

PLANNING STATEMENT

August 2022 // 1-3 York Street, Manchester



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1-3 York Street, Manchester, M2 2AW



Client: Mitchells & Butlers Retail Limited

Our Ref: ND/mac/9487

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1. INTRODUCTION

- 1.1 The Statement has been prepared on behalf of Mitchells & Butlers Retail Ltd (M&B) to accompany planning and listed building applications that seek permission to convert the vacant upper floor offices at 1-3 York Street, Manchester into a boutique hotel.
- 1.2 M&B is the freehold owner of the building and operates the Browns Bar & Restaurant from the ground and basement floors. The Company purchased the freehold of the building in 2014, when the last tenant moved out of the upper floor office accommodation. Despite extensive efforts to market the floor space, through the local office of Colliers International, it remains vacant and the Company decided in 2018 to convert the space into a boutique hotel, which it will run in conjunction with the Browns Bar & Restaurant below.
- 1.3 No. 1-3 York Street is a Grade II* listed building that is situated within the Upper King Street Conservation Area. Due to its sensitivity, the Company has undertaken extensive pre-application discussions with Historic England and the City Council.

2. THE PROPOSAL

- 2.1 Permission is sought to convert the vacant offices at the first, second, third and fourth floor levels into a boutique hotel. The proposal also involves:-
 - Removal of the entrance steps, lowering of the floor level in the ground floor lobby and re-hanging existing entrance door with new fanlight above to provide an accessible entrance.
 - Internal alterations required to convert the offices to hotel use and install associated services.
 - Alterations to second and third-floor windows in rear elevation in order to provide glazed-in louvres.
 - Installation of slate vents on rear roof slope.
 - Creation of new lift shaft to rear of the building.
 - Reinstatement of original wall and ceiling finishes to third and fourth-floor corridors and part of second-floor corridor.
- 2.2 The application is accompanied by a Design & Access Statement that has been prepared to assist the Local Planning Authority, and other stakeholders, to understand the principles underlying the development. It describes how the scheme responds to the character of the listed building and the changes that have been made following advice received from Historic England and City Council Officers.
- 2.3 The application also includes a Heritage Statement that describes and identifies the significance of the building and impacts thereon.
- 2.4 The development is fully detailed in the application drawings, which are listed in the schedule attached at Appendix 1. The full list of supporting statements include:-
 - Design & Access Statement prepared by Allison Pike. The DAS includes sections on designing out crime and environmental sustainability.
 - Heritage Statement prepared by The JTS Partnership LLP.
 - Planning Statement prepared by The JTS Partnership LLP.
 - Noise Impact Assessment prepared by Hepworth Acoustics.
 - Market Report prepared by Colliers International.
 - Ardent Consultancy Lift Condition Report.

2.5 Together, the reports describe the proposals.

3. MITCHELLS & BUTLERS RETAIL LTD (M&B)

- 3.1 M&B owns and operates some of the best know pub/restaurant brands in the United Kingdom. Its portfolio includes Browns, All Bar One, Harvester Restaurants, Toby Carvery, Miller & Carter Steak Houses, Vintage Inns, Sizzling Pubs, Ember Inns and Nicholson's, as well as many local and community public houses. It has over 1,750 licenced premises (throughout mainland UK) and, from over 50 sites, it also provides hotel accommodation. Many of the Company's premises are listed buildings (Grade II and Grade II*).
- 3.2 The Company first purchased the lease of what was then The Atheneum (which is located on the ground and basement floors of the building) in the late 1990s. After taking stock, it converted the operation to a Browns about 15 years ago and completed a refurbishment earlier this year (under ref: 131268/LO/2021).
- 3.3 The Company purchased the freehold of the building in 2014, after the tenants of the upper floors vacated the premises. The intention was to re-let the offices and they were placed with Colliers International.
- 3.4 Marketing, however, proved unsuccessful and in late 2018/early 2019, the Company began thinking about converting the upper floors into an Inn Keeper's Collection, to be operated in conjunction with the Browns below.

