| Application Number | Date of Appln | Committee Date | Ward |
|---|---|---|---|
| 121014/FO/2018 | 20th Sep 2018 | 13th Dec 2018 | Piccadilly Ward |

**Proposal** Erection of 23 storey building (land at no. 14-16 Piccadilly) plus plant level and conversion of adjacent building (no. 12 Piccadilly) (basement to fourth floor) to create 356 bedroom hotel above ground floor breakfast room and lobby.

**Location** 12 - 16 Piccadilly, Manchester, M1 3AN

**Applicant** Toyoko Inn Co Ltd, C/o Agent,

**Agent** Mrs Emma Jones, GVA HOW Planning, Norfolk House, 7 Norfolk Street, Manchester, M2 5GP

## Background

Planning permission and listed building were granted in December 2007 ( ref no's 082829 and 082830 ) for the conversion and refurbishment of the 4 storey former Union Bank (12 Piccadilly) a Grade II Listed Building and the erection of a 9 storey building on the adjacent vacant site to provide office accommodation throughout. The building would have been around 40m high.

Planning permission and listed building were granted in November 2013 ( ref no's 103766/FO/2013/C2 and 103769/LO/2013/C2 ) for the conversion of the listed building and the erection of a 20 storey building to create a 258 bedroom hotel with a ground floor bar 117m).

These permissions have now expired. However, the principle of development on the site, including a new build hotel of 20 storeys and conversion of the existing listed building into a hotel use has been established. This current application comprises an updated version of the 2013 scheme by the same architect for a different hotel operator.

## Description of site






The site measures 0.07 hectares and is bounded by Piccadilly, Gore Street and Chatham Street with the Waldorf Public House and Indemnity House (no.7 Chatham St) immediately to the rear. It is occupied by the vacant Grade II Listed former Union Bank building at 12 Piccadilly and an adjacent surface level car park (14 -16 Piccadilly). It forms part of a wider island site bounded by Piccadilly, Gore Street, Roby Street and Chatham Street.

The site is adjacent to the Stevenson Square Conservation Area the boundary of which runs immediately to the north of the site and incorporates buildings on the opposite side of Piccadilly. It is adjacent to a number of Grade II Listed Buildings including the Malmaison Hotel, 77-83 and 107 Piccadilly, The Grand Hotel on Aytoun Street, 13,15 and 19 Paton Street, 68 Dale Street and The Crown Courts (Grade II*).

Indemnity House, Chatham Street is a non-designated heritage asset and forms part of the setting to the Listed Building, when viewed from Chatham Street.



The buildings on the vacant part of the site were demolished in *c* 1980, and the land has since remained undeveloped.

The local area is part of a key transport node which has a critical role to play in the city's economic regeneration. It is one of the main gateways into the city for both business and leisure visitors arriving by car and public transport.

The site is close to Piccadilly Station in an area that contains a mix of uses including hotels, residential, offices, shops, bars, restaurants and car parks. The main frontage is onto Piccadilly, which is a key pedestrian route between Piccadilly Station and the retail and commercial core.

The nearest residential properties are located within the Grand Apartments ( 1 Aytoun Street), Mercury Buildings (15 Aytoun Street), Aytoun Court (17-19 Aytoun Street) and Roby Court (1-12 Roby Street). A basement car park within Roby Court has access / egress onto Roby Street.

The Listed building was built in 1911 and designed by Thomas Worthington and Son. It is constructed of Portland Stone and has a rectangular plan form with a chamfered corner that articulates the main ground floor former bank entrance. The tripartite elevations have channelled rustications to the ground floor, rusticated quoins to all angles of the upper floors and pedimented attic windows articulate the roof. The door is not original and has been replaced. The round-headed doorway on Piccadilly does have its original doors which provided access into office spaces on the upper floors.

Internally, there have been  substantial alterations to the interior of the building. All three staircases that provided access to the basement have been removed. The ground floor formerly contained three offices and a corridor between the entrance on Piccadilly and the western entrance on Chatham Street.The western entrance on Chatham Street has been altered and is now a window opening. The Piccadilly entrance provides access to the retained staircase and lift that provides access to the

basement and the upper floors. The entrance corridor is clad in coloured marble panels which has been altered and repaired in areas. A utilitarian staircase wraps around a modern lift.

The former large office spaces have been sub-divided and suspended ceilings have been inserted throughout which have had an adverse impact on areas of remaining historic fabric. New openings have also been inserted between offices and to provide means of escape onto the roof. Surviving decorative elements are seen only in the moulded plasterwork ceiling to the Piccadilly entrance hall and the stained glass to the stairwell.

The building has largely been empty since Barclays Bank vacated it in 2006. Its condition has deteriorated and a new use is required to ensure it can be restored and brought back into active use.

One of the characteristics of the area is the presence of large individual buildings, which occupy regular and irregular island sites providing total site coverage. This creates a sense of a dense urban environment. Buildings vary in terms of height, scale, mass and bulk and the more modern developments around this side of Piccadilly are taller than is typically found within the adjacent Whitworth Street and Stevenson Square Conservation Areas. 111 Piccadilly is a 19 storey building and at Piccadilly Place bounded by Auburn Street, Whitworth Street, Aytoun Street and London Road there are buildings of between 10 and 14 storeys.

Development at Kampus on the former MMU site on Aytoun Street comprises 478 homes with ground floor commercial space within three buildings of 12 to 15 storeys and two of 14 to 16 storeys ( ref no 112034). At New Manchester Square at the junction of Princess Street and Whitworth Street, construction is underway on a residential development comprising buildings of 15, 14 and 11 storeys, providing 351 homes above commercial uses.

**Description of the Proposals.**

The application proposes the erection of a 23 storey building (121m), plus a plant level, and the conversion of the listed building to create a 356 bed hotel comprising 116 single, 44 twin, 175 double, 6 delux double rooms and 15 accessible rooms (11 in listed building and 4 in the new building). There would be bedrooms on the first, second, third and fourth floors of the refurbished Listed Building. The hotel entrance would be on Gore Street where a ground floor lobby would link via stairs and a lift to a breakfast area, within the former banking hall of the Listed Building. Ancillary facilities comprising offices, plant space, cycle parking and a laundry would be in the basement of the Listed Building.

The wall facing Gore Street to be removed to create a lightwell within the junction of the listed and new building. It is also proposed to remove a chimney which would abut the new build element.

The operator Toyoko (the applicant) focuses on sites close to railway stations and has over 270 hotels, with a total of 50,000 guest rooms in six countries including Japan, Cambodia, South Korea, the Philippines, France and Germany. They are

looking to expand further in Europe and have recently completed hotels in Frankfurt and Marseille. Manchester would be their first UK hotel. It is intended to be a high-quality affordable business hotel.

The current proposal is an amendment to the most recently submitted scheme and would retain of more of the internal fabric of the listed building including stairwell that would previously been removed. The height of the new build element has increased from 22 to 23 storeys as a consequence. The level at which the bronze concrete element is introduced has been raised above the level of the dentilled cornice and changes have been made to window openings which improve the interface on Piccadilly between the Listed Building and the new build element. Moving the entrance in the new building along by one bay and introducing a canopy has assisted wind mitigation.

The new build element would have a tri-partite composition defined by a clear base, middle and top. Its rectangular plan form would be divided into two parallel blocks, separated by a glass slot. The two blocks would be constructed in different materials with the northern block constructed of bronze coloured pre-cast concrete panels, and a series deep ribs measuring 100mm wide by 150mm deep would be applied. The southern block would be constructed from white pre-cast concrete panels, in a colour relating to the Portland stone on the listed building. The panels would be chamfered or angled. Panels at the top of the building would angled to increase the expression of the floor height and provide greater articulation.

The works to the listed building would include:

- Mild detergent wash to the façade.
- Paint and repair all original windows to the Chatham Street and Piccadilly
- elevations.
- Replace non-original windows to the ground floor.
- Replace non-original door at the Chatham Street and Piccadilly corner.
- Retain original door to Piccadilly but prevent it from being a point of access.
- Remove all non-original alarms, door mechanisms and timber parts.
- Re-open the original entrance doorway to the Chatham Street elevation.
- Remove the south façade to form an internal lightwell.
- Restoration of the ornate ceiling to the banking hall.
- Retention of original skirtings, ceilings and mouldings.
- Demolition of the non-original internal partition walls.
- Removal of non-original ceilings and internal finishes.
- Alterations to ground floor office lobby and associated marble finishes.

It is intended to plant three street trees within the pavement to Piccadilly provided that below ground services would allow this. The development would be expected to achieve a BREEAM rating of at least ‘very good’.

Waste would be split into the following bins and would be collected daily:

Blue - Pulpable material (recycled) - paper, cardboard, tetrapak etc - 2 x eurobins
Brown - Co-mingled material (recycled) - glass, cans, tins, plastic etc – 3 x eurobins

Green - Organic waste (recycled) - food stuffs etc - 1 x 240l bins
Black General waste (non-recycled) - all non-recyclable 6 x eurobins

The total number of bins has been calculated from City Council document 'GD04 Waste Storage and Collection Guidance for New Developments V2.00 -0 Citywide Support - Environmental Protection (September 2014).

