - Identity;
 - Built form;

- Movement;
- Nature;
- Public spaces;
- Uses;
- Homes and buildings;
- Resources; and
- Lifespan.

4.57 Pre-application discussions are noted as key opportunities for applicants and the local authority to discuss design and approach to development proposals. This gives authorities opportunity to inform and influence the design early which is considered a more efficient way of revising development proposals.

4.16 Also of particular relevance to this application is the, 'Historic Environment' section. This was updated in July 2019. Of particular note is paragraph 015 which provides guidance on viable uses for heritage assets and explains how these are taken into account in planning decisions. The paragraph states as follows:-

"The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also for the future conservation of the asset; a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised. The policy on addressing substantial and less than substantial harm is set out in paragraphs 193-196 of the National Planning Policy Framework. "

PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

- 4.17 The Application Site is Grade II and is located within the St Peter's Square Conservation Area. The Conservation Area designation given under the above Act provides the basis for policies designed to preserve or enhance all the aspects of character or appearance that define these areas' special interests. This includes the Conservation Area's setting, and views in and out of it.
- 4.18 Consistent with the NPPF, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant planning permission with respect to any buildings or other land in a conservation area, the local planning authority shall pay special attention to the desirability of preserving or enhancing the character or appearance of that area.
- 4.19 Similarly, the desirability of protecting the listed buildings and their settings is set out in Section 66 of the Act. Section 66 requires that in considering whether to grant planning permission for development that affects a listed building or its setting, the local authority shall have special regard to the desirability of preserving a listed

building or its setting or any features of special architectural or historic interest which it possesses.

5. PLANNING ASSESSMENT

5.1 Having set out the nature of the proposed development and the relevant policy background, this chapter considers the principal issues that are considered relevant in the context of this application:

- The Principle of Development
- Heritage Considerations
- Design
- Access & Transportation
- Environmental Sustainability
- Amenity
- Disabled Access
- Environmental Considerations
- Reducing the Potential for Crime
- Construction Considerations

PRINCIPLE OF DEVELOPMENT

5.2 The application proposes the refurbishment and conversion of a Grade II listed building to provide for a 32 room/suite boutique hotel, within Manchester City Centre. The proposals seek to bring the long-term vacant and neglected upper floors of the building back into productive and viable use.

5.3 The application site is located within a mixed use area of the city centre which benefits from numerous existing civic, conference and hotel facilities, as well as many restaurants and bars at ground floor level. The area is adjacent to the central business districts and is close to many of the city's key attractions. The proposed hotel is therefore a complementary use, which will add to the city's existing hotel offer in quantitative terms and by offering more choice. The proposed duplex suites in particular will extend the current offer available in the city centre.

5.4 The upper floors of the property have been vacant and underused for at least eight years, and have not therefore been contributing to the economic performance of the city. Further, the vacancy of the floors has resulted in an unviable situation with

little or no maintenance being undertaken on the fabric of the building. The result of this has been the deterioration in the condition of the building resulting in water ingress and pigeon infestation, additional damage has been caused by fires. The current condition of the building therefore represents a threat to it as a heritage asset. The proposals include works to restore the fabric of the building, including re-roofing, and will result in the upper floors of the building being brought back into an active viable use to ensure its long term future.

- 5.5 The proposed development reflects the general character of the City Centre and the application site is located within a highly sustainable urban location. The principle of the development is reinforced by the strategic policies of Manchester's core strategy which seeks to focus the majority of new development within the City Centre.
- 5.6 Core Strategy Policy SP1 outlines that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, whilst Policy CC1 confirms that the provision of a range of economic development uses, such as retail, leisure, entertainment, cultural and tourism facilities, will be encouraged in the City Centre, to support the development of a vibrant employment location attractive to businesses, employees and visitors to the City Centre.
- 5.7 The Core strategy also makes it clear that new hotel developments, which contribute to the quality of the City Centre hotel 'offer', will be supported by the Council as they help to enhance the provision of visitor facilities (Policy CC4).
- 5.8 Although the lawful use of the building's upper floors is for B1 office use, such a use has not operated from the building for over eight years and therefore there is no real loss of employment space from the city centre. Marketing has taken place over this period and has not resulted in the identification of a tenant for the upper floors. This is likely in part due to the poor access arrangements to the upper floors. Given the existing restaurant use on ground floor, access to the offices on the upper levels would need to be taken through the existing side door. This stepped access leads directly into an internal flight of stairs beyond which would be the main lift and stair core. There is no reception space and no room for a staffed reception desk, nor the ability to create disabled access.

