
Planning Statement

Change of use of upper floors from offices (Use Class E) to hotel (Use Class C1), including limited infilling of lightwells.

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1. Introduction & Background

- 1.1. This Planning Statement has been prepared on behalf of Criterion Capital (herein 'the Applicant') in support of a full application for the change of use of the Royal Buildings, 2 Mosley Street, Manchester. The description of the development is as follows:

Change of use of upper floors from offices (Use Class E) to hotel (Use Class C1), including limited infilling of lightwells.

- 1.2. The Statement provides an appraisal of the proposed development in relation to planning policies within the development plan, national guidance and other relevant policy documents, to assist the Local Planning Authority's (LPA's) consideration of the suitability of the proposal.
- 1.3. The application site is located in Piccadilly Gardens (within the Deansgate Ward), and measures approximately 0.1087 ha. Due to its location at the corner of Market Street and Mosley Street, it occupies as pivotal location fronting Piccadilly Gardens (Piccadilly Gateway), which most visitors to the city via train will walk through on their way to the mainstream Primary Shopping Area (otherwise known as the Retail Core) focused on Market Street & the Manchester Arndale.
- 1.4. The Site's prominent location and proximity to major transport links presents significant potential to greatly enhance the building and to make a more impactful positive contribution to the area by delivering and promoting a unique hotel offer to the Manchester hotel market.
- 1.5. The building was constructed in 1909 following the demolition of the previous building on the site (known as the Royal Hotel, which is where the Football League was founded in 1888 as commemorated by a red plaque on the site). Royal Buildings comprises a ground plus four storey mixed use building. It presently comprises ground floor commercial units (with one presently vacant and another occupied by Burger King who also occupy part of the first floor). The upper floors have historically been used for office/education but are now mostly vacant (aside from the Manchester Central School of English on the second and third floor which is due to vacate the building in June 2024).
- 1.6. The proposals comprise change of use of the existing upper floor offices to a hotel with 187 rooms including 10 accessible rooms. This is to be achieved through a reconfiguration of the internal floor layout and partial infilling of lightwells.
- 1.7. The existing façade of the building will remain unchanged through these works (and no major extensions are required), with the proposed internally facing floorplan model preventing impact on the original windows.
- 1.8. The buildings surrounding the proposed development comprises a mix of office, retail and hotel uses.
- 1.9. The site is situated in a key location for development, forming part of the City Centre and benefiting from its ease of access to the wide range of services and facilities that are on offer.
- 1.10. The application is supported by this Planning Statement, along with the following documentation:

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Table 1: Accompanying Planning Documents

Supporting Document	Prepared By
Air Quality Assessment	Redmore
Blue and Green Infrastructure Statement	Ridge
Crime Impact Statement	Greater Manchester Police
Design and Access Statement (including Management Strategy)	Buttress
Ecology Statement	Collington Winter
Economic Impact Assessment	Savills Economics
Environmental Standards and BREEAM Pre-Assessment	Ridge
Framework Travel Plan	Vectos
Heritage Statement	Buttress
M&E & Ventilation Strategy	Ridge
Noise Impact Assessment	Savills Acoustics
Servicing & Waste Management Strategy	Vectos
Transport Statement	Vectos

1.11. The application is also accompanied by a full set of drawings prepared by Buttress.

The Applicant

1.12. Criterion Capital Ltd (Criterion) is the applicant and has full ownership of Royal Buildings.

1.13. Criterion presently have a hospitality portfolio comprising 4 hotels with a total 1,100 rooms and 29 apartments, with a further three additional hotels currently under construction, which will deliver a further 1,222 rooms to their portfolio.

1.14. Criterion retain ownership of their hotels and provide ongoing management of each operation in-house to ensure that all of their assets are operated effectively and with the highest level of care and quality.

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- 1.15. The hotel at Royal Buildings will be brought forward under Criterion's Zedwell Hotel brand. Zedwell is a hotel lifestyle concept designed to promote sleep, positive health & wellbeing. Zedwell seeks to provide its customers a private sanctuary located within busy city locations, transporting its guests into a calm & balanced state of mind. The Zedwell concept seeks to deliver its concept for a good night's sleep at an affordable level and always in a great urban location.
- 1.16. Criterion operate two successful Zedwell Hotels in London (Piccadilly and Tottenham Court Road). The Zedwell Hotel proposed for Royal Buildings will be the first outside of London.
- 1.17. Zedwell Hotels incorporate sustainable development principles into all of their developments through prioritising the re-use of existing buildings, and through the incorporation of considered design and initiatives relating to the management of the building. This is all underpinned in Zedwell's ESG Strategy, which includes but is not limited to climate change mitigation and adaptation; water management, and diversity and inclusion.
- 1.18. Each Zedwell Hotel is purposefully located within key central locations. They share a distinctive Zedwell experience, yet individually focus on specific elements of spirituality. The brand is based on nature-inspired décor with calming colours and natural or recycled materials. Rooms range from private cocoons to family rooms with bunks for groups. Self-check-in desks and a self-care vending machines are provided within in the reception and entrance areas. Minimal front of house areas are provided, with no provision for F&B within the model. This is due to the city centre locations which are central to the brands ethos of convenience and affordability. The targeted demographic is Midweek Business, and Transient/Weekend Leisure visitors. It is only bookable through online travel agencies or directly through their website.
- 1.19. Zedwell are fully managed in-house from design through to construction. 80% of the housekeeping staff is directly employed by Criterion and only a 20% is employed through an agency. The whole of the maintenance staff is employed directly by Criterion. Zedwell's aim in Piccadilly Gardens is to employ local people.
- 1.20. Zedwell is proud to donate 2% of sales to charities that support education for underprivileged and disadvantaged communities across Britain.

Economic Context

- 1.21. The following summary has been extracted from the Economic Impact Assessment that accompanies the planning application.
- 1.22. Manchester is a significant driver of the Northern UK economy. On the key measures of gross value added (GVA) and employment, the headline messages are strong, reflecting the positive changes in Manchester's economic and demographic position over the last decade. Greater Manchester's GVA has gradually grown over the last decade with a slight contraction in 2020 caused by the pandemic.
- 1.23. This contrasts to the development of the tourism industry, that grew at a faster rate than the wider economy until 2019, but was far more heavily affected by the pandemic. The post-pandemic recovery has been strong, however, in 2021 (the last year data is available for), tourism GVA was still below pre-pandemic levels.

- 1.24. The Economic Impact Assessment has assessed which industries are the largest contributors to and drivers of Greater Manchester's economy by analysing the proportion of jobs in the respective industries. It concludes that Accommodation and Food Services is the 6th most important driver of Greater Manchester's economy contributing 8.4% to the city's employment market, thus, providing crucial job opportunities for Greater Manchester's residents. The number of employees in this industry sector has grown by 20% from 2015, from being 7th the most important sector in 2015. It is important to note that Accommodation and Food Services provide a larger share of total employees in Greater Manchester than in Great Britain on average (7.5%), highlighting the city's status as an increasingly important hub and destination for both national and international tourists.