The main entrance would be at the corner of Piccadilly and Gore Street, with a secondary pedestrian entrance at the corner of Piccadilly and Chatham Street. Service entrances would be located on Gore Street and Chatham Street. Two spaces on Chatham Street would be removed to accommodate the proposed loading bay. A visitor drop off/ pick up facility would be located on Gore Street for up to three vehicles, adjacent to the main entrance. The drop-off/ pick-up facility would be accommodated through the reconfiguration of the existing on-street parking bays. A total of five on-street parking bays are proposed to be introduced on the southern side of Gore Street. Overall therefore proposals would represent a neutral impact on the existing total number of parking spaces on Gore Street and Chatham Street.

The proposal does not include parking and it is envisaged that visitors who arrive by car would use car parks nearby. A Framework Travel Plan has been prepared in support of the planning application.

36 Cycle parking spaces are proposed for visitors and staff along with and showering and changing facilities for staff.

In support of the proposal, the applicants have stated that the development would provide the following :

- The hotel would inject life and vitality into this part of the City activating the ground floor streetscape.
- The hotel would bring a long vacant listed building back into use. The investment will preserve the buildings' status and secure its future upkeep and maintenance, providing a positive benefit to the street.
- The high quality, tall building would contribute positively and sensitively to the urban grain and reinforce the grid structure of surrounding streets and buildings by reinstating the street edge and site corners.
- The scale, alignment and positioning of the proposal would relate to its context, and would be a positive addition to the skyline which would promote positive vistas across the City.
- The building would be seen from some parts of the adjacent conservation area and adjacent listed buildings but his would not have an adverse impact on the historic character of the area or the setting of buildings. This, together with the refurbishment of the former Union Bank, would ensure that the scheme would not adversely impact on the appreciation of the adjacent listed buildings or their setting.
- By creating interest and vitality, the proposal would remove the current adverse impacts that the adjacent site has on the street scene, on adjacent listed buildings and on the adjacent Stevenson Square Conservation Area.

- The conversion of the building would, subject to conditions relating to the detailed nature of the repair and reinstatement, have an acceptable impact on the character and historic fabric of the listed building.
- There has been a significant increase in the supply of hotel rooms in Manchester over the past five years, however this has been exceeded by demand growth. Occupancy rates for hotels are around 75%, indicating an undersupply in the market. Whilst there is a healthy supply of hotel rooms that are confirmed to come forward over the next 2 years, only a small proportion are economy hotels (221 rooms, or 17% of all confirmed rooms.
- CBRE have estimated that construction of Toyoko Inn will lead to construction investment of around £23m. Over a two year build period, it is estimated that this could support 175 temporary full time equivalent (FTE) construction jobs per annum. This includes jobs on-site as well as off-site in the development's wider supply chain (for example in pre-fabrication facilities).
- Based on operations at Toyoko Inn's other hotels in Europe, it is estimate that the proposed developed will support around 43 FTE jobs once operational, and £1.4m of annual Gross Value Added (GVA). These will be across a range of roles including managerial, front of house (receptionists and customer service) and back of house (housekeepers and maintenance).
- The hotel will also deliver a range of off-site employment through supply chain purchases made by Toyoko Inn and expenditure of wages injected into the local economy by direct and indirect workers. This is estimated to support around 15 FTE jobs and £0.4m annual GVA in Manchester.
- The economy hotel would offer breakfast only. This will encourage guests to purchase food and drink from outside the hotel, resulting in a positive impact to local businesses. Given the hotels' location on a main gateway into the city, it will enhance visitor's perception of the city, and help to drive footfall and further investment in this area of Manchester.
- Taking into consideration both the gross on-site employment (direct) and multiplier (indirect and induced) employment impacts, it is estimated that total gross employment impact of the Proposed Development is 58 FTE jobs, with an annual GVA impact of £1.8m.
- Toyoko Inn has also recently opened its UK Headquarters on Chorlton Street in Manchester – further demonstrating its commitment to this Site. The proposals are fully funded subject to planning permission and listed building consents being granted.

This planning application has been supported by the following information:

Supporting Planning Statement
Tall Building Statement
Statement of Community Involvement
Design and Access Statement
Application Drawings
Verified Images
Waste Management Strategy
TV Reception Survey

Sunlight / Daylight Impact Report
Crime Impact Statement
Drainage Impact Statement
Structural Philosophy Report
Energy Statement Report
Ventilation Strategy Report
Archaeology Desk Based Assessment
Geo-Environmental Site Assessment
Transport Statement
Framework Travel Plan
Acoustic Report
BREEAM Pre-Assessment Report
Economic and Regeneration Benefits Statement
Environmental Wind Report
Environmental Standards Statement
Air Quality Assessment
Ecology Survey Assessment

## Consultations

**Publicity –** The occupiers of adjacent premises have been notified about the applications and they have been advertised in the local press as a major development, affecting the setting of a listed building and the setting of a conservation area (121014); and, as affecting a listed building and the setting of a conservation area (121015). Site notices have also been placed adjacent to the application sites. The occupiers of adjacent premises were re-notified about the application and given a further 10 days to make comments following the submission of a revised scheme which increase the height of the new building by 1 storey (from 22 to 23) and allowed for more retention of the original building fabric within the Listed Building.

11 Letters of objection were received with 1 objector reaffirming their objections following the re-notification. The objections relate mainly to concerns about the height, the impact on levels of sunlight and daylight within adjacent Apartments and traffic and highways issues during the construction and operational phases and are summarised below:

**Height**

- The height is excessive when the adjacent context including a number of listed buildings and a 22 storey building would not be appropriate within its context.

**Traffic and Highways issues (Operational and Construction Phases)**

- Roby Street forms the only entrance / exit points to car parks within adjacent buildings and consequently there is potential for the construction of this building (presumably a crane will be required to service the construction) to impact on this if the logistics of the development are not carefully planned and

monitored including the potential for Gore Street to be closed which would provide no exit route for vehicles from those adjacent car parks;
- There are elderly and infirm people in adjacent buildings how will the safety implications for emergency vehicle access and access to adjacent disabled parking bays and general building and car parking access / egress be retained to an acceptable level ?;
- The size of the development implies the need for significant levels of vehicle access during both the construction and operational phases, how will this be managed given the narrowness of the adjacent streets;
- Is there an opportunity to look at rationalising the management of traffic flows within the area as part of this application as currently you can access from Aytoun, Chatham, Roby and Gore Streets but only exit along Gore Street which leads to long queues from Chatham Street along Roby and into Gore;
- Traffic around this area is already gridlocked in Chatham St/Roby St/Gore St at peak times , including blocking the exit from the NCP car park. In addition, turning right onto London Road from Gore St, is difficult due to poor visibility caused by vehicles parked on Gore St. The development has the potential to make this worse due to the increased parking and coach drop off point;
- The application states that parking for residents will be available within the adjacent NCP car park but this is not operational 24 hours so how would this be managed?

**Impact on levels of Sunlight and Daylight**

- Due to the height of the development, it will severely impact on levels of natural light within adjacent apartments;
- The scheme will result in significant overshadowing within a number of adjacent buildings;

**Other**

- Residents and use of external amenity areas will be disrupted and inconvenienced as a result of substantial noise, dirt, service disruption and this will adversely impact on their quality of life;
- Thought must also be given to local residents during the development/building and their need to access the area. What measures will be put in place to ensure that residents are kept informed about the ongoing construction process and how this will impact on them? Previous developments in the area have been managed and implemented with complete disregard for residents;
- There is potential for increased noise for local residents particularly from disposal of rubbish and collections from Chatham St;
- Increased vehicles (customers, suppliers and staff of the hotel) will impact air quality and pedestrian safety in this area that already has problems with these issues.

**Manchester Conservation Area and Historic Buildings Panel –** Commenting on the original design. The Panel felt that the proposals seemed to have more elegance than the previous scheme and that this was a suitable location for a tall building.

They would like to see greater consideration to the link between the two buildings as the architectural relationship was poor. A better solution would be to link the buildings via a 'piano noble' through both of the buildings and advised that the lower levels should be improved.

They noted that the entrance to the listed building is lost and will need a lot of signage and the entrance should be better defined.

The Panel would like to see more of the original building retained and felt that due to the level of alteration, the proposals were more of a façade retention. They noted that the stairwell was magnificent.

**Historic England** – consider that the revised design is a significant improvement on the original proposals in terms of retaining the historic fabric of the listed building, particularly fire places, cross walls, staircase and floors. They do not consider that the small increase in the height of the new build block would cause any appreciable additional harm compared to the original proposal. Any harm that does result would in any event be outweighed by the benefits of retaining the LB interior. So a clear improvement in heritage terms and in terms of the necessary justifications under NPPF 194 and 196.