Inn Keeper's Collection

- 3.5 The Company first developed Inn Keeper's Collection/Lodge as a way of making use of surplus floor space above its pub and restaurant operations. There are now nearly 50 hotels split between Inn Keeper's Collection and Inn Keeper's Lodge. They are all located within, or next door to, one of the Company's pub/restaurant operations and are under the same management as that operation. Two of the most recent Inn Keepers to open are in Liverpool and Maidstone. The latter is in a Grade II* listed building, with a Miller & Carter restaurant below.
- 3.6 Innkeeper's Collection operates in the boutique section of the hotel market and, whilst back-of-house operations are centralised, each hotel is individually designed and styled to reflect the building's character and heritage. Accordingly, and whilst all rooms have to have en-suite, there is no prescriptive layout or design.
- 3.9 The Innkeeper's website is:
<https://www.innkeeperslodge.com/inspire-me/stay-in-a-pub-with-real-heritage>
- 3.10 The Company is attracted to the building because of its character and considers that it would be an ideal location for one of its boutique Inn Keeper's Collection hotels. The City is a strong international and home tourist destination, with many attractions for the City break market (including Old Trafford, the Etihad Stadium, The Museum of Science and Industry, Multiple Theatres, Art Galleries, the National Football Museum, Manchester Arena, Museum of Transport, Legoland and Sea Life). Whilst less important to the boutique hotel market, Manchester is also a very strong business destination. Browns sits at the top end of the Company's public house and restaurant offerings and there is a good synergy between it and Inn Keeper's Collection.
- 3.11 M&B did a lot of work on the business case before it first approached the Council in 2019. Whilst there are many hotels in the City, all have good occupancy rates that had been steadily increasing over the previous three to five-year period. Occupancy growth between 2014 and 2019 (even after taking into account new hotel openings) rose by 1.5% year on year, whilst room rates had grown 2.8% over the same five-year period. Whilst the supply of hotel rooms had grown by 5.5%, demand had grown by 7%.

- 3.12 Although everything changed due to the onset of Covid in early 2020, the Company can see signs that things are picking up, especially in the boutique tourist market, which is where the hotel will sit.

4. 1-3 YORK STREET

- 4.1 1-3 York Street was constructed as the headquarters of Parr's Bank in 1901/02. It is an impressive building, with its Edwardian Baroque style, red sandstone, elevations dominating the junction of York Street and Spring Gardens.
- 4.2 As built, it comprised a banking hall, waiting rooms, managers' offices and clerk's room on the ground floor, with the basement providing ancillary accommodation (including vaults). The main entrance to the Bank was on the corner of Spring Gardens and York Street, under a doomed turret, with a secondary entrance at the northern end of the Spring Gardens frontage.
- 4.3 The plan form is 'L' shaped, with principal frontages to both York Street and Spring Gardens. The clerk's room was accommodated in a single-storey structure (sat behind the main frontages), with glazed roof above. In the late 70s/early 1980s, the clerk's office was converted into a car park and service yard, with a pyramidal, slate, roof covering the glazed roof light.
- 4.4 The upper floors were constructed as speculative offices, accessed via a separate entrance at the eastern end of the York Street frontage. The offices were never intended to be, and have never been, occupied in conjunction with the ground floor accommodation.
- 4.5 A more detailed description of the building is set out in the Design & Access and Heritage Statements. The latter identifies the key attributes that contribute to the building's special architectural and historic interest.

5. PRE-APPLICATION DISCUSSIONS

- 5.1 M&B first met with the Deputy Director of Planning on Friday 8th March to discuss the proposed conversion. Acting on advice received, a request for Pre-Application Advice was submitted to Historic England in June 2019. Its advice (which is attached in full at Appendix 10 of the Heritage Statement) is that:-

'The proposal to convert the building into a hotel would be an appropriate re-use of the currently vacant spaces in the upper storeys and well related to the restaurant use within the former banking hall. The cellular character of the former offices certainly lend themselves to a conversion to a hotel with only minor alteration. The major challenge is creating level access and the incorporation of services without further damage to the architectural character and fabric, especially the fine exterior and ground floor spaces. If this can be achieved sensitively then the impact on the significance of the listed building is likely to be minimal. The retention and repair of historic joinery, plaster and tile details should be an integral aspect of the scheme.