Tourism Context

- 1.25. Manchester has emerged as a vibrant destination, attracting domestic as well as international visitors and has experienced significant growth in its tourism sector over the past decade. With its rich industrial heritage, iconic landmarks, world-class sporting events, renowned universities, and a thriving music and arts scene, the city has become a must-visit destination for travellers seeking a diverse and dynamic experience. Leading global travel guide Lonely Planet has unveiled its global top destinations to visit in 2023, with Manchester included in the 30 must-visit locations, making it the only UK city to feature in the list.
- 1.26. In recent years, this has been boosted by significant investment in new world class facilities and events, such as the Whitworth Art Gallery and the forthcoming Factory Manchester in St John's (which will become a permanent home for the Manchester International Festival) to name but a few, which have become recognised globally. The Bridgewater Hall also hosts over 250 performances per year, which attracts an estimated 500,000 visitors per annum. In addition, and due to open in Spring 2024 at the Etihad campus, Co-op Live will be the UK's biggest indoor arena with a capacity of 23,500, and will be the UK largest purpose built music arena.
- 1.27. Adding to the accolades, National Geographic has announced that Manchester will be included in their highly anticipated list as one of the world's best destinations to visit in 2023 recognising the city's post-pandemic revival and its raft of significant cultural attractions due to open in 2023.
- 1.28. Manchester stands as a regionally dominant leisure and retail destination. The diverse retail offering ranges from the Trafford Centre and Arndale Centre to boutique arcades and the Northern Quarter. The city further benefits from the global status of both the Manchester United and Manchester City football clubs and their participation in the Premier League and the Champions League, which attracts supporters to the city.
- 1.29. The city has witnessed a steady increase in both domestic and international tourism. In the last pre-pandemic year, Manchester was the UK's third city by the number of international visits. The region attracts 119 million visitors per year, 11 million that stay and 108 million day visitors¹. Domestic tourists are drawn

¹ Source: <https://marketingmanchester.com/state-sector-tourism-valuable-sector-greater-manchester-economy-says-marketing-manchester-boss/>

to Manchester for weekend getaways, shopping, and cultural experiences, while international visitors are enticed by the city's rich history, renowned football clubs, and vibrant music scene.

- 1.30. Manchester has also become a popular destination for business travellers, hosting numerous conferences, exhibitions, and corporate events. The city's convention facilities, such as Manchester Central, have played a pivotal role in attracting business tourism.
- 1.31. Given the above, tourism has emerged as a vital contributor to Manchester's economy, generating substantial revenue and creating employment opportunities. Prior to the Covid-19 pandemic, tourism activity in Greater Manchester generated £9.5bn in GVA. 102,500 Full Time Equivalent (FTE) jobs were supported. According to *marketingManchester*, Greater Manchester's tourism sector is contributing more to Manchester's economy than key sectors such as advanced manufacturing, life sciences and creative, digital and tech demonstrating the importance of the industry.
- 1.32. Contributions to the city's GVA are derived from various sources, including accommodation, dining, shopping, transportation, and entertainment. As such, visitors' local expenditure is a key driver for Greater Manchester's GVA.
- 1.33. To sustain and enhance tourism related growth, *marketingManchester* notes that Manchester needs to invest in tourism related infrastructure, such as high quality accommodation.

Structure of the Document

- 1.34. The remainder of this Planning Statement sets out the case for the proposals and addresses the main planning and development management issues associated in respect of the proposed development. It is structured as follows:
- **Section 2: Site Context:** Describes the application site, the relevant planning history and an overview of pre-application consultation undertaken.
 - **Section 3: Planning Policy:** Provides a summary of the planning context and the relevant national and local planning policies.
 - **Section 4: The Proposals:** Details the proposals in terms of access, layout, design, and scale.
 - **Section 5: Assessment:** This Section demonstrates how the proposal accords with the relevant Council policies and how the proposal constitutes sustainable development. In addition, this Section assesses the design, drainage/flood risk implications, ecological matters, highways and access as well as any other technical considerations.
 - **Section 6: Conclusions:** Our overall conclusions are set out in Section 6.

2. Site Context

- 2.1. The site is located in Piccadilly Gardens in Manchester City Centre. The location of the site is shown outlined in red Location Plan below.

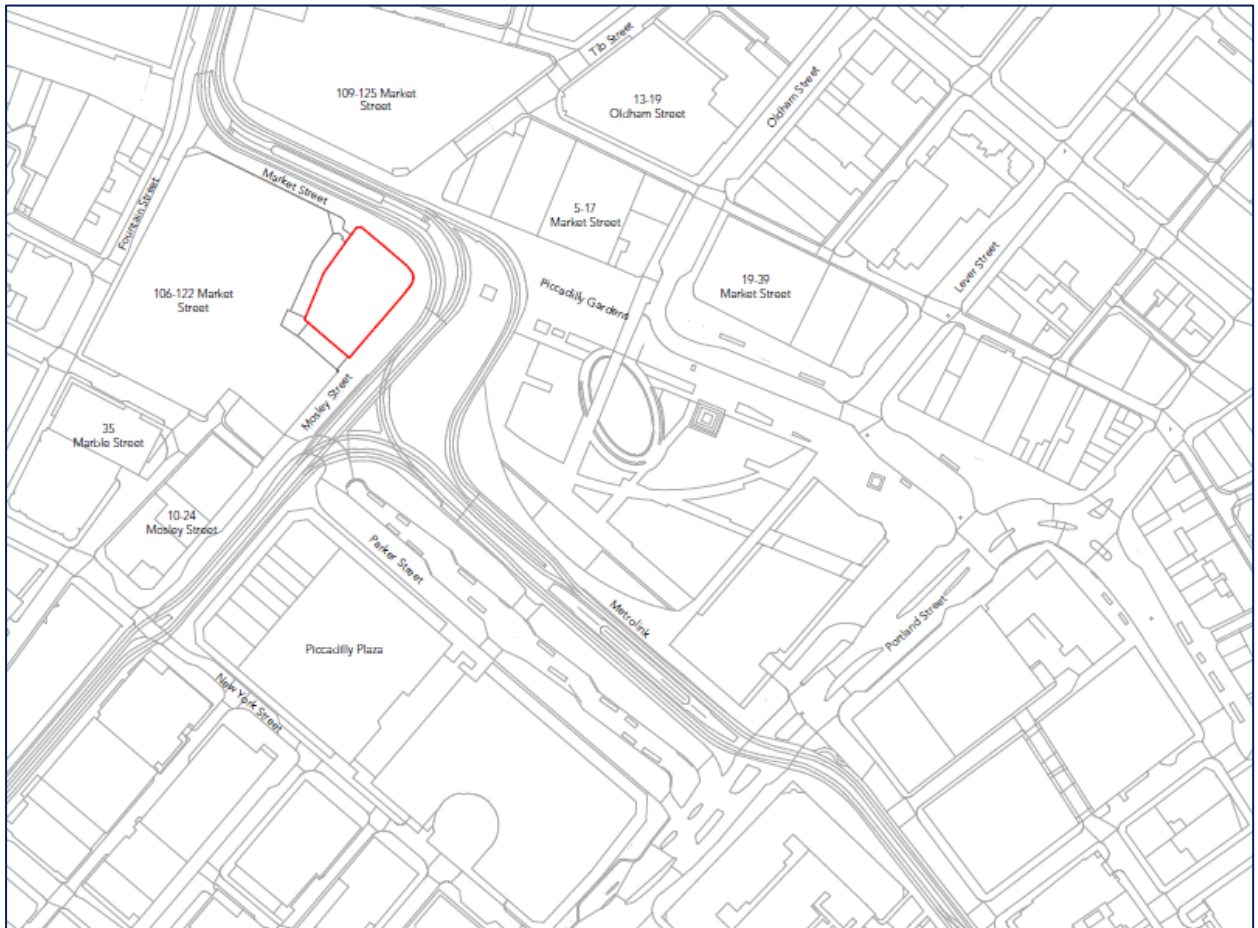


Figure 1: Location Plan

- 2.2. The building is bound by Mosley Street to the east and Market Street to the north. The Primark Department Store wraps around the site to the immediate west and south. Footfall outside the Site is extremely high driven by shoppers as well as commuters.
- 2.3. The Site is situated within a mixed-use area, predominately comprising ground floor retail uses with residential and office upper floors. The Site is within the Primary Shopping Area and is a gateway to the Primary Shopping Area which provide a rich variety of high-street brands and independent retailers.
- 2.4. The pedestrianised element of Market Street and the Manchester Arndale is to the west of the site, which forms the heart of the Primary Shopping Area. Market Street is a busy pedestrian thoroughfare which connects the Primary Shopping Area to the west of the City Centre.

