13 May 2016
Delivered via Planning Portal

Mr D Brettell
Manchester City Council
Town Hall
Albert Square
Manchester
M2 5DB

Dear David

FULL PLANNING APPLICATION AND APPLICATION FOR LISTED BUILDING CONSENT FOR THE CHANGE OF USE AND CONVERSION OF THE BASEMENT LEVEL OF MASSEY CHAMBERS, NO 6 BOOTH STREET, MANCHESTER

On behalf of my client, King Street Investments, I am pleased to enclose a full planning application and application for listed building consent for the part change of use and conversion of the basement level of Massey Chambers (No 6 Booth Street) in Manchester. The development involves a full planning application for the part change of use of the basement level of Massey Chambers from a restaurant (Class A3) to form part of the neighbouring hotel development (Class C1). An application for listed building consent is also submitted for internal alterations to the grade II listed building.

The application(s) are submitted via the Planning Portal (ref: PP-05139921) and comprise the following documents:

- Completed application forms and certificates;
- This covering letter;
- Detailed architectural drawings, prepared by DV Architects;
- Design and Access Statement, prepared by DV Architects;
- Construction Method Statement, prepared by DV Architects;
- Heritage Statement, prepared by Turley;
- Noise Study (prepared by Fisher Acoustics);
- Statement on Disabled Access. prepared by Turley;

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- Waste Management Strategy for King Street Townhouse Hotel (ref: EDDM/TURL/WMSrev1), prepared by Turley.
- Door Access Statement & Plan, prepared by King Street Investments; and
- Ventilation Strategy, prepared by SWAN Projects;
- Internal Photographs (Ref: EDDM/TURL/IP01), prepared by Turley;
- Route of Disabled Access (ref: EDDM/TURL/RDA2), prepared by Turley;

A cheque for the £385 as the requisite application fee has already been submitted to Manchester City Council.

PLANNING HISTORY AND CONTEXT

Massey Chambers (6 Booth Street) was designed by architect Edward Salomons in the ornate Renaissance architectural style and was built for Thomas Jepson (a local solicitor) in the mid to late 19th century (c.1872). The building is located within the Upper King Street Conservation Area which is characterised by a mix of large Victorian and Edwardian banking and commercial buildings.

The upper floors of Massey Chambers were converted from offices into residential apartments in 1994 (Ref: 045670/LO/CITY1/94). As part of these works, it is noted that *'the former restaurant use to the basement is to be maintained*[1]*'* which confirms the use of the basement at this time. As part of these works, elements of the basement were partitioned / subdivided. In 2002, a change of use of the basement level to a dental surgery (class D1) was approved (Ref: 065214/FO/CITY1/02) and in 2004, planning permission was sought to change the use of the basement level to a restaurant (class A3) which was approved (Ref: 073384/FU/2004/C1). The unit has since been vacant for a number of years.

Full planning permission and listed building consent was granted for the conversion and extension of the neighbouring 8-10 Booth Street on 17 March 2014 (Ref: 104475/FO/2013/C1). The approved development included the conversion of a former office building into a 40 no. bed hotel with ancillary bar, restaurant and conference facilities with rooftop extension (now completed and operating). More recently, full planning permission and listed building consent was granted on 25 November 2015 for the part change of use and internal alterations to the basement level of Massey Chambers and the creation of openings through into the neighbouring hotel development (Refs: 110085/LO/2015/C1 & 110084/FO/2015/C1).

PROPOSED DEVELOPMENT

This application seeks full planning permission and listed building consent for the change of use and alteration of the basement level of Massey Chambers (6 Booth Street) to form part of the neighbouring hotel development. The proposed works can be summarised as follows:

- Change of use of existing basement level from restaurant (Class A3) to form part of the neighbouring hotel development (Class C1); and
- Internal alterations (minor subdivision).

[1] Manchester City Council (1994) Application Ref: 045670/LO/CITY1/94

The proposals are explained in detail within the accompanying Design and Access Statement and detailed drawings. In summary, the proposals form part of the wider hotel development, the King Street Townhouse Hotel, at No. 8-10 Booth Street and involves extending into the basement of Massey Chambers in order to support and complement its use with the reconfiguration of the food preparation area and the creation of a conference room and meeting room/wine cellar.

King Street Investments (operating as Eclectic Hotels) owns a number of high quality hotels in Manchester, including the Great John Street Hotel, Eleven Didsbury Park and Didsbury House and is a Manchester based company. It is a high quality brand and the proposals will support the neighbouring flagship development, King Street Townhouse, which has recently opened to the public.