The insertion of a lift tower through the former ceiling of the clerks' room would cause further damage to this obscured feature and more detail would be required to clarify the extent of the loss and proposals for making good of the original structure. We appreciate that the lift core has been located here to avoid harm to the fine ground floor interior elsewhere. There would be a need to ensure a sympathetic external design. However, we would encourage you to consider ways to reinstate the clerks' room within your proposals or find other ways to incorporate the ceiling and remaining decorative walls within a more appropriate new interior space that is separate from the loading bay.

Likewise it would be good if the tiled corridors of the upstairs offices could be repaired. Although some tiles may be missing there may be more than enough

surviving beneath the studwork to reinstate a significant proportion of the historic surfaces. This would provide a suitably opulent character to the upper corridor approaches to rooms, similar to the example of 59-61 Piccadilly, and be a distinctive original feature that is now so important to success in today's competitive hotel market'.

- 5.2 Historic England concludes by confirming that it has no objection to the proposal in principle, although the detailed design of the scheme required further development.
- 5.3 A request for pre-application advice was subsequently submitted to Manchester City Council on 29th July 2019. A site visit was held on 9th September 2019, with an initial response being received on 11th October (copy attached at Appendix 11 of the Heritage Statement) as follows:

'The City Council supports bringing the vacant upper floors of this important listed building back into active use. Your proposal to convert the vacant upper floors into a hotel use is also acceptable in principle.

The challenge with bringing this proposal forward is to convert the building, whilst avoiding harm to the historic fabric. This will require minimal intervention and the retention of all original features. Room sizes are to be retained, and the removal of original walls will not be permitted. A significant issue, as discussed, is providing disabled access. I confirm that you will need to submit an Options Analysis for securing full and equal disabled access. The balance between providing access and respecting the heritage of the building may be achievable by creating an additional side access and new internal lift, as proposed by you, and I look forward to receiving full details of this option'.

- 5.4 Further details were submitted to the Council in January 2020, but progress was halted by Covid pandemic. Discussions resumed in 2020, with David Brettell and John Wyard (from the City Council's Heritage Team) attending site on 3rd March 2022. The verbal advice provided by Officers at that meeting is summarised in the Design & Access Statement – along with M&B's response and a summary as to how the scheme has been amended.

6. POLICY FRAMEWORK

- 6.1 Paragraph 2 of the National Planning Policy Framework (NPPF) confirms that applications should be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. Paragraph 10 provides that there is a presumption in favour of sustainable development at the heart of the planning system, with Paragraph 11 stating that developments that accord with an up-to-date Development Plan should be approved without delay.
- 6.2 In this case, the Development Plan comprises:-
- The Core Strategy Development Plan Document adopted July 2012.
 - The extant policies of the Unitary Development Plan.
- 6.3 Further guidance is set out in a document titled:-
- Guide to Development in Manchester Supplementary Planning Document and Planning Guidance adopted April 2007.
- 6.4 The Council's Interactive Proposals Map shows the site to lie within:-
- The City Centre (and thus be subject to Core Strategy Policies CC1 to CC10).
 - The Upper King Street Conservation Area.
- 6.5 It lies just to the south, but outside, of the City Centre Primary Shopping Area.

7. SPATIAL STRATEGY

- 7.1 Core Strategy Policies SP1, EC3, CC1 and C1 provide that the City Centre will be the focus of economic and commercial development, together with retail, leisure and cultural activity. Policy CC1 encourages high-density Class B1a Offices (now Class E(g)), together with a range of economic development such as retail, leisure, entertainment, cultural and tourism facilities that support the development of a viable employment location that is attractive to businesses, employees and visitors, to locate in the City Centre.
- 7.2 Core Strategy Policy CC7 seeks to encourage mixed-use development that makes the most efficient use of a site, whilst Policy CC10 encourages City Centre developments that appeal to a wide range of residents and visitors, which increase diversity of activity and which have high standards of accessibility to buildings.
- 7.3 The proposal to convert the vacant office floor space within the building into a quality boutique hotel is consistent with the Council's spatial objectives.