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- 2.5. Piccadilly Gardens is located immediately to the east and is a recognisable pedestrian and public transport hub, comprising the largest open space in the City Centre surrounded by cafes, restaurants, leisure and retail. Piccadilly Gardens provide routes to other city centre area such as China Town, The Civic Quarter, The Central Business District and the Northern Quarter.
- 2.6. The existing building comprises five storeys, plus a basement level (figure 2 below). The ground floor is made up of retail and commercial units, some of which are currently vacant. The first to fourth floors have previously been used as for office and education use, though they are now mostly vacant. The Manchester Central School of English is presently located on the second and third floor, however they are due to vacate by June 2024.



Figure 2: Existing Building

Access

- 2.7. The site is located in the highly sustainable location of Piccadilly Gardens, with an abundance of local transport routes available in the immediate vicinity. The Site benefits from a high level of pedestrian and vehicular accessibility, and offers exceptional linkages to a variety of multi-modal public transport connections, and has a Greater Manchester Accessibility Level (GMAL) of 8, the highest level of accessibility.

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- 2.8. Manchester Piccadilly Station is the closest city centre station to the site, and is accessible via around a 10-minute walk (800m). This station provides access to numerous national rail services, with regional and local services providing access to various destinations across Greater Manchester.
- 2.9. Bus stops provided at Piccadilly Gardens Bus Interchange 80m (1-minute walk) from the site provide access to approximately 32 bus services, providing regular bus services to and from a range of destinations across Greater Manchester.
- 2.10. The Manchester Freebus also operates across Manchester City Centre. Such buses are highly branded and are instantly recognisable, running on around a 10 or 12-minute frequency. High quality stops are provided along the service routes with clear branded images on bus stop plates. Three routes all pass through the city centre's main commercial, financial and cultural districts. These are named Route 1, 2 and 3. All these services can be boarded at Piccadilly Gardens within a 400m distance of the site, and can also be boarded on New York Street, Charlotte Street and King Street.
- 2.11. The site is also highly accessible by tram. Market Street is the closest Metrolink stop to the site located 80m from the site's frontage with Mosley Street. Piccadilly Gardens Metrolink stop also is located 250m from the site and as such well within an acceptable walking distance. Both stops are situated on the Ashton-under-Lyne, Altrincham and Bury lines, with the Market Street stop also providing access to these lines along with the Manchester Airport line.
- 2.12. All Metrolink stops provide shelters, seating and real-time journey information. They also provide disabled access in the form of step-free access, tactile paving and dropped kerbs. The existing Metrolink services currently cover a broad area of Manchester and its outlying residential districts.
- 2.13. Existing level access into the upper floors is gained from the entrance of the building on Mosley Street level, via a reception desk at the base of the staircase/lifts. This level entrance will be retained for the hotel use.

Planning History

- 2.14. A review of the Manchester City Council's (MCC) online planning register highlights a number of planning applications relevant to the site.
- 2.15. The following table provides the planning history for the site:

Table 2: Planning History Summary

MCC Ref.	Description	Decision	Decision Date
F/AD03548	Non-illuminated name signs on front and returns of proposed canopy over entrance doorway to shops and offices.	Approved	March 1982
F17065	Construction of a canopy and alterations to entrance to offices.	Approved	March 1982

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F/AD03809	(A) Illuminated individual letter name sign. (B) Illuminated double sided projecting box sign.	Approved	September 1982
040882	Installation of new entrance doors, security gates and feature canopy within the existing main arched entrance	Approved	March 1992
041727	1a) Illuminated fascia name sign. b) 2 illuminated double-sided projecting box signs 2 2 non-illuminated sign panels	Approved	August 1992
042341	2 Non illuminated double sided banners one on market street elevation and one on Mosley street elevation	Approved	November 1992
045830/FU/CITY1/94	Change of use to provide computer training facilities	Approved	August 1994
050574/FO/CITY1/96	Extension to existing fire escape including new landing and fire escape door at 3rd. floor level	Approved	October 1996
058416/FO/CITY1/00	Installation of air conditioning equipment with associated works	Approved	May 2000
061904/FO/CITY1/01	Installation of air conditioning unit at suite 1, 3rd floor	Approved	June 2001
075658/FO/2005/C1	Alterations to main entrance, including new doors and disabled access ramp	Approved	July 2005
091533/AOH/2009/C1	Display of advertisement banner on scaffold mesh for a temporary period of 6 months	Approved	December 2009
092281/FO/2010/C1	Change of use to the second floor to B1 (office) and D1 (non-residential institution)	Approved	April 2010
096698/FU/2011/C1	Change of use of 4th floor from Class B1(a) Office to a mixed (sui generis) B1(a) (office) and D1 (education use)	Approved	September 2011
117831/FO/2017	Change of use of third floor to English Language School (D1) or Office (B1)	Approved	December 2017

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123911/FO/2019	Installation of replacement glazed panels to the existing shopfront, relocation of 2no. existing ATM's, installation of 1no. additional ATM and associated vinyl.	Approved	December 2019
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Flood Risk Classification

- 2.16. The application Site is located within Flood Zone 1 according to Environment Agency Flood Maps for Planning, meaning that it is at a less than 1 in 1,000 annual probability of river or sea flooding.

Heritage

- 2.17. The Royal Buildings was constructed in 1909 following the demolition of the prominent Royal Hotel and was designed by Manchester architects Messrs J W Beaumont & Sons at the commission of Messrs Lewis's of Manchester and Liverpool.
- 2.18. The Site is a non-designated heritage asset due to its high quality architectural design including detailed stone façade, which makes a positive contribution to the streetscape to reinforce a strong corner at the junction of Mosley Street and Market Street.
- 2.19. The Site is not contained within a conservation area, but is within the setting of Upper King's Street and Smithfield Conservation Areas.
- 2.20. The closest listed structures to the site are No.10 Mosley Street (Grade II) which is directly adjacent to the south of the site; The Rylands Building (Grade II) which is adjacent to the northwest of the site along Market Street; No. 1 Piccadilly (Grade II) which is adjacent to the northeast, and Peel Statue (Grade II) located at the northwest corner of Piccadilly Gardens. However, the Royal Buildings does not contribute to the essential setting of these assets, and changes to this building have no material impact on the assets.
- 2.21. The accompanying Heritage Assessment confirms that there is no material impact to any of the surrounding heritage assets as a result of the proposed development. Further commentary and conclusions associated with the heritage impacts of the development are detailed in Section 5 of this report.

Pre-Application Advice

- 2.22. Pre-application consultation has been ongoing with Manchester City Council throughout the design phase of the proposed development.
- 2.23. An initial pre-application meeting was held with the Local Planning Authority in April 2023. This meeting was used to introduce the applicant and the initial proposals for changing the use of the existing upper floors of the building from office to hotel use. The concept of the Zedwell brand was also introduced.

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- 2.24. Feedback received from Officers in this meeting was positive in relation to the principle of changing the use of the building to hotel use.
- 2.25. A second pre-application meeting was held in May 2023. This focused on the proposed design and technical aspects of the hotel use.
- 2.26. Feedback provided by officers has been carefully considered and has informed the proposals within the application.