- 5.9 In contrast, there are synergies between the proposed hotel and existing ground floor restaurant, which is now within the same ownership, which allow the creation of a shared restaurant and hotel entrance and reception area which includes full disabled access provision. Due to the nature of office and restaurant uses, it would not be possible to share a reception and entrance space between these two uses to overcome the issues identified above in relation to office use.
- 5.10 For these reasons, as well as the many benefits of the scheme, it is considered that the loss of a relatively small amount of space lawfully, but not functionally, in office use, would not be detrimental to the City Council's development objectives or the aims of the Development Plan taken as a whole. It is therefore considered that the principle of development is acceptable.

HERITAGE CONSIDERATIONS

- 5.11 The application is accompanied by a comprehensive Heritage Statement which has been prepared by Stephen Levrant Heritage Architecture (SLHA). This document considers the significance of the property and specific features of interest, as a preliminary to considering the impact of the proposals on the Grade II listed building. The report concludes that there will be no impact on the character or appearance of conservation areas and therefore does not include a detailed assessment in this regard. A summary of the building's significance is set out in Section 2 above. In relation to its evidential, historical, aesthetic and communal values, the statement concludes as follows:-

- building aesthetic value/ significance – high;
- exposed timber beams, joists and floor boards, single rows of cast iron columns to first and second floors, exposed roof timber roof structure at third floor level – considerable role in reflecting the buildings' historic, aesthetic and communal value;
- former service stair to rear original stone stairs and cast iron bannister/ rail – considerable significance;
- rear service stair timber sections to upper floors – low significance;
- lightwell/ riser structure, altered brick partition to 1st and 2nd floors – no significance;

- roof structure – considerable significance; and
- roof covering – low significance.

5.12 The proposed works are necessary in order to bring the building back into active use. The Heritage Statement itemises each element of work and assesses its heritage impact. In summary it concludes that there is one instance of moderate beneficial impact (changes to the entrance lobby); as well as seven instances of minor beneficial impact (including refurbishing the windows, alterations to existing roof lights, re-roofing the building, and repairing the fire damaged timber), three instances of neutral impact (including the creation of the bin store to Bootle Street, and the works to the chimney stacks), ten instances of negligible adverse impact (including inserting the mezzanine floor, inserting new roof lights, inserting the plant deck, inserting floating floors, removing internal walls and adding new stair risers), nine instances of minor adverse impacts (including inserting new M&E, inserting a smoke vent, removing and infilling the rear stair and chimney stack on the upper levels and the installation of a dry riser cabinet to Bootle Street), and nine instances of moderate adverse (including underdrawing ceilings, installing partitions to the open floor plates, and lining columns).

5.13 On balance, the report concludes that the proposals will not affect the character of the Grade II listed building as a building of special architectural or historic interest. The proposals reflect the minimal works required to refurbish the building for hotel use and will only necessitate minimal physical intervention to the historic fabric. Although the alterations impact the plan form of the building to the first, second and third floor, overall the proposals are considered to have a beneficial impact in bringing majority of the building into a new use whilst being predominantly reversible. Overall, the report concludes that the proposals will have a cumulative beneficial physical impact and as such meets policy requirements.

5.14 In our view the proposed development is consistent with the relevant policies of the Manchester UDP (DC18.1 and 19.1) and Policies CC9, EN1 and EN3 of the Core Strategy. It is also consistent with the strategic advice of the NPPF with specific regard to the aim of conserving and enhancing the historic environment.

DESIGN

- 5.15 There are very few proposed alterations to the exterior of the building which require planning permission, with the exception of the installation of new plant on the roof. Such plant has been located so as to minimise visual impacts and to remove it from view from street level. In terms of additional external listed building works, this includes re-roofing the building, refurbishing the windows and installing a replacement door on Peter Street. Such works will reuse the existing roof slates and window frames as far as possible, and if necessary, include replacements sympathetic to the original. This is described in more detail in the Design and Access Statement and the Window Refurbishment Schedule.
- 5.16 Internally, the proposals at this stage relate to the laying out of the proposed hotel bedrooms. The interior design scheme will be developed in due course and further details submitted via condition discharge or through a new listed building application, as required.
- 5.17 It is considered that the development is consistent with aims of the NPPF. By contributing towards the economic viability of Manchester City Centre, through high quality design details and overall care, proposals will also accord with the relevant Core Strategy Policies including EN1 & CC9.