8. ECONOMIC AND EMPLOYMENT GROWTH (including tourism policies)

- 8.1 Core Strategy Policy EC1 seeks to direct both 'traditional' employment development, such as offices and research and development, to the City Centre along with other significant contributors to economic growth and productivity, including health, education, retailing, cultural and tourism facilities.
- 8.2 Policy EC2 seeks to retain and enhance existing employment space and sites for employment generating uses, whilst Policy CC4 provides that development in the City Centre that improves facilities for visitors will be promoted. It specifically provides that:-

"Hotels have become an increasingly important use across the City, and these will be particularly important in the City Centre. New hotel development which contributes to the quality of the City Centre hotel offer will be supported".

- 8.3 Finally The site falls within UDP Policy Area 7 (The Financial Core), which states that:

"This relatively homogenous area is in the heart of the regional centre office market. High quality buildings, both new and old, and a concentration of major financial institutions predominate. Much of the area is within the King Street Conservation Area and a substantial proportion of the older buildings are listed. Recent development policy has swung noticeably towards refurbishment and with the degree of security now offered to older premises there is likely to be only limited scope for further redevelopment in the area."

"In view of the area's importance as a major source of employment and its vital contribution to the regional role of the City centre, the prime consideration here will be to sustain the existing level of character and activity. Particular encouragement will be given to further refurbishment for office use."

"The maintenance of a high level of activity in the Financial Core is not simply a local concern but a main aim of the Plan and its office policies generally."

- 8.4 A report from Colliers International was provided to the Council as part of the pre-application discussions. It concludes that:

- *The building is no longer commercially viable in its existing use as an office building. This is due to the physical constraints of the built form and the position of the entrance lobby, size of the reception area and lobby areas, inadequacy of the building services, passenger lifts and WC provision.*
- *Should the building continue as an office, it will remain vacant and few, if any, occupiers, are likely to be attracted to it.*

- *It will have an increasingly significant negative impact on the streetscape further exacerbated by its highly prominent location.*
- *There is no commercial justification/capability to undertake any improvements to the interior of the property.*
- *The loss of this office building which currently forms part of the total available city centre office stock would not be detrimental to the commercial vibrancy of the City Centre office market.*

The conversion of the building into a credible hotel on a pre-let basis provides the opportunity to facilitate the comprehensive refurbishment of an existing tired building into an architecturally stimulating building that fully functions and adds to the vibrancy of Manchester City Centre.

Without refurbishment for a hotel, the opportunity would be lost to secure significant direct investment and multiple spin off economic, social and community benefits.

- 8.5 The Council confirmed, as part of pre-application discussions, that there is no objection to the principle of converting the vacant offices into hotel use.
- 8.6 The proposed hotel will maintain the building in employment use and help support the existing public house/restaurant operation below. It will provide a high-quality operation that enhances the City Centre's hotel offer. The scheme is promoted by a long-established hotel operator and is fully deliverable.
- 8.7 The proposal fully accords with the Council's objectives and policies for the City Centre.

9. TRANSPORT

- 9.1 Core Strategy Policies CC5 and T2 seek to direct new development that generates a significant number of trips to locations, such as the City Centre, that are easily accessible by walking, cycling and public transport. Section 3.10 of the Design & Access Statement describes the site's excellent transport links.
- 9.2 Policies CC5, T2 and DM1 also provide that, within the City Centre, development should have a level of car parking that reflects the highly accessible nature of the location as well as the realistic requirements of users of the development. The property has a small internal service yard/staff car park but it is otherwise 'land-locked' and, accordingly, it is not possible to provide any additional car or cycle parking spaces. This current arrangement is, however, considered appropriate given the site's city centre location and its excellent walking and public transport links.