**Head of Highways-** Have no objections and are satisfied that the scheme, with minor highway modifications is unlikely to generate any significant network implications. Impacts from construction and servicing requirements can be suitably addressed within Construction and Servicing Management Plans, recommended to be conditioned and attached to any future consent of the application.

**Head of Regulatory and Enforcement Services** – (Street Management and Enforcement) - Has no objections but recommends that conditions relating to the acoustic insulation of the premises and any associated plant and equipment, the storage and disposal of refuse, the hours during which deliveries can take place and the management of construction be attached to any consent granted.

**Greater Manchester Police (Design for Security)** – No objection subject to the recommendations contained in the Crime Impact Statement being implemented as part of the scheme.

**Greater Manchester Ecology Group** – Have no objections and note that no significant ecological constraints were identified by the developer's ecological consultant. They note that no evidence of bats was found and have stated that on this basis no further information or measures are required in relation to their protection. The provision of bird boxes and a 'green' roof is acceptable in terms of contributing to and enhancing the natural and local environment and they request that issues relating to, bats, nesting birds and landscaping are resolved via condition and /or informative.

**Flood Risk Management Team** – Have recommend that conditions should be attached to any consent granted to ensure surface water drainage works are implemented in accordance with Suds National Standards and to verify the achievement of these objectives

**Environment Agency** - Have no objections but have recommended conditions to mitigate the risks to adjacent ground and controlled waters and have recommended that guidance set out within their document 'Guiding Principles for Land Contamination' is followed.

**TFGM (Metrolink)-** Have no objections.

**United Utilities** will have no objection to the proposed development providing specific conditions are included in any planning permission granted to ensure that no surface water from this development is discharged either directly or indirectly to the combined sewer network and that the site must be drained on a separate system, with only foul drainage connected into the foul sewer.

**Greater Manchester Archaeological Unit** – A desk based archaeological study (DBA) has concluded that the site is most unlikely to retain any below ground archaeological interests or heritage assets of significance. They accept these conclusions and recommends that no further archaeological work is necessary.

**Work and Skills** – Recommend that a local labour condition is included for the construction and end use phases which incorporates a requirement to a provide report of local labour achievements.

**Manchester Airport , Civil Aviation Authority and NATS Safeguarding** - Have no safeguarding objections.

**ISSUES**

Local Development Framework

The principal document within the framework is **The Core Strategy Development Plan Document 2012 -2027** ("the Core Strategy") was adopted on 11July 2012 and is the key document in Manchester's Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

The proposals are considered to be consistent with the following Core Strategy Policies SP1, CC1, CC4, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC1, EC8, and DM1 for the reasons set out below.

**Saved UDP Policies**

Whilst the Core Strategy has now been adopted, some UDP policies have been saved. The proposal is considered to be consistent with the following saved UDP policies DC 10.1, DC19.1, DC20 and DC26 for the reasons set out below.

Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles - These provide a framework within which the sustainable development of the City can contribute to halting climate change. This development would be in a highly accessible location, close to good public transport links, and would thereby reduce the need to travel by private car.

SO2. Economy - The hotel would help to improve the City's economic performance. It would provide jobs during construction along with permanent employment and facilities in the hotel, in a highly accessible location and would support the business and leisure functions of the city centre and the region.

S05. Transport - This seeks to improve physical connectivity through the development of sustainable transport networks to enhance the Citys functioning and competitiveness and provide access to jobs, education, services, retail, leisure and recreation. The proposal is in a highly accessible location and would reduce the need to travel by private car and make the most effective use of public transport facilities.

S06. Environment - The proposal would help to protect and enhance the Citys built environment and ensure the sustainable use of natural resources, in order to: mitigate and adapt to climate change; improve air, water and land quality; improve recreational opportunities; so as to ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

**Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

"For decision- taking this means: approving development proposals that accord with an up-to-date development plan without delay" and "where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

The proposed development is considered to be consistent with sections 5, 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.

Paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good

design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

NPPF Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy EC1 - Land for Employment and Economic Development, Policy EC3 The Regional Centre Policy CC1 (Primary Economic Development Focus) Policy CC4 (Visitors, Tourism, Culture and Leisure) and CC8 (Change and Renewal) – The proposal would help to bring forward economic and commercial development within the Regional Centre. It would deliver a hotel within a part of the City Centre identified in Policy EC1 and CC1 as a focus for primary economic development. The proposal would support the City's economic performance and would help to reduce economic, environmental and social disparities and create an inclusive sustainable community. The site is well connected to transport infrastructure.

The City Centre is a key location for employment growth and the proposal would create jobs during the construction and operational phases. The hotel would use the site efficiently, improve a vacant site and building, enhance the sense of place within the area, and respond to the needs of users and employees by providing access to a range of transport modes and reducing opportunities for crime.

The proposal could help to assist the delivery of the broader long term objectives for the area, including those presented by HS2. Piccadilly Station is a focal point for investment and the proposal would deliver a product that would complement other schemes in the development pipeline.

The development would be highly sustainable and would bring forward economic and commercial development within the Regional Centre. It would have good access to sustainable transport provision, maximise the potential of the City's transport

infrastructure and would enhance the built environment, creating a well-designed place that would enhance and create character and reduce the need to travel

It would develop an underutilised, previously developed site and restore a vacant listed building. It would create employment during construction and on completion and assist in building a strong economy. It would complement the well established community within this part of the City Centre and contribute to the local economy through guests using local facilities and services.

The development would help to create a neighbourhood where people would choose to be by enhancing the built and natural environment and would enhance and create character. The hotel would support the business and leisure functions of the city centre improving the infrastructure. It would offer product which would improve the range of accommodation options and would be close to visitor attractions including the City Art Gallery, the Northern Quarter and the Retail and Commercial Core.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) - One of the spatial principles is that the Regional Centre will be the focus of economic and commercial development, leisure and cultural activity and high quality city living. The proposal would support the creation of a neighbourhood which would attract and retain a diverse labour market. The hotel would significantly increase activity and would support the business and leisure functions of the city centre and the region and promote sustained economic growth.

NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The location is highly sustainable and would give people choices about how they travel and would contribute to sustainability and health objectives. The area is close to Piccadilly Station with its connections to the airport and beyond and Metroshuttle routes and should maximise the use of sustainable transport. A Travel Plan would facilitate sustainable transport use and the City Centre location would minimise journey lengths for employment and business and leisure activities for guests. The proposal would help to connect residents to jobs. The development would include improvements to pedestrian routes and the pedestrian environment which would prioritise pedestrian and disabled people, cyclists and public transport.

CC7 (Mixed Use Development), and Policy CC10 (A Place of Everyone) – This would be an efficient, high-density development in a sustainable location within the heart of the City Centre. Manchester's economy continues to grow post-recession and investment is required in locations that would support and sustain this growth. The City Centre is the biggest source of jobs in the region and this proposal would provide accommodation to support the growing economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community. The hotel would complement the existing mix of uses and would support local businesses through supply chain arrangements and guests will be encouraged to use local restaurants and bars as these would not be provided on site.

NPPF Sections 12 (Achieving Well Designed Places), and 16 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles

and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) - The proposal has been the subject of significant design consideration and consultation. It would maximise the use of land and would be appropriate to the City Centre context. The building would be classified as tall building within its local context but would be of a high quality which would raise the standard of design in the area. It would be appropriately located, contribute positively to place making and would bring significant regeneration benefits. The design would respond positively at street level. The positive aspects of the design of the proposals are discussed in more detail below.

A Tall Building Statement identifies key views and assesses its impact on these. It also evaluates the buildings relationship to its site context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement, have demonstrated that the development would have a beneficial impact on the surrounding area. Its present condition makes no contribution to the townscape and has a negative impact on the setting of designated heritage assets. The proposal would not result in any significant harm to the setting of surrounding listed buildings or adjacent Conservation Area and the quality and design would sustain the adjacent heritage value of the heritage assets. This is discussed in more detail below.

In terms of the NPPF the following should also be noted:

Paragraph 193 states that when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 194 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

a. Grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
b. assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Section 195 states that where a proposal will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

Section 196 states that where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Section 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The proposal would re-use a currently vacant listed building and develop a surface level car park whose open nature has a negative impact on the setting of nearby heritage assets and introduce a good quality building that would make a positive contribution to the townscape and enhance the setting of those heritage assets.

The proposal would enhance an area that currently has a negative impact on the setting of nearby heritage assets and introduce a good quality building that would make a positive contribution to the townscape and enhance the setting of those adjacent heritage assets.

The compliance of the proposals with the above sections of the NPPF and consideration of the comments made by Historic England is fully addressed in the report below.

Core Strategy Section 8 Promoting healthy communities - The creation of an active street frontage would help to integrate the site into the locality and increase levels of natural surveillance.

Saved UDP Policy DC20 (Archaeology) – It has been concluded that there is virtually no likelihood of any significant remains surviving below ground level and as such that the development would not have an impact on any potentially significant remains on the site.