3. Planning Policy Context

- 3.1. The statutory development plan is the starting point in the consideration of planning applications for the development or use of land unless material considerations indicate otherwise (Section 38(6) Planning and Compulsory Purchase Act 2004).
- 3.2. The relevant parts of the Development Plan in relation to the determination of this application are as follows:
- Manchester City Council Core Strategy 2012; and
 - The Saved Policies of the Manchester City Council Unitary Development Plan 1995.
- 3.3. In addition to the Development Plan there are several other material considerations relevant to the determination of this planning application. These are listed below and are discussed later in this section.
- National Planning Policy Framework (NPPF);
 - Planning Practice Guidance (PPG);
 - Emerging Manchester Local Plan Review ;
 - Emerging Greater Manchester Spatial Framework (GMSF);
 - The Guide to Development in Manchester Supplementary Planning Document (SPD);
 - Strategic Regeneration Frameworks; and
 - Declaration of Climate Emergency

Development Plan

Manchester City Council Core Strategy 2012

- 3.4. The Development Plan for Manchester comprises the Core Strategy that was adopted on 11 July 2012 together with the saved policies from the Manchester UDP and the Proposals Map. The adopted Manchester Core Strategy sets out the City Council's Vision for Manchester to 2027.
- 3.5. Following a review of relevant policies of the Manchester Core Strategy, outlined below, it has been determined that those discussed below are in compliance with the provisions of the NPPF and as such attract full weight in the determination of planning applications.
- 3.6. The Council's general policy on Development Management (Policy DM1) details the key amenity issues to be considered through development proposals. These relate to matters such as appropriate siting, layout, scale, form, massing, materials and detail. Additionally it must consider the potential effect on amenity, including privacy, light, noise, vibration, air quality and additional factors of importance.
- 3.7. Policy SP1 (*Spatial Principles*) outlines the key spatial principles which will guide the strategic development of Manchester to 2027. These include The Regional Centre as the focus of economic and commercial development.

- 3.8. Policy EC1 (*Employment and Economic Growth*) seeks to achieve the required employment land within Manchester over the plan period. The City Centre is outlined as one of the key locations for major employment growth. The Policy also establishes a number of principles and priorities for ensuring continued economic growth including access to transport links and ensuring proposals have regard to climate change resilience.
- 3.9. Policy EC2 (*Existing Employment Space*) seeks to retain and enhance existing employment space and sites. It is stated that alternative uses will only be supported if allocated accordingly, or if it can be proven that the existing use is un-viable, unsuitable for employment, incompatible with adjacent uses, or on balance, the proposal offers greater benefits in terms of the Core Strategy's vision.
- 3.10. Policy EC3 (*The Regional Centre*) encourages commercial development for employment generating uses. The policy highlights that proposals for town centre uses other than office use will be assessed according to Policies C1 and C9.
- 3.11. Within the Core Strategy the site falls within the boundary of Manchester City Centre. Core Strategy Policy CC1 (*Primary Economic Development Focus : City Centre and Fringe*) seeks the provision of a range of high quality economic development uses to support the development of vibrant locations attractive to businesses, employees and visitors to the city centre.
- 3.12. As specified in Policy CC2 (*Retail*), retail development will be prioritised in the Primary Shopping Area (PSA), followed by accessible locations on the edge of the PSA. Ancillary commercial and leisure services are also acceptable within the PSA, providing that retail remains the dominant use, and proposals do not conflict with other policies within the Local Development Framework.
- 3.13. Policy CC4 (*Visitors – Tourism, Culture and Leisure*) posits a focus on the City Centre as a hub for culture and leisure in the City Region. As such, proposals which improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported.
- 3.14. Policy CC5 (*Transport*) supports the implementation of the Transport Strategy for Manchester City Centre to support the projected growth within the city. It aims to ensure that developers work with public transport providers to ensure that developments are accessible for all users by sustainable means.
- 3.15. Policy CC6 (*City Centre High Density Development*) confirms City Centre development will generally be high-density. It is a location where land should be used to maximise its efficiency. The appropriate scale, massing and height of development in the City Centre will significantly exceed what is appropriate elsewhere in the City.
- 3.16. Policy CC7 (*Mixed Use Development*) acknowledges the opportunity for mixed-use development in the City Centre and promotes using land as efficiently as possible. In locations which have an established public function, active ground floor uses are appropriate.
- 3.17. Within Policy CC8 (*Change and Renewal*), City Centre development most likely to deliver the vision for the City Centre is supported. This consists of those developments which make significant contributions to employment and retail growth, or which improve the accessibility and legibility of the Centre, subject to proposals impact on key aspects of the City's heritage and character.

- 3.18. Policy CC9 (*Design and Heritage*) requires the design of new buildings to be of the highest standard in terms of appearance and function. It notes the need to preserve and enhance the city's heritage assets. The policy supports proposals for high density and mixed use development in the City Centre where due consideration is given to the specific design challenges which arise.
- 3.19. Policy CC10 (*A Place for Everyone*) seeks to ensure that the City Centre develops to become a location which appeals to a wide range of residents and visitors. The Council will support developments which increase the diversity of activity in the City Centre, and incorporate high standards of accessibility within buildings and across space in the City Centre.
- 3.20. Policy T2 (*Accessible Areas of Opportunity and Need*) of the Core strategy sets out that the Council will actively manage the pattern of development to ensure that new development is well connected to both economic drivers within the city, and existing opportunities with regards to jobs, centres, health, leisure, open space and education. The policy also seeks to ensure that new development is easily accessible by walking, cycling and public transport.
- 3.21. In accordance with Policy EN1 (*Design Principles and Strategic Character Areas*), all development in Manchester will be expected to have regard to the strategic character of the location of the development and follow design principles outline in the NPPF. The site falls within the City Centre Character Area within which developers are expected to have consideration of the City's heritage, contributing positively to the creation of landmark buildings and experience of all at street level whilst enhancing the City's permeability.
- 3.22. Policy EN3 (*Heritage*) seeks that new developments must be designed in support of the Council's objectives to preserve and enhance the existing historic environment. Proposals should complement historic features within the vicinity and acknowledge the importance of listed features.
- 3.23. The Council will seek to reduce CO2 emissions and promote zero carbon development through Policy EN4 (*Reducing CO2 Emissions*). Energy efficiency should be a principle to the design of proposed developments with options to source energy from renewable sources investigated.
- 3.24. Policy EN8 (*Adaption to Climate Change*) requires all development to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces.
- 3.25. Within Policy EN19 (*Waste*) the Council state that they will require all developers to demonstrate consistency with the principle 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.
- 3.26. In accordance with Policy DM1 (*Development Management*), all developments should follow the 'Development Principles' and accord with the design guidance set out in Supplementary Planning Documents.

Manchester City Council Unitary Development Plan

- 3.27. A number of policies from Manchester City Council's Unitary Development Plan (1995) remain extant and relevant to the consideration of planning applications.
- 3.28. Policy DC18.1 aims to ensure that development proposals adjacent to Conservation Areas are only granted where it can be shown that they will not harm the appearance or character of the area, including the protection of views into and out of Conservation Areas.

Other Material Considerations

National Planning Policy Framework

- 3.29. The latest iteration of the National Planning Policy Framework (NPPF) was published by the Department for Communities and Local Government in July 2021. The overarching aim of the Framework is to proactively deliver sustainable development to support the Governments economic growth objectives.
- 3.30. Paragraph 8 of the NPPF states that there are three overarching objectives to sustainable development: economic, social and environmental, and that the planning system must therefore perform a number of roles in delivering these:
- An economic role - contributing to building a strong, responsive and competitive economy;
 - A social role - supporting strong, vibrant and healthy communities; and,
 - An environmental role - contributing to protecting and enhancing our natural, built and historic environment.
- 3.31. Paragraph 11 sets out in detail the presumption in favour of sustainable development. It states that plans should seek opportunities to meet the development needs of their area. The Framework details that development proposals which accord with an up-to-date development plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless:
- The application of policies in this Framework that protect areas or assets of particular importance provide a clear reason for refusing the development proposed; or
 - 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.
- 3.32. Paragraph 119 of the NPPF sets out that 'Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating need, in a way that makes as much use as possible of previously developed or 'brownfield' land'.
- 3.33. Paragraph 81 notes that planning policies and decisions should help create the conditions in which business can invest, expand and adapt. Significant weight is given to the need to support economic growth and productivity.