10. ACCESSIBILITY

- 10.1 Core Strategy Policies CC10 and DM1 seek to ensure that new buildings have a high level of accessibility, including for disabled persons. The Design & Access Statement (Sections 2.13 and 3.11) describes how the scheme responds to the constraints of the listed building to maximise accessibility for all.
- 10.2 It is proposed to remove the existing stepped entrance and lower the ground floor lobby to provide level access from the pavement. The lift and lift shaft will be re-worked to arrive at the new floor level. The vast majority of rooms are accessible via step-free routes and the number of universally accessible bedrooms exceeds building regulation requirements.
- 10.3 As far as the building allows, the development demonstrates full compliance with the requirements of Policies CM10 and DM1.

11. SUSTAINABLE DESIGN

- 11.1 Core Strategy Policies EN4, EN6 and EN8 (together with the 'Guide to Development in Manchester') seek to ensure that new development, including retro-fit projects, should reduce the need for energy and CO² emissions and be adaptable to climate change. Section 5.00 of the Design & Access Statement identifies the opportunities that exist to improve the environmental performance of the building, whilst respecting its heritage significance.

12. DESIGN AND HERITAGE

- 12.1 Core Strategy Policies CC9, EN1, EN3, DM1, together with UDP Policies 18, 19 and 26, seek to promote high standards of design and ensure that new development preserves or enhances the City's heritage assets. The Design & Access Statement identifies and describes the principles that underlie the development, whilst the Heritage Statement identifies the significance of the Grade II listed building and the Upper King Street Conservation Area and potential impacts on significance.

Amenity

- 12.2 The conversion of commercial offices into a boutique hotel, in this bust city centre location will cause no harm to local amenity.

Crime Prevention and

- 12.3 Section 4.00 of the DAS describes how crime prevention measures have been considered, in both the layout and design of the proposal, in a manner that is consistent with the guidance set out in the 'Guide to Development in Manchester'.

Heritage

- 12.4 No alterations are proposed to the principal facades of the building (facing York Street and Spring Gardens) save for those alterations which need to be made to the entrance to provide a hotel which is accessible to all. Whilst a number of external alterations are proposed to the rear facades, they are appropriately designed, are the minimum necessary, are largely hidden from view and, where they can be seen, are viewed in the context of a secondary service frontage.
- 12.5 As described in the Heritage Statement, the upper floor offices, whilst significant in their own right, are not as important as the facades or the ground floor former banking hall and associated accommodation. The scheme has been carefully designed to respect the volume of existing spaces, minimise impacts upon significant features (and, in particular, the ceilings of the ground floor) and, wherever possible, re-use previous interventions. Wherever possible, original features are revealed and restored or, where this is not possible, they are recorded and concealed intact.
- 12.6 The Heritage Statement concludes that whilst harm will be caused to some features that contribute towards the heritage significance of the building, when viewed as whole, the opportunity to bring the upper floors back into economic use, together with the restoration of large sections of original corridors, results in a scheme that will benefit and secure the heritage significance of the building.

13. PLANNING BALANCE

- 13.1 As identified by both the City Council and Historic England, during pre-application discussions, converting the vacant upper floor offices of the building, into a boutique hotel, is, in principle, consistent with the Council's Core Strategy, would represent a good and efficient use of the building, would boost the tourism sector and vitality of the City Centre and, subject to detailed design, is compatible with the heritage significance of the building.

- 13.2 Mitchells & Butlers Retail Ltd sought to engage Historic England and the City Council about the details of the scheme, providing a significant level of detail and certainty, about both the proposed layout and the services strategy, as part of the initial discussions. Where comments have been received, they have been considered and responded to, with adaptations being made to the scheme wherever possible.
- 13.3 Whilst some harm will be caused to a number of features that contribute to the heritage significance of the listed building, overall, the scheme will enhance its heritage value.
- 13.4 Working within the constraints of the building, sustainable design has been incorporated into the scheme wherever possible. The site lies within a very sustainable location and conversion to a hotel use will cause no harm to neighbours or the amenity of the locality.
- 13.5 This is a sustainable form of development that will sensitively bring the upper floors of the building back into economic use so securing the long-term future of the heritage asset. It is consistent with relevant NPPF and development plan policies.