PLANNING POLICY CONTEXT

Relevant planning policy and guidance contained in:

- The Development Plan comprising:
  - Manchester Core Strategy (2012)
  - Saved policies of the Manchester Unitary Development Plan (UDP) (1995)
- The National Planning Policy Framework
- Local supplementary planning documents / guidance including:
  - Design for Access 2 (2003)
  - Guide to Development in Manchester SPD (2007)

The key messages from this policy context are summarised below.

Development Plan

Manchester Core Strategy

The Manchester Core Strategy was adopted in July 2012.

Policy CC4 (Visitors – Tourism, Culture and Leisure) confirms that the City Centre will be the focus for culture and leisure in the City Region. New hotel development which contributes to the quality of the City Centre hotel offer will be supported. The supporting text confirms that:

"The availability of hotel rooms is important to support conference events, as well as other visitor-oriented activities. It is also vital that the quality of hotel provision enhances the reputation of the City to visitors. The Council will use the planning process as an opportunity to improve the quality of hotel developments."

Policy EN3 (Heritage) confirms that proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The Core Strategy also contains a number of development management policies which seek to ensure that new development:

- has an acceptable impact on amenity, is fully accessible, provides for refuse storage and collection and promotes community safety and crime prevention (Policy DM1);

- reflects the City's heritage and continues the rich pattern of activity in the core area (Policy EN1); and

- minimises construction and operational waste (Policy EN19).

Manchester Unitary Development Plan (UDP)

The Manchester Unitary Development Plan (UDP) was adopted in July 1995. Whilst the majority of the UDP policies have since been superseded by the Core Strategy, a number of development management policies of relevance to this application remain saved.

As set out at Policy DC19.1 (Listed Buildings), when determining applications for listed building consent, 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. The change of use of a listed building will not be permitted where it would have a detrimental effect on the character of appearance of the building.

National Planning Policy

National Planning Policy Framework

The National Planning Policy Framework ("the Framework") sets out the Government's planning policies for England and how these are expected to be applied.

The presumption in favour of sustainable development is the 'golden thread' running through the Framework. For decision taking, this means approving development proposals that accord with the development plan without delay[2]. Local Planning Authorities are encouraged to approach decision-taking in a positive way looking for solutions rather than problems, and working proactively with applicants to secure development that would improve the economic, social and environmental conditions of the area[3].

Of relevance to this application, the Framework states that:

- the planning system should do everything it can to support sustainable economic growth in order to create jobs and prosperity. Significant weight should be placed on the need to support economic growth (Paragraphs 18 & 19).

- investment in business should not be over-burdened by the combined requirements of planning policy expectations. Local authorities should positively and proactively encourage sustainable economic growth and support existing business sectors (Paragraph 21).

- when determining applications, applicants should describe the significance of any heritage assets affected. 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 128).

- in determining applications, LPAs should take account of:

  – the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; and

  – the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality (Paragraph 131).

[2] DCLG (2012) National Planning Policy Framework, Paragraph 14
[3] DCLG (2012) National Planning Policy Framework, Paragraphs 186 & 187

Supplementary Planning Documents / Guidance

Manchester Council has produced a number of Supplementary Planning Documents / Guidance (SPG/Ds) which provide further explanation to development plan policies. These documents are material considerations in the determination of this planning application. Relevant SPG/Ds are summarised below:

- **Design for Access 2 (December 2003)** – provides best practice guidance on accessibility. It confirms that accessibility needs to be considered as an integral part of the design and development process, and the document provides access guidance in respect of a range of different developments, covering both buildings and the public realm. In addition to access standards for particular types of developments, Design for Access 2 also provides information on how best to incorporate particular features.

- **Guide to Development in Manchester SPD (April 2007)** – provides guidance to inform the development of the City by highlighting its many and varied existing qualities and describing how they can be enhanced in the future. The SPD also provides additional guidance as to the Council's meaning of 'high standard of design'.

PLANNING APPRAISAL

The proposed development is assessed against the relevant planning policy context below. The key issues to consider are:

- principle of change of use;
- noise and residential amenity;
- potential impact on heritage assets; and
- other technical considerations (including access and waste disposal).

These topics are discussed in turn below.