- 3.34. Chapter 9 of the NPPF focuses on sustainable transport, with Paragraph 104 requiring plan-making and development proposals to consider transport issues from the earliest stage so that:
- a) *the potential impacts of development on transport networks can be addressed;*
 - b) *opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
 - c) *opportunities to promote walking, cycling and public transport use are identified and pursued;*
 - d) *the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*
 - e) *patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.*
- 3.35. Paragraph 124 states that development proposals that make an efficient use of land should be supported.
- 3.36. Under Chapter 14, paragraph 153 seeks to take a proactive approach in mitigating and adapting to the climate change.
- 3.37. Further, paragraph 155 seeks development which will help to increase the use and supply of low carbon and renewable energy and heat, with development encouraged to provide a positive strategy for energy from these sources that maximise potential for sustainable development.
- 3.38. Paragraph 186 outlines the need to identify opportunities to improve air quality or mitigate impacts and seeks for these considerations to be made at plan-making stage to ensure a strategic approach is taken.
- 3.39. Paragraphs 189 to 192 of Chapter 16 describe the approach to be taken by councils and applicants where proposals have the potential to affect heritage assets. The NPPF requires a full assessment of the significance of relevant assets to take place as well as a judgement on the impact of the proposed development on this significance. This assessment process forms the basis of whether the proposed development is acceptable.

National Planning Policy Guidance

- 3.40. National Planning Practice Guidance (NPPG) provides planning guidance on a variety of planning related matters. NPPG was first published in March 2012, consolidating over two dozen previously issues Planning Policy Statements and Planning Policy Guidance Notes. The information is published online and is regularly updated by Government in response to policy and legislation updates. NPPG should be referred to in the consideration of measures regarding built development.
- 3.41. Provisions of the NPPG are referred to within the assessment section of this Statement where relevant.

Emerging Manchester Local Plan Review

- 3.42. The Council are in the initial stages of undertaking a review of Manchester's Local Plan, setting out how the city should meet the need for new development over the next 15-20 years.
- 3.43. An Issues and Options consultation was undertaken between February-May 2020, with current timescales indicating adoption of the Manchester Local Plan in Winter 2024.
- 3.44. The Proposed Local Plan Vision places Manchester within the top-flight of world-class cities. It is envisaged that the city will have a resilient environment delivering a net zero-carbon pattern of development; Be a place where people thrive, businesses succeed and all residents can fulfil their potential; and Be vibrant, connected and attractive.

Emerging Place for Everyone Plan

- 3.45. The Places for Everyone Plan supersedes the Greater Manchester Spatial Framework following the withdrawal of Stockport in December 2020. Places for Everyone aims to establish a long term plan for the nine of the greater Manchester Districts in relation to jobs, new homes, and sustainable growth. It has been developed by Greater Manchester Combined Authority, comprising the Mayor of Greater Manchester and the leaders of the local councils involved.
- 3.46. Places for Everyone was submitted to the Secretary of State for Levelling Up, Housing and Communities for independent examination on the 14th February 2022, following a final public consultation which concluded on the 3rd October 2021.
- 3.47. At present, the proposed main modifications are being reviewed.
- 3.48. There is no site specific regeneration relating to the site within the emerging Places for Everyone plan.
- 3.49. With regard to wider policies relating to the proposals, the plan establishes the objective of ensuring a thriving and productive economy in all parts of Greater Manchester with the adequate supply of land to meet employment needs and prioritisation of brownfield land.
- 3.50. The site is located within the Core Growth Area under Policy JP-Strat 1, which will seek to be protected and enhanced, with development supporting major growth in the number of jobs provided across the area.
- 3.51. In addition to being part of the Core Growth Area, the Site also lies within the identified boundary of the City Centre. Under Policy JP-Strat 2 the City Centre will remain the focus for business, retail, culture, leisure and tourism for Greater Manchester.
- 3.52. Although little weight can be attributed to Places for Everyone in its current form, it is concluded that the proposals are broadly in line with the forthcoming plan.

Guide to Development in Manchester Supplementary Planning Document (SPD) & Planning Guidance (2007)

- 3.53. The Guide to Development in Manchester was adopted in April 2007. The guide reflects the growing recognition of the importance of well-designed and well maintained neighbourhoods in supporting sustainable development and neighbourliness.
- 3.54. The guide places significant importance on new development creating a 'sense of place' under seven key principles as follows:
- character and context;
 - continuity and enclosure;
 - legibility;
 - ease of movement;
 - quality of the public realm;
 - diversity; and
 - adaptability.
- 3.55. Developments should be informed, both in terms of design and layout, by the wider context. The document is clear to point out that it is the character and identity of an area that will determine appropriate densities and form, which will vary across the City.
- 3.56. The SPD specifically states that the conversion of existing buildings for a range of new uses is encouraged but that the completed schemes should maximise accessibility.

Our Manchester Strategy 2016 – 2025

- 3.57. The Manchester Strategy 2016-25 was adopted by MCC in January 2016 and set out the Council's ambitions for the city over the decade. It establishes the vision for Manchester to be in the top flight of world class cities by 2025 with a competitive, dynamic and sustainable economy encouraging highly skilled, enterprising and industrious people. It seeks that Manchester will be connected internationally and within the UK and will have the ability to play its full part in limiting the impacts of climate change. Additionally, the city will aim to be clean, attractive, culturally rich, outward-looking and welcoming.

Declaration of Climate Emergency – Manchester

- 3.58. On 10th July 2019, Manchester City Council declared a climate emergency, passed unanimously by committee. Manchester committed to becoming zero carbon by 2038 or earlier - at least 12 years ahead of the national target.
- 3.59. Further, in March 2020 Manchester City Council agreed a landmark Climate Change Action Plan 2020-25 which set out the ambitious target of halving emissions in 5 years to a target of around 16,000 tonnes a year in line with the aim to make Manchester zero-carbon as established in the 2019 declaration of a climate emergency.

Manchester City Centre Strategic Plan 2015-2018

- 3.60. The City Centre Strategic Plan seeks to outline the vision for the city centre within the current economic and strategic context and outline the key priorities for the forthcoming years in each of the city centre neighbourhoods
- 3.61. For the area of Piccadilly, the Strategic Plan outlines that development will improve linkages and connections with residential neighbourhoods of Ancoats and New Islington. The Northern Powerhouse Rail proposals will provide further transport capacity and connectivity, which will help drive economic growth within the city.
- 3.62. The Plan confirms that Piccadilly Gardens and the surrounding area have seen significant improvements in recent years. Public and private investment has led to new high-quality commercial space and leisure facilities. Piccadilly Gardens is acknowledged as a location which hosts a number of popular events, as well as being a popular space for people to meet and spend time.
- 3.63. As a major transport interchange, and one of the largest areas of public use in the city centre, the Plan confirm there is significant scope to increase the animation of the area.

4. The Proposals

4.1. This section of the planning and consultation statement describes the proposals. This section should be read alongside the Design and Access Statement which provides further information on the proposed development and the submitted plans and drawings and illustrative CGIs of the proposed development prepared by OMI Architects.

4.2. Full Planning Permission is sought for the following:

Change of use of upper floors from offices (Use Class E) to hotel (Use Class C1), including limited infilling of lightwells.

4.3. The proposed development will provide for the opportunity to improve the hotel offering in Manchester with the provision of 187 hotel rooms in line with the current demand spurred by the burgeoning tourist industry in Manchester. The following bullet points provide more detail of what is proposed.

- The development of 187 hotel rooms including 10 accessible rooms (5% provision)
- Three types of room: standard, family and accessible
- Infilling of lightwells to increase floorspace

Table 3: Proposed Hotel Accommodation Schedule

Floor	Total Rooms	Standard Rooms	Family Rooms	Accessible Rooms
Ground	0	0	0	0
First	36	34	0	2
Second	51	47	2	2
Third	51	47	1	3
Fourth	51	43	1	3
Total	187	171	4	10

4.4. The only changes proposed to the basement plan will be additional and replacement plant within the basement plant room, and two new passenger lifts within the building.

4.5. At ground level, Burger King and Costa units will be retained. The ground floor will provide pedestrian access to the upper floors from the existing entrance on Mosley Street. 24 hour security will be employed at ground level with use of a concierge service at the entrance to the building.