NPPF Section 14 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Breeam requirements) -The site is highly sustainable. An Environmental Standards Statement demonstrates that the development would accord with a wide range of principles that promote the responsible development of energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and in

operation. The proposal would follow the principles of the Energy Hierarchy to reduce CO2 emissions and is supported by an Energy Statement, which sets out how the proposals would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

The NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. In addition the NPPF indicates that development should not increase flood risk elsewhere.

The surface water drainage from the development would be managed to restrict the surface water to greenfield run-off rate if practical, and to reduce the post development run-off rates to 50% of the pre development rates as a minimum.

The drainage network would be designed so that no flooding occurs for up to and including the 1 in 30-year storm event, and that any localised flooding will be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase (climate change). The surface water management would be designed in accordance with the NPPG and DEFRA guidance in relation to SuDS

NPPF Section 15 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015,Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information regarding the potential risk of various forms of pollution, including ground conditions, air and water quality, noise and vibration, waste and biodiversity and has demonstrated that the proposal would not have any significant adverse impacts in respect of pollution. Surface water run-off and ground water contamination would be minimised

An Ecology Report concluded that there was no conclusive evidence of any specifically protected species regularly occurring on the site or the surrounding areas which would be negatively affected by site development. A number of measures to improve biodiversity are proposed. The Report concludes that, the proposals will have no adverse effect on any statutory or non-statutory designated sites in the wider area.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development. The proposal should exploit opportunities and this is discussed in more detail below. There would be no adverse impacts on blue infrastructure.

The development would be consistent with the principles of waste hierarchy and a Waste Management Strategy which details the measures that would be undertaken to minimise the production of waste both during construction and in operation. The Strategy states that coordination through the onsite management team would ensure the various waste streams throughout the development are appropriately managed.

DC22 Footpath Protection - The development will also improve pedestrian routes within the local area through street tree planting, ground floor activity and repaving.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

**Other Relevant City Council Policy Documents**

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (April 2007) - Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all. It seeks development of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones. For the reasons set out later in this report the proposals would be consistent with these principles and standards.

Piccadilly Basin Masterplan and SRF – Piccadilly Basin represents a major strategic opportunity capable of delivering extensive and comprehensive redevelopment. Investment here will complement established regeneration initiatives elsewhere in the city centre, and in particular the north east at Ancoats and New Islington.

The proposed development lies adjacent to the SRF area and for the reasons set out below it is considered that the proposals would complement the aims, objectives and opportunities that the SRF seeks to secure.

HS2 Manchester Piccadilly Strategic Regeneration (SRF) and Masterplan (2018) – The local area around the proposed development is a key transport node and has a critical role to play in the city's economic regeneration. Significant investment is planned in the local area, centring around Piccadilly Station. In 2018 a Strategic Regeneration Framework (SRF) was produced which covers investment in the station and surrounding area. The SRF sets out ambitious plans for the transformation of Manchester Piccadilly train station and the surrounding area into "a major new district for Manchester with a world class transport hub at its heart".

The Application Site lies close to the area subject to the Piccadilly and HS2 Masterplan. The purpose of the Masterplan is to set out a framework to ensure that the City is able to capitalise on the development opportunities presented by the arrival of HS2 and resulting expansion of Piccadilly Station which could transform the eastern fringes of the City Centre. Being in close proximity to the SRF Area the proposed development would support and compliment this next phase of growth in Manchester and enhance the City's productivity. This would contribute positively to the delivery of strategic regeneration objectives and be complimentary to the aim of improving connectivity between the City Centre and communities to the east including between New Islington to the north of the site.

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to work towards achieving this over period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities

The site of the current planning application falls within the area designated as Piccadilly. This identifies the wider Piccadilly area as having the potential for unrivalled major transformation over the coming years and notes that the additional investment at Piccadilly Station provided by HS2 and the Northern Hub represents a unique opportunity to transform and regenerate the eastern gateway to the city centre, defining a new sense of place and providing important connectivity and opportunities to major regeneration areas in the east of the city.
The City Centre Strategic Plan endorses the recommendations in the HS2 Manchester Piccadilly SRF

The proposed development would be complementary to the realisation of the opportunities set out above. It would enhance the sense of place that the recent refurbishment of Gateway House and the completion of the Holiday Inn on Aytoun Street have started to establish and which will be further enhanced by the completion of the Kampus development in 2020 whilst strengthening physical and visual links between the City Centre and key regeneration areas beyond.

The Greater Manchester Strategy, Stronger Together,- This is the sustainable community strategy for the Greater Manchester (GM) Region. The proposal will deliver the comprehensive refurbishment and redevelopment of an underutilised site within the City Centre in order to bring a new hotel franchiser to the City. The proposal will therefore help to achieve a number of key growth priorities set out within the GM strategy including the reshaping of the economy to meet global demand, building Manchester's global brand and improving international competiveness

The Greater Manchester Strategy for the Visitor Economy 2014 – 2020 – This strategy sets out the strategic direction for the visitor economy from 2014 through to 2020 and is the strategic framework for the whole of the Greater Manchester city-region. It outlines how Manchester will seek to secure its share of the global tourism industry, not just with mature markets but also in the emerging markets of Brazil,

Russia, India and China. It also sets out the potential for business tourism to make a considerable contribution to the prosperity of Manchester stating that the attraction of national and international conferences not only contributes directly to the local economy, but also supports wider city objectives of attracting talent and investment in key industry and academic sectors. One of the key aims of the strategy is to position Manchester as a successful international destination securing the Toyoko brand within Manchester will contribute towards that objective.

Destination Management Plan (DMP) – This is the action plan for the visitor economy for Greater Manchester that aligns to the tourism strategy, 'The Greater Manchester Strategy for the Visitor Economy 2017 - 2020'. The plan identifies what needs to be done to achieve growth targets by 2020. The activity includes not only the plans of the Tourist Board, Marketing Manchester , but also those of other stakeholders and partners including the ten local authorities of Greater Manchester,Manchester Airport, other agencies and the tourism businesses themselves. The DMP is a partnership document which is co-ordinated and written by Marketing Manchester but which is developed through consultation with all the appropriate stakeholders through the Manchester Visitor Economy Forum. The Forum comprises senior representatives from various visitor economy stakeholders' or The DMP has 4 Strategic Aims:

- To position Manchester as a successful international destination
- To further develop Manchester as a leading events destination
- To improve the quality and appeal of the product offer
- To maximise the capacity for growth

The proposed hotel would align with these aims, whilst securing this hotel brand within the City would should realise capacity for unlocking the region's international tourism potential.

**Conservation Area Declarations**

**Stevenson Square Conservation Area Declaration**

Stevenson Square conservation area lies adjacent to the site and is located on the north-eastern edge of the city centre of Manchester. The Stevenson square conservation area represents a significant portion of the city centre in which the majority of Victorian buildings remain intact. The majority of buildings of architectural or historic interest in the conservation area are Victorian or early-20th century. Most are related to the cotton industry, often warehouses, showrooms or workshops. These buildings are taller than the earlier examples and create a varied matrix of building mass, divided by largely dark, narrow streets.

Development control in Stevenson Square is aimed at encouraging development and activity which enhances the prosperity of the area, whilst paying attention to its special architectural and visual qualities.

It was designated in February 1987 and was subsequently extended in December 1987 to include houses on Lever Street and Bradley Street

**Other National Planning Legislation**

**Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a conservation area the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area

S149 (Public Sector Equality Duty) of the Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is among the protected characteristics

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder

**Environmental Impact Assessment. The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and National Planning Practice Guidance (2017).**

The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken. Whilst the nature of the proposal is of a magnitude which would not fall within the definition of the thresholds set for “Urban Development Projects” within Schedule 2 given that the proposals fall within an area where there are currently a number of major development projects approved and under construction and that it sits adjacent to the wider Piccadilly HS2 Masterplan Area the City Council has adopted a screening opinion in respect of this matter including cumulative impacts to determine if this level of assessment was necessary and to determine whether the proposed development was likely to give rise to significant environmental effects.

It was concluded that there will not be significant environmental impacts associated with the proposed development, subject to suitable mitigation, and therefore an Environmental Statement is not required.

**ISSUES**

**The Schemes Contribution to Regeneration –** The regeneration of the City Centre is an important planning consideration as it is the primary economic driver of the region and is crucial to its longer term economic success. There has been a significant amount of regeneration activity in Piccadilly area over the past 18 years as a result of private and public sector investment. Major redevelopment has taken place at Piccadilly Gardens, Piccadilly Basin, Piccadilly Station, Piccadilly Triangle and the former Employment Exchange on Aytoun Street. This will continue as new opportunities are presented by investment in HS2.

The development of this brownfield site would be consistent with a number of the GM Strategy's key objectives, including the Greater Manchester Strategy for the Vistor Economy. A hotel would support the growth of the City Centre as a visitor attraction and business destination, both domestically and internationally. It would be located adjacent to a major transport hub with exceptional connections and would help to promote sustainable economic growth.

