



Planning Statement

Proposed Change of Use to Serviced Apartments
Finlay's Yard, 2 Mangle Street, Manchester
SHF.881.001.PL.R.001



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Planning Statement, Finlay's Yard, 2 Mangle Street, Manchester, M1 2DU: Proposed Change of Use

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1.0 Introduction

1.1 Introduction

1.1.1 This Planning Statement has been prepared by Enzygo Ltd. to support a planning application for change of use at Mangle Street, Manchester, on behalf of Three Popes Ltd. The site is located within the administrative jurisdiction of Manchester City Council.

1.1.2 The proposed description of the development is:

“Change of use of apartment building from residential apartments for sale to serviced apartments.”

1.1.3 The application site comprises a newly constructed residential apartment block on land at the rear of 56 Dale Street, at 2 Mangle Street, Manchester, M1 2HN.

1.1.4 Pre-application advice was sought from Manchester City Council who advised that the principle of change of use could be acceptable, subject to provision of appropriate documents, including a planning statement.

1.1.5 This planning statement provides background information which identifies the context for the proposed development and demonstrates how the proposal takes account of the current national planning policy, policies of the adopted local plan and other material planning policy considerations. The statement should be read in conjunction with the accompanying application drawings and supporting technical documents.

2.0 Application Site and Surroundings

2.1 Site Context

- 2.1.1 The site measures approximately 0.02ha and comprises an apartment building containing 14 new build residential apartments (Use Class C3) and associated ancillary spaces. The building is located at the junction of Mangle Street and Back Piccadilly, with Dale Street located to the east.
- 2.1.2 The building is linked to 56 Dale Street (Finlay's Warehouse) to the east and 3 China Lane to the south. It is close to the larger thoroughfares of Dale Street to the east, Piccadilly to the west and Newton Street to the north.
- 2.1.3 The building was constructed following planning approval 115529/FO/2017 which was gained in July 2017.



Figure 1: Site Location (site denoted by red line)

2.2 Local Services and Facilities

- 2.2.1 The site is located very close to the city centre, with associated retail and leisure facilities, transport links, and employment opportunities. Mangle Street is a highly sustainable development location.

2.3 Planning History

2.3.1 Relevant planning applications on this site in the last 15 years are presented below.

115529/FO/2017 Construction of 14 new build residential apartments (Use Class C3) and associated ancillary spaces. Minor alterations to Grade II listed building (56 Dale Street).	Approved
CDN/20/0397 Discharge of conditions 6 (Plant Noise), 7 (Refuse), 8 (CMP), 11 (Archaeology) 12 (Surface Water) and 13 (Suds) attached to application ref no. 115529/FO/2017	Approved
CDN/21/0471 Discharge of condition 4 (Materials) attached to application ref no 115529/FO/2017	Approved
132058/JO/2021 S19 Application to amend condition 2 (approved dwgs) attached to application ref no 115530/LO/2017 to replace the originally proposed brick cavity construction to stair core extension with natural slate rainscreen cladding Condition Number(s): 2 Conditions(s) Removal: Please refer to enclosed covering letter. Please refer to enclosed covering letter.	
115530/LO/2017 Listed Building Consent for minor alterations to Grade II listed building (56 Dale Street).	Approved
085241/LO/2007/C2 Conversion of existing buildings into commercial office space (Use Class B1) with new build infill office block at the corner of Mangle Street and Piccadilly	Approved
087272/LO/2008/C2 LISTED BUILDING CONSENT Installation of 2no. individual letter signs, 1 no. projecting sign and 2 no. plaques	Approved
087271/AO/2008/C2 Installation of 2no. individual letter signs, 1 no. projecting sign and 1 no. plaque	Approved
112611/FO/2016 Use of building (3 China Lane) for offices (B1) with external alterations to the elevations including new doors and windows.	Approved

3.0 The Proposals

3.1 Introduction

3.1.1 The application seeks full permission for the following description of development:

Change of use of apartment building from residential apartments for sale to serviced apartments.

3.1.2 The apartment block was constructed for residential use in accordance with planning permission 115529/FO/2017. However, due to a legal agreement with an adjacent landowner, it is necessary to alter this use from residential to visitor accommodation use. The client is therefore seeking permission for a change of use from C3 (residential accommodation) to C1 (serviced apartments), with no external physical changes proposed to the building.

3.1.3 The minor internal changes required to meet the new use are set out in the Design and Access Statement. A minor change to the mix of apartment types is proposed, with the removal of the 1 bed unit and the addition of another 2 bed unit.