4.6. The plan layout for the remaining floors is based around the room model for the Zedwell brand. This comprises repeated room types throughout to ensure consistency in the quality accommodation to allow for a good night's sleep..

4.7. Three types of rooms are proposed within this model:

- Standard rooms: well-designed compact areas, with back to back room layouts to allow shared risers. This room provides a double bed for up to 2 occupants and, under bed storage, hanging space on the walls and an en-suite shower room.
 - Family rooms: larger rooms with a double bed and bunk bed for up to 4 occupants, with storage and en-suite shower room.
 - Accessible rooms: Due to the varied shape and size of the spaces occupied by accessible rooms, 3 different types of accessible rooms are proposed and are explored in more detail in the Design and Access Statement. 2 of the 3 room types (6/10 rooms) have 1500mm wide access to one side of the bed. The other 4 rooms have access to both sides of the double bed, with 1500mm to one side and 700mm to the other as per Approved Document Part M's standard hotel room layout. Each of the rooms have a DFA2 compliant shower room and have accessible storage to match the area and specifications.
- 4.8. The accessible rooms are located at the rear of the building with direct access to both stair core for refuges. The design is restricted to a 5% allowance due to the restrictions of the existing building fabric. That is, the positioning of the existing walls, windows and structural columns.
- 4.9. One half of the existing western light-well, and all of the eastern light-well have been in-filled to maximise floor area of the existing building. The western light-well allows for access to the secondary fire escape and creates a circular route around the building on the upper floors, creating two means of escape in these cases. This area also allows access to the BOH lift on all floors for the hotel.
- 4.10. Due to the highly accessible location of the site in the city centre, no on-site car parking is proposed. However, Criterion and the hotel operator have committed to paying for memberships at the City Tower Cycle Hub for those staff that wish to cycle to work so that they can use the hub for cycle parking.
- 4.11. A dedicated waste storage area is proposed on the ground level and will be serviced from Meal Street.

5. Assessment

5.1. This Section will cover the following key matters:

- Principle of Development (including Benefits of the proposed development)
- Design
- Secure by Design
- Heritage
- Crime & Safety
- Ecology
- Noise
- Air Quality
- Transport and Accessibility
- Energy, Sustainability and BREEAM
- Green and Blue Infrastructure
- Servicing and Waste Management
- Ventilation

Principle of Development

- 5.2. The principle of the Proposed Development is acceptable, in line with the objectives of Core Strategy Policy EC1 and EC3, in that it will ensure the reuse of a partly vacant building to deliver a new high-quality hotel and introducing a new brand to the City.
- 5.3. The Site is located with Manchester City Centre, as defined by the City Centre Strategic Plan 2015-2018, and as such the development of an apart-hotel use (Class C1 use) is in accordance with Core Strategy CC4 and Section 2 of the NPPF.
- 5.4. The site is in a highly sustainable location, and the development has been designed to respond to local context, thus contributing to the Village, in line with the objectives of Core Strategy Policy CC10. In terms of the density proposal the scheme is in line with the aspirations of Policy CC6.
- 5.5. The proposed hotel will contribute towards the quality of the City Centre hotel offer, in accordance with Core Strategy CC4. Zedwell is confirmed as the operator of the proposed hotel, and is fully committed to this Site, ensuring a viable and deliverable scheme.
- 5.6. As set out earlier in this Statement, Zedwell is a high quality and innovative independently owned hotel operator. Having established the brand in London, they are now looking to bring the brand to Manchester.
- 5.7. Zedwell seeks to deliver its concept for a good night's sleep at an affordable level and always in a great urban location. This would create a new hotel offer within Manchester.
- 5.8. The Site, fronting onto Piccadilly Gardens is an ideal location for Zedwell and their target clientele.

Benefits

- 5.9. Policy EC2 of the Manchester Core Strategy states that the Council will seek to retain and enhance existing employment sites. However, alternative uses will be supported provided that certain criteria can be met, including if the existing use is un-viable in terms of business operations, building age and format and on balance, proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.
- 5.10. The re-use of the building for a hotel operated by a high-quality, unique and credible brand would bring a range of benefits to Manchester's hotel market and to the local area, including:
- Choice and new offer – A Zedwell hotel will add to the offer of Manchester's hotel offer with an established operator who would be new to the city. The new hotel would assist in meeting current and future demand for hotel accommodation within Manchester and assist in diversifying the offer for tourists and visitors, in accordance with Core Strategy Policy CC4.
 - Regeneration – The refurbishment of Royal Buildings for a hotel will bring an important currently vacant building back into productive use, and improve the sustainability credentials and physical appearance of the building. The hotel use will complement the existing mix of residential, commercial and leisure uses within the vicinity of Piccadilly Gardens, in accordance with the City Centre Strategic Plan 2015-2018.
 - Economic Benefit & Job Creation – The Economic Impact Assessment which supports the proposed change of use confirms that there is currently only one office tenant occupying part of the building with the majority of the premises being vacant. There are several reasons for why it is unlikely that the building will attract further occupiers going forward; 1) low demand for low quality office space in current office market due to 'flight to quality'; 2) substantial work needed to bring premises back into use; 3) small size of the floorplates not being suitable for Grade A office occupiers even if they were refurbished to high standard. As such, the current use as office space is unlikely to deliver meaningful economic benefits in the foreseeable future.

An assessment of Manchester's tourism market finds that there has been strong growth over the past decade and that the sector has recovered swiftly from the downturn due to the pandemic. Savills' Hotel Team find that the economy and mid-scale hotel sector in Manchester has recovered well and is performing better than the more up-market and luxury sector. Savills forecast that occupancy in this sector will increase from currently 67% to 76% by 2027.

The strong demand forecast is based on the positive trajectory of the Manchester tourism market as well as and an increasing number of major events, which currently regularly leads to demand for room outstripping supply.

Bringing these two elements together, Savills Economic Assessment estimates the impact of construction activities, the number and wages of net-additional jobs on site as well as the net-additional spend supporting the local economy from the proposed change of use. The Assessment finds that construction activities will lead to a short-term economic boost supporting 69 jobs. In the medium to long-term, we estimate the hotel will support 30 net additional jobs in Greater Manchester and generate a net additional GVA of £5.4million p.a. The increase in activity and visitors' local spend will add a further net additional £7.4million p.a. to the local economy, thus, supporting the regeneration of Piccadilly Gardens and local businesses in the area.

- 5.11. Policy CC4 of the Core Strategy states that the city centre should be the focus for culture and leisure in the City Region. The policy confirms proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported. 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. Proposals for new hotels outside of the City Centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.
- 5.12. The policy is therefore clear that proposals that improve the appearance, use and accessibility of all cultural and visitor attractions, and associated facilities will be supported, as will those which improve facilities for business visitors.
- 5.13. The supporting text to Policy CC4 stresses the importance of the visitor economy to the City and wider Greater Manchester area also offer justification for increased hotel provision in this location. It confirms Manchester has a growing tourism industry, and many of the attractions are based in or around the City Centre. It has also developed an international reputation as a conference location, and this is considered an important area to build on in the future. As such, there is a clear direction towards increasing the tourism offer of the City Centre set out within the Core Strategy which supports these proposals and offers justification for change of use from offices.
- 5.14. The Manchester City Centre Strategic Plan 2015-2018 states that the key priority for Piccadilly Gardens is the management and assessment of options to change the use profile of the area and provide a greater range of activities and animation. The introduction of a hotel of this type would aid in the introduction of more activity in the area in comparison to any employment use that would feasibly occupy the building. The use would also help to complement the transformation of the wider Piccadilly area into a world class transport hub as envisioned within HS2 Piccadilly Strategic Regeneration Framework
- 5.15. The above benefits outweigh those that would derive from the continued use of the site for office use. The proposals therefore accord with the Policies EC1, EC3, CC2, CC4, CC6 and CC7 of the Core Strategy, the City Centre Strategic Plan for Manchester City and the relevant policies of the draft Places for Everyone Plan.
- 5.16. In terms of national planning policy, the scheme is consistent with the objectives outlined in the NPPF, in particular the need to provide sustainable development in the right locations.