ACCESS / TRANSPORTATION

- 5.18 Paragraph 109 of the NPPF states that development should only be prevented or refused on transport grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.19 The Transport Statement (prepared by SK Transport) assesses the traffic, transport, parking and accessibility impact of the proposal. The Transport Statement shows that the site is in a highly accessible location and opportunities for sustainable travel are excellent. It is also shown that the proposal will be associated with minimal traffic effects that will not cause an impact on road safety, amenity or parking levels.

- 5.20 The Transport Statement concludes that the proposal meets the requirements of paragraph 109 of NPPF and will not result in unacceptable effects on road safety or a severe impact on highway operation.

ENVIRONMENTAL SUSTAINABILITY

- 5.21 The proposals will incorporate energy saving strategies to limit the use of energy, reduce CO2 emissions and conserve water. Full details can be found in the Energy Statement and the Environmental Standards Statement, which form part of the application submission. The reports demonstrate that the development will accord with a wide range of principles intended to promote the responsible development of an energy efficient building integrating sustainable technologies from conception, through feasibility, design and build stages and also in operation.
- 5.22 Given that the upper floors of the building have been vacant for some time and given the extent of works proposed, bat and bird surveys were undertaken at the site to assess the potential risk of impacts to protected species. This concluded that the building held no evidence of use by bats. Pigeons are using the building and therefore the report makes recommendations, including for any proposed works taking place during the bird nesting season. No further ecological surveys are recommended and no special measures are required in relation to bats and their roosts.

AMENITY

- 5.23 All rooftop plant will be located within the roof top plant area. **Ventilation** and **Energy** Strategies have been provided, in addition to mechanical and electrical space planning drawings, which record the anticipated approach with regard to heating and ventilation. The design of the proposed plant and space planning accounts for the risers and roof top plant belonging to the existing restaurant use on the ground floor.
- 5.24 The application is also accompanied by a **Noise** Survey Report. The report is based on the requirements of the City Council and sets out the results of the noise survey. The report sets out specifications for the proposed plant and states that the proposals are expected to comply with the relevant noise limits.

- 5.25 An assessment of noise transfer between the ground floor restaurant and first floor hotel has been carried out along with advice on additional floor build up to bring noise levels to an acceptable level. The actual detail of the proposed floor is provided within the detailed design drawings and this should allow compliance with the required standards.
- 5.26 An assessment of environmental noise ingress to the hotel bedrooms has also been carried out. The glazing and ventilation configurations proposed will be capable of controlling noise ingress to required levels.
- 5.27 A **Refuse** Management Strategy has been prepared by Kro Hospitality, and a Waste Management Pro Forma has also been submitted. These demonstrate that due consideration has been given to storage and collection arrangements, and access for refuse collections in order to avoid adverse impacts on amenity. The strategy also demonstrates that the segregation and recycling of waste will be encouraged through the development. It is understood that Manchester City Council require that bins are stored internally and not on the street. There is an internal refuse store within the proposed hotel which will be used for the temporary storage of refuse in bin bags. The hotel demise is not able to accommodate an internal bin store. Asha's restaurant on the ground and lower ground floors will therefore be modified to include an internal bin store for use by the restaurant and hotel. This will be a benefit of the development as at present, bins for the restaurant are stored on the street.

DISABLED ACCESS

- 5.28 The Design and Access Statement describes the proposed accessible features in detail. In relation to the bedrooms, the proposals incorporate two accessible rooms (6.25%) on the first and second floors (units 101 / 201). The level of provision of wheelchair accessible rooms meets with British Standards. Although there is a desire from Manchester City Council to provide 10% accessible rooms in hotels, it is not possible to achieve this in this scheme where viability is already an issue. Wheelchair accessible hotel rooms are more difficult to let and can command lower prices, as the majority of occupants do not need the extra facilities which such rooms provide, such as grab rails in the bathroom and seats in the shower etc, and these reduce the

overall aesthetic of the rooms which goes against the luxurious boutique hotel image which is intended to be created. Further, there is no policy basis for requiring 10% of hotel rooms to be wheelchair accessible and therefore it is considered that the disabled access into and through the building meets with national and local policy.