3.1.4 The proposed management strategy for the serviced apartments is submitted separately to this statement, demonstrating that there will be no impacts on local amenity from the proposed use.

3.2 Location, Transport Links and Local Amenities

3.2.1 The site is sustainably located for a Class C1 development, being located within the Regional Centre as identified in the Core Strategy, and adjacent to the city centre shopping area, where a range of transport options are available, linking to the city region as well as national and international links.

3.3 Parking

3.3.1 The approved development does not include any vehicular parking due to its location adjacent to the city centre with a wide range of transport links. There are also several nearby car parks available for use. Parking proposals for the serviced apartments are the same, with no dedicated vehicle parking provided. Many shorter term visitors to Manchester are likely to arrive via public transport, including direct links from the airport, and it is not considered that vehicle parking is a key requirement for this C1 use.

3.3.2 However, the cycle parking provided as part of the original development will be retained as part of the change of use, with 1.5 spaces per apartment provided on the ground floor of the building. This will allow short or medium term residents of the serviced apartments to make trips within the city region using this sustainable transport option, as well as by bus, tram or train from Piccadilly Gardens or the proximate train station.

3.3.3 As set out in the original proposal, cycle spaces are also available at Finlays Warehouse.

3.4 Accessibility

- 3.4.1 The proposed change of use does not involve any external alterations. The inclusive design principles used to design access to the consented building will therefore apply to the building in its Class C1 use. The building has a level threshold off Mangle Street. The Design and Access Statement sets out the inclusive access principles which will also be applied to the internal layout of the serviced apartments building.
- 3.4.2 The building will therefore provide fully accessible serviced accommodation adjacent to the city centre, increasing the choice of accommodation available to visitors with accessibility requirements.

3.5 Refuse and Recycling (Domestic)

- 3.5.1 Details of planned refuse storage and collection are supplied on the waste management strategy diagram within the design and access statement. These demonstrate that the waste management strategy is suitable for the intended C1 use.

3.6 Pre-Application LPA Response

- 3.6.1 Advice was sought from Angela Leckie, Senior Planner at Manchester City Council, regarding the potential suitability of the change of use. It was advised that a statement should be provided setting out the reasons for change of use from Class C3 to Class C1, as well as showing policy compliance.
- 3.6.2 This statement seeks to meet the requirements outlined in this pre-application advice and demonstrates why the change of use should be approved.

4.0 Planning Policy

4.1 Introduction

- 4.1.1 This section of the Planning Statement sets out the relevant national and local planning policy and considers the proposal accordingly.
- 4.1.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all planning applications to be determined in accordance with the development plan unless there are material considerations which indicate otherwise.
- 4.1.3 The current Development Plan for Manchester is the Core Strategy. Some retained Development Control Policies are also of relevance.

4.2 National Planning Policy Framework

- 4.2.1 The National Planning Policy Framework (NPPF) was updated in July 2023. It sets out the Government's planning policies for England and how these are expected to be applied to developments. The policies contained within the NPPF are material considerations which local planning authorities should take into account.

"The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs."

- 4.2.2 At the heart of the NPPF is a presumption in favour of sustainable development. The Framework recognises three overarching objectives to sustainable development: economic, social, and environmental. Paragraph 8 of the NPPF advises that to achieve sustainable development, economic, social, and environmental gains should be sought jointly and simultaneously through the planning system.
- 4.2.3 Paragraph 11 sets a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay.
- 4.2.4 Paragraph 38 states that local planning authorities should work proactively with applicants to secure development which will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.
- 4.2.5 Paragraph 92 states that planning decisions should aim to achieve healthy, inclusive and safe places which should promote social interaction; be safe and accessible; and enable and support healthy lifestyles.
- 4.2.6 Paragraph 110 states that when assessing specific applications for development it should be ensured that:

- a) *Appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
- b) *Safe and suitable access to the site can be achieved for all users; and*
- c) *Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.*

4.2.7 Paragraph 111 states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

4.2.8 Paragraph 130 states that planning policies and decisions should ensure that developments will function well and improve the quality of the area; are visually attractive; sympathetic to local character and history; establish or maintain a strong sense of place; optimise the potential of the site; and create places which are inclusive, safe, accessible and which promote health and well-being.

4.2.9 Paragraph 152 states the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change.

4.2.10 Paragraph 194 requires applicants to describe the significance of any heritage assets affected by a proposal, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

4.2.11 Paragraph 194 provides guidance for the LPA in determining applications with regards heritage assets. Paragraph 195 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

4.3 The Development Plan

4.3.1 The key adopted Local Development Plan is the Core Strategy. Under this strategy, the application site is located within the Regional Centre.