Design

- 5.17. The design of the development, which only propose minor external alterations, will preserve the existing architectural characteristics of the non-designated heritage asset and therefore have little material impact within the context of the area as described in full in the Design and Access Statement.

Appearance

- 5.18. The external appearance of the building will generally remain unchanged as a result of the change of use.
- 5.19. The internally facing layout of the Zedwell's room model ensures that the windows openings are not impacted by internal refurbishments. This is detailed further in the appended Design and Access Statement and associated drawings.
- 5.20. The redevelopment has been considered to ensure it conserves the architectural characteristics of the external façade in line with Core Strategy Policy EN3.

Layout

- 5.21. The insertion of a new floor structure and infilling of lightwells, will create additional internal floorspace to assist with the provision of hotel accommodation. Given that this is internal lightwell space, it will not materially impact on the external appearance of the building. The proposed room layout is set back from the front elevations of the building. This allows for a plan layout with corridors that wrap around the external façade. This will facilitate retention of existing window openings and create continuous active frontage onto both Mosley and Market Street.
- 5.22. The proposed hotel rooms have also been positioned around the existing structure to retain as much of the existing fabric as possible. The main reception of the hotel will be located at the first floor within the existing lightwell to the west of the central stair and is accessed from the open stairwell or the lifts beyond. It is envisioned that most check ins will be carried out digitally, therefore a small reception is proposed to be staffed by one or two members of staff. There is allowance for a small staff office and luggage room.

Scale

- 5.23. The surrounding area is characterised by buildings demonstrating a mix of scale and form.
- 5.24. The proposed redevelopment will not increase the overall height of the site, but the infilling of lightwells will increase the mass of the building. It is considered that the development of the site will respect the buildings status as a non-designated heritage asset, as well as the setting of the surrounding conservation areas, in line with Policy EN3 of the Core Strategy.
- 5.25. The proposals will ensure efficient use of land with the proposal optimising the use of land in line with Policy CC6 of the Core Strategy.

Crime and Safety

- 5.26. The accompanying Crime Impact Assessment undertaken by Greater Manchester Police Design for Security assesses the development against the principles of 'Crime Prevention Through Environmental Design', in order to reduce the opportunities for crime and the fear of crime.
- 5.27. The assessment concluded that the development is broadly acceptable in terms of designing out crime, however some recommendations were made. These include:
- Introducing a security presence at night to deter antisocial behaviour outside of the hotel entrance
 - Doors into hotel room corridors should only be accessible by guest key card
 - Hotel bedroom doors/frames should be robust/solid core (minimum 44mm thick) and fitted with auditable access controls
 - Lockers should be provided for all guests, located in close proximity to their bed. Lockers should be of robust construction and recommended to be operated by a personal identification number (PIN) selected by each new guest
 - Access into to staff only areas should be restricted to staff
 - Each hotel room should have a small wall or floor safe and be operated using a PIN selected by each new guest
- 5.28. The recommendations included within the assessment will considered as part of the detailed design stage and where possible will be implemented prior to occupation of the proposed development.
- 5.29. The proposals will therefore meet the requirements of Core Strategy Policy DM1, the Guide to Development SPD and paragraph 92 of the NPPF which states that developments should create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

Heritage

- 5.30. The accompanying Heritage Assessment has been prepared by Buttress. The assessment has determined that the proposed works are small in scale and will have a minor impact on the visual appearance of the building's exterior. The works will provide sustainability benefits by thermally upgrading the building.
- 5.31. The addition of signage and rear massing is considered necessary to ensure the viability of the project and meet the needs to the proposed hotel conversion.
- 5.32. It is considered that the proposed designs are well considered to take into account the existing character and appearance of the building, and the materials chosen will reduce potential visual impact where possible and introduce high quality construction. The proposed works will contribute to the continued use and maintenance of the property.
- 5.33. The assessment determined overall that the proposed development to Royal Buildings will result in no harm to the significance of the building as a non-designated heritage asset.

- 5.34. It is therefore considered that the proposals accord with Core Strategy Policy CC9, Policies EN1, EN3 and Section 16 of the NPPF

Ecology

- 5.35. An accompanying Preliminary Bat Roost Assessment (PRA) has been produced by Collington Winter Environmental Ltd. This utilised an initial desk-based assessment to collate baseline data, and an internal and external inspection of the site to compile information on potential roosting features, and potential points of access.
- 5.36. This found that the building has low bat roost suitability due to the lack of evidence of potential roosting features (PRFs) found during the survey.
- 5.37. The PRA found that no evidence of nesting birds was observed, despite the presence of suitable platforms for relating to the roof structure for nesting birds such as European herring gulls and pigeons.
- 5.38. Whilst it is deemed that roosting bats are unlikely to be present in this building, the assessment recommends that precautionary working methods are adopted during development works to prevent disturbance or injury.
- 5.39. The PRA recommends that no work begins until a licenced ecologist has agreed to attend the site on the day of the works commencing and no works should commence until the ecologist is on site.
- 5.40. In line with these findings the proposals accord with Core Strategy Policy DM1 and Policy EN15. The scheme is also consistent with the relevant paragraphs within section 15 of the NPPF, "Conserving and enhancing the natural environment".

Noise

- 5.41. A Noise Impact Assessment was undertaken by Savills Acoustics. The assessment found that noise emissions from fixed plant items would result in sound levels at least 15 dB below the background sound level at the nearest noise sensitive receptor locations at all times
- 5.42. The current façade design of Royal Buildings allows for appropriate internal noise levels for hotel use, with existing façade providing a level of attenuation at least 3 dB better than required. As such, no mitigation works are required.
- 5.43. It was surmised that there is a very low risk for noise breakout from the proposed hotel to adversely affect the neighbouring land uses.
- 5.44. The Proposed Development is therefore in accordance with Core Strategy Policy DM1 and paragraph 185 of the NPPF.

Air Quality

- 5.45. An air quality assessment was undertaken by Redmore Environmental Ltd and is appended to this application.

- 5.46. The potential for air quality impacts from traffic exhaust emissions associated with travel to and from the site during the operational phase was assessed. As the proposals do not include any car parking spaces, road traffic impacts were predicted to be not significant.
- 5.47. The potential for exposure of future occupants to elevated pollution levels was assumed based on the results of a desktop study. This indicated that concentrations are likely to be below the relevant criteria at the development location. The site was therefore deemed suitable for the proposed end use from an air-quality perspective.
- 5.48. In summary, air quality factors are not considered a constraint to the development of the site.

Transport and Access

- 5.49. The accompanying Transport Statement and Framework Travel Plan provided by Vectos.
- 5.50. It is determined within the report that the site is located within a comprehensive pedestrian network, whilst also highly accessible by public transport, with a GMAL rating 8 (the highest possible rating). As such, the site is well-placed to support a development that will not provide any on-site car parking.
- 5.51. As such, the Travel Plan encourages staff and visitors to travel to and from the site using non-car modes. Prospective staff will be notified of the absence of on-site car parking. This is considered a wholly appropriate strategy for a hotel development in a highly accessible city centre location, with excellent walking, cycling and public transport modes of travel.
- 5.52. For residual car use, it is acknowledged that there are a lot of opportunities for staff to park in a range of public car parks located in the city centre.
- 5.53. Regarding cycle parking provision, the applicant is committed to supporting cycling access to the site by staff and providing access to the associated facilities. The applicant will agree to pay for staff memberships at the City Tower Cycle Hub for those staff that wish to cycle to work so that they can use the hub for cycle parking. The City Tower Cycle Hub is conveniently located close to the development site adjacent to Piccadilly Gardens and New York Street. The cycle hub contains 194 spaces and is located in the basement of City Tower (2 to 3 minutes' walk from the site).
- 5.54. A Construction Management Plan will be developed and agreed with MCC prior to construction commencing to identify measures to mitigate impacts associated with construction traffic on the local and strategic transport networks.
- 5.55. It is concluded that the Proposed Development will not have any significant adverse impacts in relation to transport and that it is acceptable in transport terms.