Tourism is one of the key drivers of the Citys economic growth. The Citys tourist attractions attract a substantial number of domestic and international visitors and it is second most visited city in England for staying visits by domestic residents and third for international visitors. After London and Edinburgh it is the third busiest UK city destination for international visitors and 23% staying visitors are international. There has been a significant increase in the supply of hotel rooms in Manchester over the past five years, however this has been exceeded by demand growth. Occupancy rates for hotels are around 75%, indicating an undersupply in the market.

Its estimated value to Greater Manchester of the Visitor Economy is over £7.5 billion annually supporting around 92,000 FTE jobs. It is estimated by Marketing Manchester that 4.5 million visitors stay in Manchester every year generating 10.3 million overnight stays annually. The target is to increase this to 13.7 million by 2020, with a clear need for additional hotel rooms in Manchester to serve this future demand.

A broad range of hotel rooms is required in locations that are easily accessible to tourism and business leisure destinations. The diversification of the current offer would improve and enhance its attractiveness. The supply of hotel rooms that are confirmed to come forward over the next 2 years, only a small proportion are economy hotels (221 rooms, or 17% of all confirmed rooms).

Toyoko Inn is one of Japan’s biggest hotel brands with more than 270 hotels around the world. This would be its first hotel in the UK and would offer breakfast only. Guests would purchase food and drink from outside the hotel and therefore support local businesses. The hotel would develop a vacant and underused site on a main gateway and would enhance perceptions of the city, and help to drive footfall and further investment in the city centre.

The site is well suited to a hotel use given its city centre location, visibility and prominence on a key pedestrian route and proximity to Piccadilly Station. This is reflected in the fact that the Piccadilly area in the vicinity of the Station is developing into something of a hospitality hub to serve the City Centre.

The sites open nature of the site creates a poor appearance and has a negative impact on the street scene. It fragments the historic back of pavement building form and creates a poor arrival experience for visitors arriving from Piccadilly Station. The development would enhance the street scene and reinstate the historic building line and the design would respond to its context and the area's heritage.

This proposal would deliver significant regeneration benefits by repairing key street-frontages and helping to establish a sense of place. It would contribute to the economy and complement nearby hotel, residential and commercial uses. It would create employment during construction and permanent employment from the proposed end use and supply lines. It is estimated that the total gross employment impact of the proposal during its operational stage would be is 58 FTE jobs, with an annual GVA impact of £1.8m.

**CABE/ English Heritage Guidance on Tall Buildings**

One of the main issues to consider in assessing these proposals is whether a building of 23 storeys is appropriate in this location. This is considered to be a tall building and as such it should be assessed against the relevant policies in the NPPF and Core Strategy Policies that relate to Tall Buildings and in terms of the criteria as set out in the Guidance on Tall Buildings Document published by English Heritage and CABE.

**Design Issues, relationship to context and the effect on the Historic Environment**. This considers the overall design in relation to context and its effect on key views, listed buildings, conservation areas, scheduled Ancient Monuments, Archaeology and open spaces. In terms of the above the key issues for consideration relate to the appropriateness of a tall building in this location and its impact on the setting of listed buildings, including within the application site, and the adjacent Stevenson Square Conservation Area. The design has been discussed at pre-application with Historic England, Places Matter and a public engagement took place.

Principle of a Tall Building in this Location



The site is close to Piccadilly Railway Station which is one of the most important gateways into the city. Its principle frontage to Piccadilly is a key desire line for many people arriving in the City and the site is part of their first impressions of Manchester.

The site has largely been in its current condition for over 10 years and requires investment. The HS2 SRF seeks to ensure that areas around the Station can capture the opportunity that HS2 presents. This relates in particular to areas to the east of the station and around the arrival point for HS2 and the entrance sequence to the rest of the city centre is an important part of this.

Tall buildings can play an important role in shaping perceptions of an area. Tall buildings must be of the highest quality design, should relate sensitively to their context and should make a positive contribution to a coherent city/streetscape.

This is a relatively constrained site that contains a listed building. A quantum of bedrooms is required to ensure the scheme is viable and this, to some extent, has driven the height. The scheme proposed would make an efficient use of the site and would restore a vacant listed building and ensure its long term conservation. The principle of a tall building on this site has been established by previous permissions.

The site forms part of the setting of the adjacent Stevenson Square Conservation Area. The buildings on the north east side of Piccadilly within the Conservation Area are a mix of Victorian Commercial and Warehouse Buildings along with a number of later 20th Century buildings. 111 Piccadilly at the junction with Ducie Street adjacent to Piccadilly Station is considerably taller.

Outside of the Conservation Area on the south east of Piccadilly buildings are more varied in terms of age, style, scale and massing with many constructed during the past 15-20 years. These range from 7 to 15 storeys.

The height of the proposal would be a landmark or gateway building which would signal arrival to the city and assist in legibility. It would enhance the sense of place, creating a point for orientation and reference. The proposal would be ‘read’ in conjunction with 111 Piccadilly which is located diagonally opposite forming part of the entrance sequence to the city.

Tall buildings need to be exceptional in terms of architectural form and design quality. The Core Strategy seeks to ensure that tall buildings complement the City's key building assets including designated and non designated heritage assets and make a positive contribution to the evolution of a unique, attractive and distinctive Manchester. It is also necessary to consider the impact on its local environment, on the skyline and how it would add to its locality. Tall buildings should enhance the character and distinctiveness of an area without adversely affecting established valued townscapes or landscapes, or intruding into important views.

The appearance of this vacant site does cause harm to the setting of the adjacent Stevenson Square Conservation Area, the setting of the adjacent listed buildings and the quality and character of the townscape. It erodes the street pattern, interrupts the prevailing building line, creates a fragmented streetscape and creates a sense of dereliction. All of this affects and weakens the character and appearance of the area, creating a poor impression of the City and a lack of street level activity. In terms of the sense of dereliction, it is notable that within the past 18 months there have been a series of security breaches of the listed building (number 12) which have resulted in unauthorised access and occupation.

The site presents an opportunity to preserve and enhance the setting of the adjacent Conservation Areas, and preserve the setting of adjacent listed buildings and the wider street and townscape whilst preserving the historic interest and special architectural features of the Grade II Listed 12 Piccadilly in line with policies within the Planning Act, NPPF and Core Strategy as well as sections 66 and 72 of the 1990 Listed Buildings Act which have been outlined above.

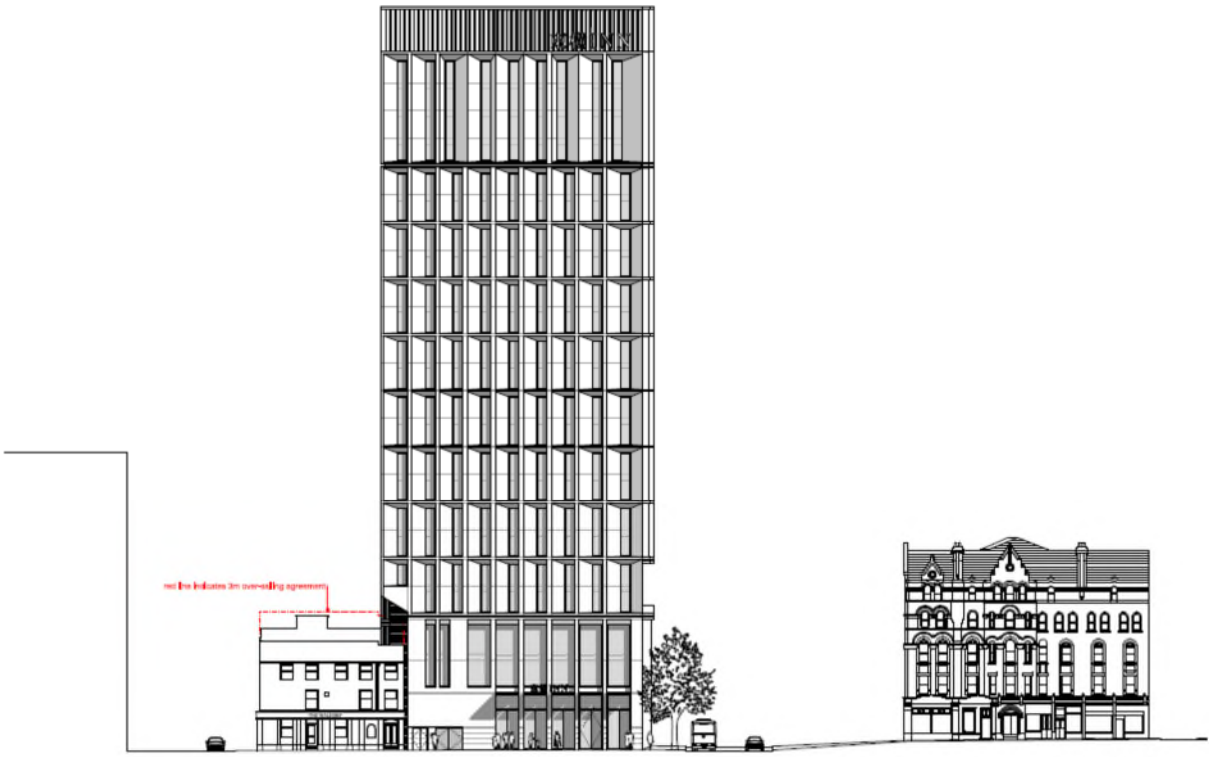
Paragraph 127 of the NPPF advocates development which adds to the overall quality of an area, establishes a sense of place, is visually attractive as a result of good architecture, is sympathetic to local character and which optimises the potential of the site.