Principle of Change of Use

As previously stated, the application proposals relate to providing facilities to support the neighbouring King Street Townhouse Hotel in Manchester City Centre. The development proposes the re-use of the basement level of the grade II listed Massey Chambers which has been vacant for a number of years. The principle of the development is in accordance with the strategic policies of the Core Strategy as it will supplement the neighbouring high-quality hotel offer, in full compliance with Policy CC4. The Core Strategy makes clear that developments which contribute to the quality of the City Centre hotel offer will be supported by the Council.

As aforementioned, the basement level of the building has been vacant for a number of years. The conversion of listed buildings to ensure that they are brought back into beneficial use and are maintained is given clear policy support within both the Core Strategy (Policy EN3) and the saved policies of the UDP (Policy DC19.1). This objective is also consistent with the relevant paragraphs of the Framework.

The proposed development involves the conversion of the existing basement level of the building for an employment-generating use. The proposed use of the building in conjunction with the wider hotel development will contribute to the visitor/tourism economy in Manchester and is particularly well located to serve both the business visitor market and those visiting City Centre attractions. In this way, paragraphs

18 and 19 of the Framework make clear that the Council should place significant weight on the need to support the Proposed Development.

On this basis, the principle of the development is compliant with Policies CC4 and EN3 of the Core Strategy, Policy DC19.1 of the UDP and the Framework.

Noise and Residential Amenity

A Noise Study (dated 17/04/15) was prepared by Fisher Acoustics based on the original proposals which set out a series of recommendations for noise attenuation. This involved under-drawing the ceiling within the conference room (due to amplified noise) and drylining the existing party walls. Since then, the proposals have been revised and the layout slightly reconfigured. Amplified systems are no longer proposed to the conference room, thereby maintaining the exposure of the vaulted ceiling. The meeting room/wine cellar has also been moved away from the existing bedroom to the apartment above.

As set out within the revised Noise Study (dated 13/05/16), no remedial measures to improve the sound insulation would be required to maintain the amenity of the residential apartment above or to comply with Approved Document E of the Building Regulations. The proposed use of this space will therefore not affect the amenity of the existing residents on the upper floors within Massey Chambers.

Potential Impact on Heritage Assets

The significance of Massey Chambers is principally derived from its decorative external elevations, surviving internal features (to parts of the building), its association with the architect Edward Salomons and its group value with neighbouring buildings. The proposals relate solely to the basement level of Massey Chambers. The functional nature of the basement remains legible and the brick vaulted ceilings supported by cast iron columns combined with the open plan form of the space makes a degree of contribution to the significance of the listed building. The basement is, however, a lower status floor and makes a lesser contribution to the significance of the listed building relative to the contribution made by the upper floors and external elevations.

The application proposals are based on a clear understanding and appreciation of the significance of the grade II listed Massey Chambers. The proposals involve the part subdivision and reconfiguration of the basement level of the building, allowing for the space to be used as part of the neighbouring hotel development at No. 8-10 Booth and to support and complement its use. It is proposed to subdivide part of this floor level with modern partition walls in order to accommodate the proposed uses (conference room and meeting room/wine cellar). These partitions have been carefully positioned and well designed to ensure minimal physical impact on original or historic fabric. The proposals incorporate clerestory glazing between the partition walls and vaulted ceiling (where possible) in order to allow for a continued appreciation of the ceiling and original volume of the space.

Following pre-application discussions with Manchester City Council, the proposals have been reconfigured to reduce the size of the consented food preparation area and reconfigure the location of the proposed conference room and meeting room/wine cellar. This revised scheme significantly reduces the amount of partition walls within this space, allowing for a continued appreciation of the cast iron columns and vaulted brick ceiling. This appreciation has been maintained through the use of clerestory glazing and full height glazing to the partition walls.

The proposals originally involved the use of full height glazing but this has since been revised to present a more informal arrangement to help support the frame whilst also avoiding the appearance of a standard office/commercial space. The frame itself will be timber panelled, in-keeping with the interior of the hotel. The brick vaulted ceilings and cast iron columns will remain exposed and visible in all the communal areas and private rooms. Original proposals involved the use of acoustic insulation to the ceiling of the

conference room for noise attenuation, concealing part of the exposed vaulted brick ceiling. Following pre-application discussions, this has been omitted.

Overall, it is considered that the subdivision of this space will not affect the significance of the listed building. The application proposals have been subject to extensive pre-application discussions and a series of measures have been designed into the scheme to ensure there is no conflict with the existing features, namely the retained exposure of the brick vaulted ceiling and cast iron columns and the use of clerestory glazing, full height glazing and reversible partition walls.