4.3.2 Key policies within this document that are of relevance are:

4.3.3 Policy SP 1 Spatial Principles

The Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living.

Core Development Principles

Development in all parts of the City should:-

- *Make a positive contribution to neighbourhoods of choice including:-*
 - *creating well designed places that enhance or create character*

- *making a positive contribution to the health, safety and wellbeing of residents*
- *considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income*
- *protect and enhance the built and natural environment.*
- *Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.*
- *Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.*

4.3.4 Policy CC 4 Visitors - Tourism, Culture and Leisure

The City Centre will be the focus for culture and leisure in the City Region. Proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported. The improvement of facilities for business visitors will also be supported.

Development in the City Centre which improves facilities for visitors, including Manchester residents, will be promoted. In order that the existing visitor attractions can reach their potential it is also important that the City Centre has the infrastructure to accommodate the necessary volume of visitors. 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.

4.3.5 Policy EC 3 The Regional Centre:

“Within the Regional Centre development for employment generating uses including offices and other commercial development will be encouraged.

Proposals for other town centre uses will be assessed in accordance with policies C1 and C9, unless included in an allocation or the uses are ancillary to the main employment use.”

4.3.6 The adopted development plan also retains some policies from the Unitary Development Policies (1995). Of some relevance are the extant policies DC4.1-4.4 which state:

4. BED & BREAKFAST ESTABLISHMENTS (CLASS C1)

DC4.1 In determining planning applications for developments involving the use of the premises for bed and breakfast accommodation (Class C1), the Council will have regard to:

- a. the general location of the proposed development;*
- b. the effect on the amenity of neighbouring residents;*
- c. the standard of the accommodation for the intended occupiers of the premises;*
- d. adequate private outdoor amenity space;*

- e. the availability of adequate, safe and convenient arrangements for car parking and servicing;*
- f. the ease of access for all, including disabled people;*
- g. the desirability of avoiding an over-concentration of special needs or housing in any one area of the City; and*
- h. the desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.*

DC4.2 The Council will normally accept the principle of developments of this kind in residential areas, in commercial areas, and on main road frontages, subject to other relevant policies of the Plan.

DC4.3 Notwithstanding policy DC4.2, the Council will require any developments in this category to provide:

- a. accommodation to the Council's current approved standards for developments of this kind;*
- b. adequate usable external amenity space;*
- c. satisfactory refuse storage and collection facilities;*
- d. satisfactory communal facilities for residents.*

DC4.4 In determining applications of this kind, the Council will normally seek to limit the use within Class C1 to bed and breakfast establishments only, except where satisfactory off-street car parking can be provided in accordance with the Council's current guidelines for hotels and guest houses, and where the Council is satisfied that these more commercial activities will not adversely affect local amenity.

Reasons: There appears to be a growing need for short-term, inexpensive accommodation of this kind, and the Council accepts that they can in most circumstances appropriately be located within residential areas, subject to being satisfied about the overall standard of the development proposed. The proposal to limit, in certain circumstances, the effect of Use Class C1 (Hotels and Hostels) is designed to protect residential areas from larger-scale commercial activities.

5.0 Planning Appraisal

5.1 Introduction

- 5.1.1 This section considers the application proposal against the provisions of The Development Plan and other material considerations.

5.2 Basis for Decision Making

- 5.2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all planning applications to be determined in accordance with the development plan unless there are material considerations which indicate otherwise.
- 5.2.2 The currently adopted Development Plan for the application site comprises the Local Development Framework. The key document within which is the Core Strategy, with some extant UDP policies.
- 5.2.3 The National Planning Policy Framework (2023) is an important material consideration in determining the application. Running through the NPPF is a Presumption in Favour of Sustainable Development.

5.3 Principle of Development

- 5.3.1 Paragraph 11 of the NPPF (2023) states that local planning authorities must approve development proposals that accord with the development plan without delay. The approval of the planning application would contribute to the three overarching objectives of the planning system: an economic objective, a social objective; and an environmental objective.
- 5.3.2 Policy CC4 of the Core Strategy is supportive of visitor facilities and accommodation, stating that in order that existing visitor attractions can reach their potential it is important that the City Centre has the infrastructure to accommodate the necessary volume of visitors. The proposed development is therefore in accordance with this policy.
- 5.3.3 Policy EC3 focuses on economic considerations and addresses the Regional Centre, within which the proposals site is located, and states that employment generating uses will be encouraged. A change from residential to serviced apartments is likely to result in a small increase in employment within this area.
- 5.3.4 Saved UDP Policies DC4.1-4 largely address bed and breakfast accommodation rather than other C1 uses. Furthermore, this policy is 28 years old and is unlikely to reflect the current market and need for types of visitor accommodation. However, the policy is broadly supportive of visitor accommodation. As the site is not in a largely residential area, the constraints identified in these policies are less applicable in this location.