The proposal would provide a sense of enclosure, define the street block and its dense urban grain and follow the historic back of pavement building line. The height has to some extent been dictated by the need to incorporate and restore the listed building.

The apparent mass of the building would be broken down by the provision of a glazed slot which would create the appearance two elegant forms rather than a single volume. The northern component would be raised by one storey to reinforce this articulation and the building would contribute positively to the skyline. This slender contemporary design would be viewed as a separate building and a modern intervention ensuring that the robust listed building retains its prominence in the area,







The building would have a tri-partite composition which reflects that of the adjoining listed building. The tri-partite elevations are defined by a clear base, middle and top. The 4 storey base is proportioned to reflect the height of the buildings that constitute the 3/5 storey urban block that is bounded by Chatham Street, Piccadilly, Gore Street and Roby Street. It would provide a human scale to the streetscape and together with the reuse of the ground floor of the listed building, would help to provide a vibrant streetscape. The middle portion would include a repetitive rhythm with the upper storeys forming a distinctive crown.



The ground floor uses and treatment would respond to the immediate context and would maximum the impact on Gore Street and Piccadilly. This would help to integrate the site into its urban context and reinforce the definition of the streetscape.

Impact on Designated and Non Designated Heritage Assets and Visual Impact Assessment

**(a)** Heritage Assessment

The submitted Heritage Statement has concluded the following:

- The special architectural and historic interest of 12 Piccadilly has been recognised by its Grade II listed status.
- The interior of the building is of low-to-negligible significance. However, the extent of alteration proposed would not adversely impact the special architectural interest of the building within the context of the wider townscape.
- The setting of the listed building is currently adversely affected by the gap site to the south.
- The potential physical impact of the proposals on the Grade II listed former bank building will result in 6 instances of minor beneficial impacts, 2 instances of minor adverse impacts and 1 instance of moderate adverse impacts.
- The value/importance of the individual heritage assets identified within the views and the value/ importance of the views as a whole would be subject to a minor beneficial magnitude of change.
- Manchester City Council does not have any protected views and tall buildings have previously been encouraged in this part of the city.
- The zone of visual influence and key views were discussed and agreed with English Heritage at pre-application stage in order to assess the potential visual impact of the proposed scheme.
- The zone of visual influence diagrams has demonstrated that the new build element of the scheme will not be visible from the majority of the adjacent Conservation Areas (Stevenson Square/ Smithfield).
- The proposals cannot be considered as resulting in anything more than instances of "*less than substantial harm*" due to the fact that the special architectural interest of the Grade II former bank building and the setting of nearby listed buildings and character of the adjacent conservation areas will not be fundamentally compromised.
- The substantial public benefits of the proposed scheme will outweigh any instances of less than substantial harm.

The buildings architectural and historic interest,and aesthetic and historical value are principally derived from its external appearance, which is of high significance. There are internal features which are worthy of retention but the character has been eroded by the removal of staircases and the introduction of partitions and therefore is of less value. The building is considered to have low communal and group value.

**(b)** Impact on Fabric of Listed Building

The design of the scheme has changed since the original submission and an original stairwell and stained glass windows would be retained. The specific impact on the fabric of the listed building is as follows:

- The south wall would be alteration to create localised openings to the new building, including a former chimney breast. This would cause a minor erosion of the buildings plan form and have a minor adverse impact. All fireplaces have previously been removed.
- All modern internal partitions would be removed. The plan form is of low value as it has been substantially altered and the impact would be negligible.
- The retention of the original stairwell and stained glass windows would have a beneficial impact.
- Removal of the modern lift shaft would enhance the ability to understand and appreciate the stairwell and its plan form. The stained glass to some of the windows on the stairwell would be retained and restored and this would create a minor beneficial impact.
- The ground floor windows are not original and would be replaced with a type more in keeping with the historic building. This would have a minor beneficial impact as it will enhance the aesthetic value of the building and the ability to appreciate and understand it.
- II is proposed to remove a non-original corner door and replace it with one more in keeping with the historic building creating a minor beneficial impact that would enhance the aesthetic value of the building and the ability to appreciate and understand it.
- A former entrance door would be re-provided in a window opening on Chatham Street. This would have a minor beneficial impact enhancing the aesthetic value of the building and the ability to appreciate and understand the heritage asset.
- The external stonework would be cleaned which would have a minor beneficial impact enhancing the aesthetic value of the building and the ability to appreciate and understand the heritage asset.
- Remaining historic skirtings, mouldings and ceilings would be retained and restored including the ornate ceiling to the former ground floor banking hall. This would enhance to the ability to understand and appreciate the aesthetic value of the building and result in a minor beneficial impact
- There are some marble finishes to the lobby to the entrance area off of Piccadilly and the investigation of the retention and reuse of these within the listed building would be a condition of any consent granted.

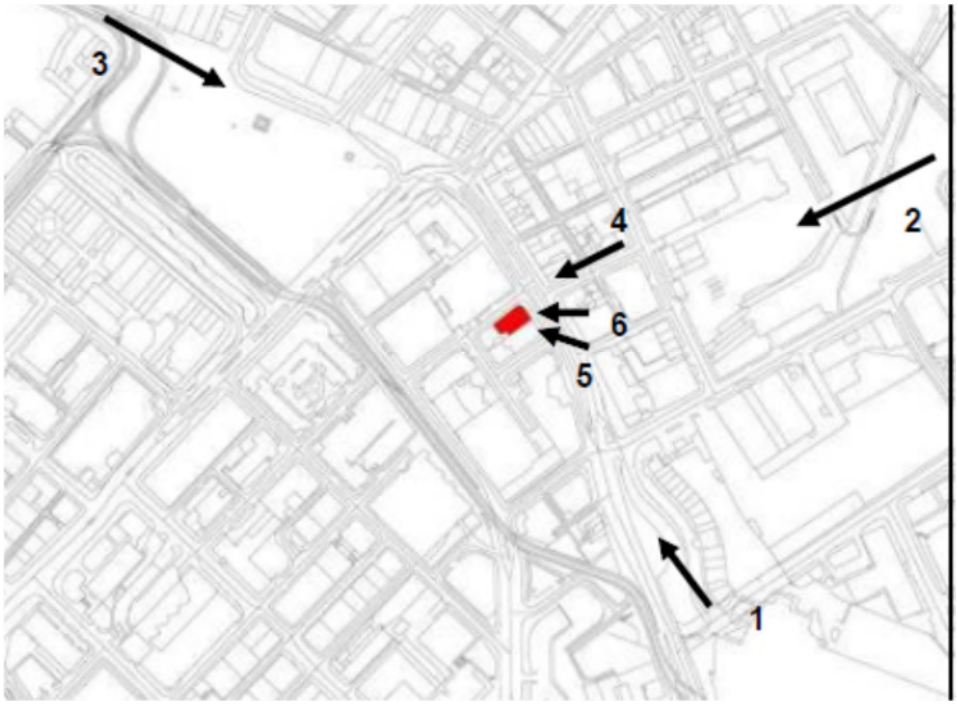
The physical impact of the proposals on the building would overall be beneficial. Instances of minor adverse impacts relate to the alteration and removal of historic fabric to incorporate the new build element to the building. The beneficial impacts relate to the removal of elements that detract from the buildings architectural value, such as the non-original ground floor windows. It is considered that these impacts, which would allow the re-use of the building, would cause less than substantial harm.

(c) <u>Impacts on setting of listed buildings, conservation area and townscape.</u>

When seen from the radial approaches to the city, the city centre skyline expresses the density of the City. There are numerous tall buildings which form important elements of Manchester's skyline and they are an essential part of the character of any dynamic city.

There are historic buildings on Piccadilly alongside larger, more modern developments. However, the historic heritage assets do remain dominant against the mid-late 20th Century development and this would not change as a result of this proposal.

A visual assessment, agreed with Historic England, has analysed the visual impact of the scheme on the heritage significance of 6 key views using photomontage / CGI perspectives.




This has considered the potential impact of the proposal on the setting of adjacent listed buildings and conservation areas and has demonstrated a beneficial impact. Diagrams showing the Zones of visual influence demonstrate that it would not be visible from the majority of the Stevenson Square Area, and therefore the character and appearance of these heritage assets as a whole would not be impacted by it. The development would largely be read as a new element within the skyline or as a landmark.