ENVIRONMENTAL CONSIDERATIONS

5.29 An **air quality** assessment, prepared by Temple, has been prepared for the application, this has determined the following:

- Baseline air quality conditions at the proposed development are expected to meet the NO₂ annual mean, NO₂ one-hour mean, PM₁₀ annual mean and PM₁₀ 24-hour mean air quality objectives in both the construction and operational years.
- The screening of traffic during the construction phase in relation to air quality has determined that construction traffic impacts will be negligible and not significant.
- The dust risk assessment has identified that construction activities pose a low dust risk, however with the implementation of the mitigation measures detailed, the activities are not expected to result in significant impacts on local receptors.
- The screening of traffic resulting from the development during the operational phase in relation to air quality has determined that operational traffic impacts will be negligible and not significant.
- The assessment of air quality in relation to existing traffic sources during the operational phase has determined that pollutant levels are predicted to meet the air quality objectives in the year of construction and operation.
- The site is considered suitable for the development type proposed and no additional mitigation of exposure for new receptors introduced by the proposed development is required.

REDUCING THE POTENTIAL FOR CRIME

5.30 Greater Manchester Police have produced a Crime Impact Statement in support of the planning application. This notes many positives aspects to the development, including:-

- The location of the reception desk will allow staff to view those entering the building and those entering the circulation core of the hotel, allowing them to vet those entering the hotel and those going to the hotel floors.
- Hotel bedrooms are located on first floor and above, reducing the potential for noise disturbance from passers-by – particularly late at night and in the early hours of the morning.

5.31 The report goes on to make recommendations in relation to certain aspects of the development. These will all be considered further and addressed in the detailed design stages and include:-

- All ground floor external doors should be illuminated with dusk-til-dawn lighting. Recessed entrances should be particularly illuminated to a high standard to deter antisocial behaviour (such as loitering, vagrancy, and congregation).
- Staff should be given flexibility over permitting access into the building at different times of the day and night. The main entrance doors should be capable of being controlled by reception staff if required (e.g. at night) to prevent unauthorised access or nuisance/antisocial behaviour in/around the entrance lobby.
- Doors into hotel room corridors should only be accessible/operable by guest key card, ensuring that access can only be gained by guests of that specific area of the hotel.
- Lockers should be provided for all guests, located in close proximity to their bed. Lockers should be of robust construction and it is highly recommended that the locker be operated by a personal identification number (PIN) selected by each new guest.
- Access in to staff-only areas should be restricted to staff. Signage should be provided so that it is clear which areas are restricted to staff, to prevent confusion being used a legitimate excuse for accessing staff only areas.

5.32 In conclusion it is considered that the development is capable of complying with the relevant policies and standards in relation to secure by design.

CONSTRUCTION CONSIDERATIONS

- 5.33 It is the applicant's intention to commence the building fabric works which are the subject of these applications as soon as possible and therefore pre-commencement conditions need to be avoided. In anticipation of details of construction management being required, a preliminary construction site management plan has been submitted with this application for consideration. This will be supplemented with further detail in due course. This outlines the principles that will be adopted in relation to the construction stage and includes detail on logistics, location of scaffolding, servicing, parking, consultation, noise and hours of work.

6. SUMMARY AND CONCLUSIONS

- 6.1 This Statement describes the application proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, determination of the planning and listed building consent applications must be made in accordance with the development plan, unless material considerations indicate otherwise. Further, the listed building consent should be determined in accordance with Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.2 Pre-application discussions have taken place with officers of the Council and Historic England prior to submission of the application. The comments received have helped develop and shape the scheme into the form as presented by this application.
- 6.3 The proposed hotel will be an independent, luxury, boutique hotel operated by the applicant which will complement the hotel offer elsewhere in the city centre and provide additional capacity and choice in what is a healthy hotel market within the city centre.
- 6.4 The application has been considered against the policies of the current development plan and national government guidance. It has been illustrated that the proposal conforms to the criteria set out in these policies and that the principle of development is acceptable. This report clearly demonstrates that the proposed development has policy support and is aligned with policy.
- 6.5 In summary the proposal will:
- bring a long-term vacant building, which is in a poor state of repair, back into full operational use;
 - secure the long-term future of the listed building;
 - secure the full restoration of a Grade II listed building which has suffered from neglect and fire damage on two occasions;
 - provide equal access arrangements for all into and throughout the building;
 - provide a high-quality boutique hotel within the city centre providing more bed-capacity and choice for visitors;

- assist in boosting the tourism and visitor economy in Manchester;
- bring additional activity to Peter Street which would benefit from further footfall;
- provide employment for around 40 people; and
- due to the relationship between the existing restaurant and proposed hotel use, improve the viability of the restaurant which in turn benefits the wider area by providing activity, overlooking, natural surveillance and increasing feelings of security.

6.6 Statute requires that this application be determined in accordance with the development plan unless material considerations dictate otherwise. This proposal satisfies all relevant national and local policy considerations. In these circumstances, this application should be welcomed, and planning permission and listed building consent granted accordingly.