5.4 Design and Layout

- 5.4.1 Paragraph 130 of the NPPF requires development to add to the overall quality of the area; be visually attractive; be sympathetic to local character and history; maintain a strong sense of place; optimise the site's potential; and create inclusive and safe places.
- 5.4.2 There are no external alterations proposed to the building as part of the proposed change of use. The internal changes to the layout will not alter the visual impact of the building within the street scene.
- 5.4.3 The site will therefore continue to comply with the requirements in the NPPF.

5.5 Historic Environment

- 5.5.1 Paragraph 194 of the NPPF (2023) states that in determining applications, *“an applicant should describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.”*
- 5.5.2 A heritage statement accompanied application 115529/FO/2017 and set out the heritage significance of the site context and adjacent listed buildings.
- 5.5.3 The change of use from residential to serviced apartments will not have any impact on the heritage significance of the Conservation Area, or the fabric or settings of the nearby listed buildings. There will be no changes to fabric or visual impact.
- 5.5.4 The proposals therefore accord with Paragraph 194 of the NPPF.

5.6 Highways and Access

- 5.6.1 Paragraph 111 of the NPPF (2023) states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety.
- 5.6.2 There are no constraints presented by highways issues or access to the site. The apartment building has already been constructed in accordance with the 2017 planning approval. The pattern of use of the serviced apartments will not be materially different from residential dwellings, and there will be no significant change to highway impacts from change of use from the approved development.
- 5.6.3 Furthermore, there is no parking provision for vehicles onsite or on Mangle Street, limiting the number of private vehicles likely to be using the highway around Mangle Street that are associated with this development.

5.7 Noise and Vibration

- 5.7.1 Paragraph 174 of the NPPF requires planning policies and decisions to prevent new and existing development from contributing to unacceptable levels of noise pollution.

5.7.2 Condition 6 of the original permission (regarding plant noise) was discharged under CDN/20/0397. There is therefore no amenity issue regarding ancillary equipment in association with this building, which will continue to be the case for the serviced apartments use.

5.7.3 There will be no increased generation of noise from this change of use, and the proposed serviced apartments will accord with the NPPF.

5.8 Housing mix and affordable housing

5.8.1 The approved development does not provide any affordable units. The proposals will not result in the loss of any affordable housing.

5.8.2 Similarly, the proposed development will not result in the loss of any C3 dwellinghouses suitable for families – mentioned specifically as an issue in the Core Strategy – as the consent scheme is solely for apartments located at the edge of the city centre and away from key residential areas.

5.9 Need for Class C1 development

5.9.1 Manchester is growing as a visitor destination. The latest Deloitte crane survey states that Manchester has increased ‘palpably’ in popularity as a visitor destination during the current growth cycle.¹

5.9.2 The implementation of the City Visitor Charge in Manchester, part of the Manchester Accommodation Business Improvement District, also reflects a desire to increase visitor numbers to Manchester. The revenue is intended to be spent on marketing campaigns to attract more overnight visitors as well as increased events and conferences. This future increase in leisure and business visitors will further increase demand for accommodation. The proposed development will help to meet this need.

¹ Deloitte (2023) Manchester Crane Survey 2023. <https://www2.deloitte.com/uk/en/pages/real-estate/articles/manchester-crane-survey.html>

6.0 Conclusions

- 6.1.1 This Planning Statement has been prepared by Enzygo Ltd. on behalf of Three Popes Ltd. to support an outline planning application for change of use from Class C3 to Class C1, at Mangle Street, Manchester. The description of development is as follows:
- 6.1.2 ***Change of use of apartment building from residential apartments for sale to serviced apartments.***
- 6.1.3 The planning assessment has demonstrated that there are no policy or other constraints which should prevent planning approval for the proposed development. It has also been demonstrated that the proposals will help to meet demand for visitor accommodation in the centre of Manchester.
- 6.1.4 Paragraph 11 of the NPPF (2023) states that development proposals that accord with an up-to-date development plan should be approved without delay.
- 6.1.5 The proposal site is an appropriate accommodation for a Class C1 accommodation use, being adjacent to the city centre and sustainably located for visitor and delegate access. There will be no physical alterations to the building, which is capable of accommodating the new use without changes. The accompanying management plan demonstrates how amenity will not be impacted by the change of use.
- 6.1.6 As such, planning permission should be granted without delay.



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