The proposal would relate to other taller buildings in the area at 111 Piccadilly and Piccadilly Place. It would be considerably higher than the historical built form in the area, but this does not mean that it cannot be successfully integrated within the street scene.

The principle of taller buildings has been established at the site by the previous 9 and 22 storey consented schemes on this site and a previously consented scheme for a 44-storey tower on the former Dept. for Employment building site (now the site of the Holiday Inn Hotel).

***Viewpoint 1 – impact assessment***




The proposal would be highly visible within this view and help provide a sense of enclosure by creating a vertical counterbalance 111 Piccadilly on the right of the view. The building would be a landmark that would encourage movement through the area to the rest of the city centre beyond. The development would not affect the heritage values of the assets in the view, or the view as a whole, or the ability to appreciate those values. Consequently, the overall impact will be negligible**.**



***Viewpoint 2 – impact assessment***

The proposal would be read as a new element on the skyline, creating a point of interest, encouraging movement through the city. The form and materiality would not compete with those of the heritage assets and would be read as a backdrop to them. As the development would not affect the heritage values of the assets in the view, or the view as a whole, the impact and significance of its effects on this view is negligible**.**



***Viewpoint 3 – impact assessment***

The north elevation of the proposal would be visible above No.1 Piccadilly and would read as a new marker in the skyline, creating a point of interest, encouraging movement through Piccadilly Gardens and beyond from Piccadilly Station. As the development would not affect the heritage values of the heritage assets in the view, or the view as a whole, the overall impact and significance of its effects on this view is negligible.



***Viewpoint 4 – impact assessment***

The west elevation of the proposal would be highly visible. The Grade II listed building would be integrated back into an active streetscape creating vitality and interest, which would enhance its heritage values. The listed building would be enhanced by being cleaned and the installation of ground floor windows and an entrance door that are more in keeping. This uplift would further enhance activity and vitality. The overtly contemporary form, articulation and materiality of the new build in this view would provide a backdrop to the listed building and would not over dominate it. It would enhance the heritage values of the heritage assets and the ability to appreciate those values. Consequently, the overall impact and significance of effects would be moderately beneficial.



***Viewpoint 5 – impact assessment***

The proposal would enhance the streetscape by putting the gap site back into active use and integrating the Grade II listed building back into the streetscape. The vertical emphasis of the new build would contrast with the horizontal emphasis of the adjacent development creating a balanced, cohesive urban street enclosure. The

principal entrance is to the south on Gore Street, which would reactivate and revitalise the surrounding area. This would afford the listed building some predominance to Piccadilly as it would provide the main entrance to the bar which adjoins and complements the hotel function. The enhanced appearance of the listed building, through replacement windows and cleaning of the stonework would enhance its heritage value. The overall impact and significance of effects would be minor beneficial



***Viewpoint 6 – impact assessment***

The proposal would enhance the streetscape by providing an active use on the gap site and integrating the listed building back into the streetscape. The principal entrance on Gore Street, would reactivate and revitalise the surrounding area. The enhanced appearance of the listed building, through replacement windows and cleaning of the stonework would enhance its heritage values and the overall impact and significance of effects would be minor beneficial.

The value/importance of the individual heritage assets identified within the views and the value/ importance of the views as a whole would have a minor beneficial magnitude of change. The proposal would not prevent the appreciation or significance of the townscape value of the existing building or the ability to appreciate the heritage values of the adjacent listed buildings. The buildings in the conservation area would by their very nature retain their own distinctive and unique character and would not be dominated or adversely affected by the new building.

The condition of the site harms the character of the Stevenson Square Conservation Area, the setting of adjacent listed building and the quality and character of the townscape. This adversely affects the character and appearance of the area.

It is considered that the proposal would be an appropriate urban design response to the adjacent heritage assets. The vacant area can accommodate a taller building without adversely impacting the setting of the adjacent conservation area or listed buildings. It would add a positive element to the Manchester Skyline and compared with the current vacant site and listed building, would create a good first impression for people arriving in the City.

The derelict site and its lack of adversely affects the setting of the listed building. The denser urban grain of the streets to the north and west would limit views of the new build and would not affect the setting of the building from these views. Consequently,

the understanding and appreciation of the Listed Building's setting would not be impacted to the extent that permission should be refused.

The repair and restoration of the listed building would be beneficial to its fabric and its setting. Whilst the new building and its connection to the listed building would have an impact on its fabric and setting, the interface between the new and existing would result in a clear distinction between new and old.

In view of the above, it is considered that the scale, alignment and positioning of the new building would not be out of context, and would be a positive addition to the skyline. The new structure would be seen from some parts of the adjacent conservation area and adjacent listed buildings but this would not have an adverse impact on the historic character of the area or the setting of buildings within the area. This, together with the refurbishment of the former Union Bank, would ensure that the scheme would not adversely impact on the appreciation of the listed buildings or their setting. By creating interest and vitality the proposed building would remove the current adverse impacts that the adjacent site has on the street scene, on adjacent listed buildings and on the adjacent Stevenson Square Conservation Area.

(d) Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets

There are no World Heritage Sites in the immediate vicinity. Section 66 of the Listed Buildings and Conservation Areas Act 1990 requires members to give special consideration and considerable weight to the desirability of preserving the setting of listed buildings when considering whether to grant planning permission for proposals which would affect it. Section 72 of the Act requires members to give special consideration and considerable weight to the desirability of preserving the setting or preserving or enhancing the character or appearance of a conservation area when considering whether to grant planning permission for proposals that affect it. Development decisions should also accord with the requirements of Section 16 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Of particular relevance to the consideration of this application are sections 193, 194, 196 and 197.

The Planning Practice Guidance note that accompanies the NPPF notes that sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance that is necessary for their long-term conservation

The NPPF (paragraph 193) stresses that when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance Significance of an asset can be harmed or lost through alteration or destruction or by development within its setting. As heritage assets are irreplaceable, any harm or loss should clearly and convincingly justified.

It is considered that the impacts of the proposal on the listed building, its setting and that of adjacent listed buildings and the adjacent Stevenson Square Conservation Area which would be less than substantial. Paragraph 196 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 20 of the NPPF Planning Practice Guidance states that Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (paragraph 7). Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

It is considered that the proposals would meet all of the above criteria

The public benefits arising from the development, would include:-

Heritage Benefits

The key heritage benefit would be securing the optimum viable use for this vacant listed building, supporting its on-going occupancy, maintenance and long term conservation, and the re-use of the adjacent long vacant site.

Whilst the removal of some historic fabric, i.e. areas of the south wall and the rear staircase (ground floor to basement), would have an adverse impact, this is more than outweighed by the substantial heritage benefits of the scheme which would ensure the heritage values of the building are enhanced through: Putting the building back into active use; Cleaning of the stonework; Retention of the original window; Removal of non-original windows and suitable replacement (ground floor level); Reinstatement of the entrance to the north elevation; Removal of non-original door to the corner entrance and suitable replacement; Removal of the lift from the stairwell of the principal staircase; Restoration of the stained-glass panels within the principal staircase; Partial retention and reuse of the marble linings of the hallway; Restoration of the ornate ceiling to the banking hall; Retention of original skirtings, ceilings and mouldings; Removal of the non-original internal partition walls; and Removal of non-original ceilings and internal finishes.

Wider public benefits

Whilst outlined in detail elsewhere in this report of the proposals these would include:

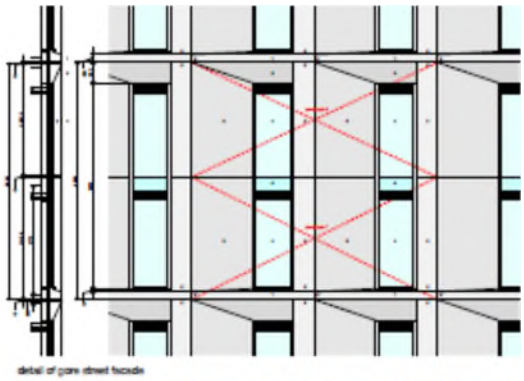
- Securing £90 million of direct investment into the local economy. This investment will deliver a significant number of new jobs during both the construction and operational phases of the hotel both directly and indirectly i.e. as a consequence of a commitment to use local supply chains

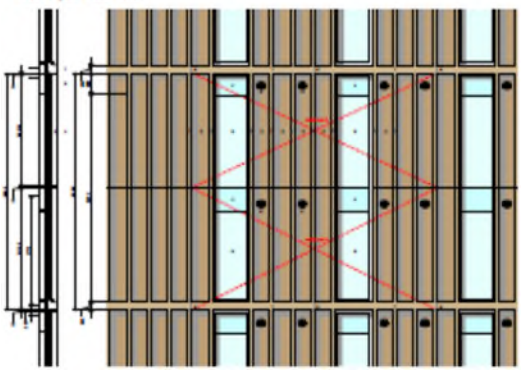
- With an estimated 90,000 stays per year, some of which will be new visits to the city as a consequence of the introduction of this hotel chain, additional spending will be generated in the local economy which will result in further spin-off economic benefits
- The proposal is essential to improve the first impressions and perceptions of the city.
- Improving the quality of the local environment through the improvements to the building's exterior and enhancing the wider arrival experience from Piccadilly.
- Providing equal access arrangements for all into the building;
- Increasing activity at street level through the creation of an 'active' ground floor providing overlooking, natural surveillance and increasing feelings of security within the city centre.