APPENDIX 1

APPLICATION DRAWINGS

DRAWING NO.	REVISION	DOCUMENT NAME
MAB AS01	/	PROPOSED GROUND & FIRST FLOOR PLANS
MAB AS02	/	EXISTING SECOND FLOOR PLAN
MAB AS03	/	EXISTING THIRD FLOOR PLAN
MAB AS04	/	EXISTING FOURTH FLOOR PLAN
MAB AS05	/	SITE LOCATION PLAN
MAB AP01	G	PROPOSED FROUND & FIRST FLOOR PLANS
MAB APO2	F	PROPOSED SECOND FLOOR PLAN
MAB AP03	E	PROPOSED THIRD FLOOR PLAN
MAB AP04	E	PROPOSED FOURTH FLOOR PLAN
MAB AP05	A	EXISTING & PROPOSED BASEMENT FLOOR PLANS
MAB AP06	/	EXISTING ROOF PLAN
MAB AP07	A	PROPOSED ROOF PLAN
MAB AP08	/	EXISTING EXTERNAL ELEVATIONS 1 OF 2
MAB AP09	/	EXISTING EXTERNAL ELEVATIONS 2 OF 2
MAB AP10	A	PROPOSED EXTERNAL ELEVATIONS 1 OF 2
MAB AP11	B	PROPOSED EXTERNAL ELEVATIONS 2 OF 2
MAB AP12	/	EXISTING BUILDING SECTIONS A-A & B-B
MAB AP13	/	EXISTING BUILDING SECTIONS C-C & D-D
MAB AP14	A	PROPOSED BUILDING SECTIONS A-A & B-B
MAB AP15	B	PROPOSED BUILDING SECTIONS C-C & D-D
MAB AP16	/	EXISITING & PROPOSED 1 ST FLOOR CORRIDOR ELEVATIONS
MAB AP17	A	EXISTING & PROPOSED 2 ND FLOOR CORRIDOR ELEVATIONS
MAB AP18	A	EXISTING & PROPOSED 3 RD FLOOR CORRIDOR ELEVATIONS
MAB AP19	A	EXISTING & PRPOSED 4 TH FLOOR CORRIDOR ELEVATIONS
MAB AP20	/	CORRIDOR TYPICAL SECTION DETAILS
MAB AP21	/	TYPICAL BEDROOM LAYOUT/DETAILS
MAB AP22	/	FIRST FLOOR SECONDARY GLAZING DETAILS
MAB AP23	/	SECOND FLOOR SECONDARY GLAZING DETAILS
MAB AP24	/	THIRD FLOOR SECONDARY GLAZING DETAILS
MAB AP25	/	FOURTH FLOOR SECONDARY GLAZING DETAILS 1
MAB AP26	/	FOURTH FLOOR SECONDARY GLAZING DETAILS 2
MAB AP27	/	PROPOSED LIFT SHAFT THROUGH EXISTING ROOF
MAB AP28	/	1ST FLOOR HOLES THROUGH EXISTING FLOOR
MAB AP29	/	2ND FLOOR HOLES THROUGH EXISTING FLOOR
MAB AP30	/	3RD FLOOR HOLES THROUGH EXISTING FLOOR
MAB AP31	/	4TH FLOOR HOLES THROUGH EXISTING FLOOR
MAB AP32	/	UA ENTRANCE DETAIL – YORK STREET – PLANS & ELEVATIONS
MAB B3322-PM-10-20-30-1001-P05		M&E SERVICES BASEMENT AND GROUND FLOOR
MAB B3322-PM-10-20-30-1002-P07		M&E SERVICES FIRST AND SECOND FLOORS

MAB B3322-PM-10-20-30-1003-P06		M&E SERVICES THIRD AND FOURTH FLOORS
MAB B3322-PM-10-20-30-1004-P03		M&E SERVICES ROOF LEVEL
H19147-SK01-P1		SCHEMATIC DETAIL FOR CREATION OF FLOOR DRAWINGS