The proposals are considered to sustain the significance of the grade II listed Massey Chambers, in accordance with s.16 and s.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The basement of Massey Chambers has been vacant for a number of years and the conversion and utilisation of this space as part of the neighbouring approved hotel development will secure a use for this part of the listed building in accordance with paragraph 134 of the NPPF, Core Strategy Policy EN3 and UDP Policy DC19.1.

OTHER TECHNICAL CONSIDERATIONS

Access

The basement of Massey Chambers is currently accessed by two stepped entrances from Booth Street and Kennedy Street. The proposed scheme represents an opportunity to link the basement of Massey Chambers with the King Street Townhouse Hotel, providing an advantage over the existing situation by providing level access through the hotel via the lift, ensuring disabled access and compliance with the Equality Act. Any independent proposal separate from the hotel could not achieve disabled access without the insertion of a lift and associated alterations to the external and internal fabric of the listed building as there is no level access from the street. A Door Access Statement is submitted which confirms how the basement level would be accessed.

It is confirmed that the principal access for guests will be through the neighbouring hotel (providing level access via the service lift). Staff and deliveries will be accessed via the Kennedy Street door as approved under the most recent planning permission. It is anticipated that the Booth Street door will be used as a fire escape and will be made available for use under requested circumstances. There will be no doorbell, intercom or associated paraphernalia. In accordance with the 2015 planning permission, the doors to Kennedy Street and Booth Street will both be access controlled.

Disabled access for guests of the hotel can be obtained via the service lift located in the kitchen area of the ground floor, please see the submitted ‘Route for Disabled Access’. This shows the route that a wheelchair user would take to gain access to the basement level of the building from the hotel. This scheme will allow disabled access to the basement level and will ensure compliance with the Equality Act.

The Proposed Development will allow disabled access to the basement level for guests of the hotel and will ensure compliance with the Equality Act. On this basis, the proposal accords with Core Strategy Policies CC5 and T2.

Waste Management

It is intended that the waste management of this space will be controlled as part of the neighbouring hotel development (ref: 104475/FO/2013/C1). This is detailed further within the Waste Management Strategy (ref: EDDM/TURL/WMSrev1) submitted as part of the discharge of condition 19 attached to the aforementioned permission. For reference, this has been submitted as part of this application. Through demonstrating the principles and sustainability of waste management for the proposed use, the Waste Management Strategy accords with Policy EN19 of the Core Strategy.

Ventilation

As Massey Chambers is to form part of the King Street Townhouse Hotel, it will benefit from the main hotel's air conditioning and ventilation system. This is detailed within the accompanying Ventilation Strategy prepared by SWAN Projects. It is confirmed there will be no externally mounted plant equipment as part of this application.

Highways

It is confirmed that the existing doors to the building (to Kennedy Street and Booth Street), both of which open inwards, will be retained and re-used thereby according with MCC Design for Access 2. It is also confirmed that there are no external alterations proposed as part of this application.

OTHER CONSIDERATIONS

Opening Hours

It is proposed that the hours of opening/use of this part of the basement are consistent with those submitted for the neighbouring King Street Townhouse Hotel. For clarity, the basement level will be open between 6:30am to 2am, 7 days a week.

Consultation

A meeting was held in May 2015 with the residents of the three apartments located above the basement level of Massey Chambers. During this meeting, the proposed use, original layout and acoustic treatment to be undertaken to this space was discussed. Acoustic treating was also undertaken to an apartment on the ground floor (above the proposed area). The Acoustic Report, prepared by Fisher Acoustics, was then provided to two of the residents (Damien Callaghan and James Foo) who then forwarded it to other residents on the ground floor. Whilst the layout has changed, the acoustic treatment proposed will remain.

CONCLUSIONS

This application seeks full planning permission for the part change of use of the basement level of Massey Chambers (6 Booth Street) to form part of the neighbouring King Street Townhouse Hotel at 8-10 Booth Street. Listed building consent is also sought in relation to the proposed internal works to the grade II listed building. The application presents an opportunity to provide a viable new use for the currently vacant remaining basement level which will form part of the neighbouring hotel and support and complement its use.

Paragraph 14 of the Framework sets out a presumption in favour of sustainable development and calls for decision-takers to grant planning permission unless the harm of doing so would significantly and demonstrably outweigh the benefits. In this case, the application proposals comprise sustainable development in accordance with the definition set out in the Framework. On this basis, it is respectfully requested that planning permission and listed building consent be granted.

I trust that you have everything you require to register and validate this application. However, should you require anything further, please do not hesitate to contact me.

Yours Sincerely



Jack Haw
Planner, Heritage