Energy, Sustainability and BREEAM

- 5.56. An Environmental Standards Statement has been prepared by Ridge Associates and is submitted in support of the application.

- 5.57. This set out that the Proposed Development will incorporate passive energy techniques to reduce the requirements to consume energy to heat, ventilate and light the building. The development will include energy efficient measures in its building services to reduce the carbon footprint of the site, including; a highly efficient plant, energy efficient heating and cooling systems and energy efficient and the use of natural lighting and ventilation where possible.
- 5.58. The proposals will therefore accord with Core Strategy Policies EN6, EN8 and Section 14 of the NPPF.
- 5.59. A BREEAM pre-assessment has been undertaken by a licensed BREEAM assessor and the report is appended to this application. The report indicates that the development will achieve a BREEAM Very Good certification under the BREEAM 2014 Refurbishment and Fit Out (R&FO).
- 5.60. Achieving a Very Good certificate at post Construction stage exceeds the requirement to achieve a minimum of BREEAM 'Very Good' set out in CS Policy DM 1: Development Management.

Green / Blue Infrastructure

- 5.61. An assessment of Green / Blue Infrastructure opportunities was undertaken by Ridge.
- 5.62. Manchester's Green / Blue Infrastructure Strategy (2015) constitutes an action plan containing the following four objectives:
- 1) Improve the quality and function of existing green and blue Infrastructure, to maximise the benefits it delivers.
 - 2) Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth.
 - 3) Improve connectivity and accessibility to green and blue infrastructure within the city and beyond.
 - 4) Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy, and the local environment.
- 5.63. This report found that there was limited opportunity to incorporate Objective 1 and Objective 2 of the Manchester Blue/Green infrastructure Strategy (2015) into the development proposal – this is principally due to the fact the building is landlocked with no associated open space/public realm.
- 5.64. Regarding Objective 3, the site is located in close proximity to Piccadilly Gardens, thus providing a high level of accessibility to local green infrastructure
- 5.65. Regarding Objective 4, the conversion of the upper floors to hotel use, will allow visitors to the city access to the existing green infrastructure in Piccadilly Gardens.

Waste Storage and Management

- 5.66. The Design and Access Statement prepared by Buttress states that for the hotel use, a total of 43 bins would be required based on a generalised calculation.

- 5.67. A Waste Management Strategy has been provided Vectos. The Strategy outlines the estimated weekly waste generation of such a development, and as such proposes that waste is collected 4 days a week, or potentially daily if required, through a private collection regime.
- 5.68. A total of 8 refuse containers will be required to store general, pulpable, co-mingled and organic waste required. These will be located on the ground floor within an existing service yard off Meal Street service road. A bin washing facility will also be provided.
- 5.69. As is an existing arrangement, a refuse vehicle will use this service access provided from Mosley Street, which leads directly to the proposed refuse store.
- 5.70. Further detail is provided in the Waste Management Plan submitted as part of this application.

Ventilation

- 5.71. A Ventilation Strategy has been developed for this proposed development by Ridge.
- 5.72. A strategic approach has been taken whereby a strategy has been proposed for each type of space contained within the proposed development site. This is as follows:

Room Function	Proposed Ventilation Strategy
<i>Communal Spaces corridors/lobbies/staircases</i>	Mixed mode ventilation
<i>Hotel rooms</i>	AHU supply and extract w/ heat recovery
<i>Reception and Entrance Areas</i>	AHU supply and extract w/ heat recovery

Summary

- 5.73. A planning assessment of the proposals demonstrates that the principle of changing the use of the current upper floor offices to hotel is acceptable in planning policy terms.
- 5.74. In addition to this, there are no technical matters present that would result in a contravention of national or local policies, or indeed any other material considerations that would preclude the development proposed.
- 5.75. In addition to the fact that no meaningful harm is observed in terms of planning policy contravention, or when considered against other material considerations, the proposed development provides several benefits in the form of job generation, facilitation of tourism in the city centre and active use of a prominent city centre building.

6. Summary and Conclusions

- 6.1. This Planning Statement has been prepared by Savills Planning on behalf of Criterion Capital, in support of full planning permission for the:

Change of use of upper floors from offices (Use Class E) to hotel (Use Class C1), including limited infilling of lightwells.

- 6.2. A high quality hotel at Royal Buildings will bring a number of significant benefits, as follows:

- Boost to Piccadilly Gardens – a high quality apart hotel will have synergies with the adjoining land uses and be complementary to the leisure, shopping and entertainment offer in the area, adding vibrancy and activity to the area, both throughout the day and into the evening. This increased activity will add to the safety and security of the area.
- Choice and new offer – Manchester is much celebrated for its high-quality cultural offer, and its many museums, galleries, theatres, events and heritage assets play a key role in attracting visitors and contributing to wider inward investment, as well as helping to realise the community and place agendas at the heart of the city. Responding to the increasing demand for hotel use in the City Centre, through creating an additional 187 hotel rooms. Creating a hotel offer in this location will offer a distinctive product that complements the operator's existing provision within the City Centre. The new aparthotel would assist in meeting current and future demand for hotel accommodation within Manchester and assist in diversifying the offer for tourists and visitors, in accordance with Core Strategy Policy CC4.
- Vitality - It will bring a largely vacant building back to life, providing economic benefits to the City, and also contributing to the ongoing regeneration and reinvention of Piccadilly Gardens. The hotel use will complement the existing commercial and leisure uses within the area, in accordance with the City Centre Strategic Plan 2015-2018.
- Job Creation and boost to the economy – The Economic Assessment submitted in support of this application estimates the impact of construction activities, the number and wages of net-additional jobs on site as well as the net-additional spend supporting the local economy from the proposed change of use. The Assessment finds that construction activities will lead to a short-term economic boost supporting 69 jobs. In the medium to long-term, we estimate the hotel will support 30 net additional jobs in Greater Manchester and generate a net additional GVA of £5.4million p.a. The increase in activity and visitors' local spend will add a further net additional £7.4million p.a. to the local economy, thus, supporting the regeneration of Piccadilly Gardens and local businesses in the area.

This will accord with the provisions of Policy EC1 and paragraph 81 of the NPPF which states that “Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.”

Planning Statement

Royal Buildings, Manchester



- 6.3. The creation of additional hotel rooms in a City Centre location which is known for leisure and recreation will clearly contribute towards the Core Strategy's goal focusing culture and leisure in the City Centre and increasing its accessibility as well as contributing towards meeting the targets for growth in the tourism economy for the City and wider region.
- 6.4. The Site is located with Manchester City Centre, as defined by the City Centre Strategic Plan 2015-2018, and as such the development of hotel use is in accordance with Core Strategy CC4 and Section 2 of the NPPF.
- 6.5. The proposed hotel will contribute towards the quality of the City Centre hotel offer, in accordance with Core Strategy CC4. Zedwell is confirmed as the operator of the proposed hotel, and is fully committed to this Site, ensuring a viable and deliverable scheme.
- 6.6. In keeping with Zedwell's brand positioning, they propose to create a high quality and affordable hotel at Royal Buildings, which will make a noteworthy addition to the Manchester accommodation offer.
- 6.7. The benefits associated with hotel significantly outweigh the loss of the existing employment space within the building. The proposed development will contribute to the economic, social and environmental improvement of the city.
- 6.8. The proposals accord with the relevant policies of the Core Strategy, the City Centre Strategic Plan for Manchester City. In terms of national planning policy, the scheme is consistent with the objectives outlined in the NPPF, in particular the need to provide sustainable development in the right locations.