Officers consider that the benefits of the proposal would outweigh the level of harm caused to the affected heritage assets, and are consistent with the paragraph 196 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

As has been demonstrated, the proposals cannot be considered as resulting in anything more than instances of "*less than substantial harm*" due to the fact that the special architectural interest of the Grade II former bank building and the setting of nearby listed buildings and character of the adjacent conservation areas will not be fundamentally compromised. The less than substantial harm would not be demonstrably outweighed by the substantial public benefits.

Architectural Quality







The key factors to evaluate are the buildings scale, form, massing, proportion and silhouette, materials and its relationship to other structures. Tall building developments should bring forward an exceptionally well considered urban design response and due to its wider visibility and prominence the architectural quality of a tall building needs specific attention.

The building would have a tri-partite subdivision that is typical of the larger historic buildings within the Conservation Area with the materials and fenestration arrangement clearly helping to differentiate the ground floor, the middle section and the skyline.

The external appearance of the building has been considered in terms of its immediate context, in more distant views and its interface with the listed building. The relationship of the modern and historic components has been appropriately and sensitively detailed. The elevations would adopt a modern interpretation of the classical grid and display a clean surface treatment by adopting a simple modern form. The design would create a sense of scale, order and proportion on the building.

The two parallel elements separated by a glass slot, would be articulated in different materials and façade treatment. The northern element would be constructed from repetitive bronze coloured pre-cast concrete panels to which a series of 100mm wide by 150mm deep ribs would be applied. This would provide a simple and elegant elevation that would help to give order to the window openings. In contrast, the southern slab would be constructed from contrasting white pre-cast concrete panels that echo the colour of Portland stone, of the listed building. Furthermore, the southern element would have a highly articulated façade of angled panels which would add a richness to the composition. This would reflect its landmark status when viewed from Piccadilly Station Approach. At the top of the building, which is the most visible part of the design from distant views, the floor heights would be increased and angled to provide greater articulation. A dark granite stone plinth would continue the rustication at the base of the listed building.

The quality of the detail, including window recesses and interfaces between the different components are key to creating a successful development. The layering, detailing and highly modelled design should ensure that the building responds well to its context.

The north and south elevations are of great significance and have a significant impact on the skyline. The east and west elevations, by comparison, are read as very slim gables that a relatively mute. Their role is to visually retain the vibrancy of the principle elevations and provides punctuation to the architectural composition.

Buildings within the area have differing tones and textures and whilst particularly around Dale Street and Tariff Street the pre-dominant material is red-brick the buildings fronting onto some parts of Piccadilly including the listed building within the site are Portland Stone. Therefore in terms of tones, the use of concrete panels in this location is considered appropriate.

The concrete panels would be made from a Portland Stone aggregate and would relate to the Portland Stone of the listed building and provide visual connection and

continuity. The architectural language would provide a clear definition between the new and the old. The bronze coloured concrete element would provide a differing tone picking up on the darker palette of the existing roof.

In recent years many developments have successfully used large format pre-cast concrete panels as a façade material, including numbers 1 and 2 St Peter's Square. It is considered that with the right detailing and quality control mechanisms in place, which can be controlled by a condition attached to any consent granted, these materials are appropriate and would deliver a high quality design. It is considered that the proposed materials would reflect the materials found within the wider Piccadilly Area complement the wider townscape in terms of colour and textures.

The building layout would help to animate the street and would improve the quality of the streetscape considerably. The high quality and distinctive design of the new build would add to the overall quality of the locality and further enhance the legibility that its height would afford.

Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment

This development and the reinstatement of the Piccadilly and Gore Street frontages would enhance connections from Piccadilly Station. It's height would create a strong wayfinding feature and would aid navigation for visitors.

The investment would improve the perception, and user experience, on this strategic route. The hotel would create the right first impression for those arriving at Piccadilly Station.

Improvements to the pedestrian environment would improve legibility and improve linkages to adjacent areas. The scheme would provide passive security on Piccadilly, Gore Street and Chatham Street and improve safety and will have a significant impact in terms of lifting and revitalising the area.

Credibility of the Design

Proposals of this nature are expensive to build so it is important to ensure that the design and architectural intent is maintained through the detailed design, procurement and construction process. The design team recognises the high profile nature of the proposal and the design response is appropriate for this prominent site the range of technical expertise that has input to the application is indicative that the design is technically credible.

The design team has confirmed that the proposed window frames of 50mm will be sufficient to accommodate the standard of glazing required in the acoustic report.

The proposal has been prepared by a design team familiar with the issues associated with developing high quality buildings in city centre locations, with a track record and capability to deliver a project of the right quality.

Toyoko Inn is a proven hotel operator and has shown it's commitment to this project by opening it's UK Headquarters in Manchester and responding to MCC's comments both pre and post submission on this project.

Relationship to Public Transport Infrastructure (Parking, Servicing and Access, Green Travel Plan / Cycling including Disabled Parking provision)

This proximity of Piccadilly Rail Station, the tram network and Piccadilly bus station would encourage the use of sustainable forms of transport and should reduce reliance on the private car.

The proximity to shops, restaurants, bars and visitor attractions mean that many guest would access these facilities by walking.

The provision of on-site parking is constrained by the characteristics of the site and the need to ensure that the scheme enhances vibrancy, street level activity and maximises passive surveillance. The provision of parking would greatly reduce the 'active' contribution which the development would make to surrounding streets.

The hotel would be marketed as a car-free and guests would receive travel packs with information about sustainable travel options. Should guests require a parking space, there are spaces available within nearby car parks.

Cycle parking for guests and staff would be located within the basement (36 spaces)

A condition is recommended requiring that a Travel Plan be agreed prior to occupation with implementation to be monitored and revised, if necessary, within 6 months of occupation.

The operation of the hotel would require a number of deliveries each day. The service entrance would be located on Chatham Street adjacent to a proposed loading bay. This entrance would connect with the back of house facilities on the ground floor, including pantry kitchen. It also provides access to the basement via a lift and dedicated stair, where the plant, bin store, cycle store, laundry and staff welfare facilities are located.

A Transport Statement concludes that the proposal would not adversely affect the operation of the highway or transport network and meets the criteria set out in national and local policy for sustainable development and that overall impact of the development on the local transport network is likely to be minimal.

Given the above the proposal would not produce a significant increase in traffic flow/ loading requirements on the streets surrounding the development.

Sustainability

Larger buildings should attain high standards of sustainability because of their high profile and impact. An Environmental Standards Statement (ESS) and Energy Statement (ES) has assessed the physical, social, economic and other environmental effects of the proposal and how it relates to sustainability objectives.

The ESs sets out the measures that could be incorporated across the lifecycle of the development to ensure high levels of performance and long-term viability and ensure compliance with planning policy. The requirements for CO2 reductions set out within the Core Strategy would be met through minimising energy demand and meeting any demand efficiently through adopting the lean, clean and green energy hierarchy.

The site is located within a highly sustainable location within close proximity to a wide variety of public transport services which thereby reduces the impact the development will have on the environment.

The building includes environmental design features which will contribute further to reducing its environmental impact. An Environmental Standards and Energy Statement demonstrates that the development would accord with a wide range of principles intended to promote the responsible development of energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and also in operation. The development achieves a potential overall BREEAM 'Very Good' rating.

The Environmental Standards Statement further explores the measures that could be put in place to reduce the site's contribution to the causes of climate change by minimising the emissions of CO2, by reducing the site's needs for energy and by providing some of the requirement by renewable/sustainable means. Issues such as water, waste and biodiversity are also further addressed within the Statement.

Good design would minimise energy usage in accordance with the Energy hierarchy, improving the efficiency of the fabric and using passive servicing methods, including thermal performance and air tightness above Building Regulations requirements, before the application of energy reducing and then low carbon technologies.

Proposed features include

- Reduction of carbon emissions will be sought through a combination of: improved fabric performance; energy efficient mechanical and electrical servicing; and LZC technologies including air source heat pumps.
- Passive measures such as external solar shading devices will reduce the influence of solar gains during summer months whilst not reducing desirable solar gains in the winter months
- Lighting - Energy efficient lighting would reduce electrical demand.
- Hot Water - The hot water cylinder will be insulated to achieve low standing losses.

<u>Effects on the Local Environment/ Amenity</u>

Tall Buildings should not cause unacceptable harm to the amenity of surrounding land and buildings in relation to privacy, overshadowing wind and micro-climate.

<u>Privacy and Overlooking</u>

Small separation distances between buildings is characteristic in the area and is consistent with a dense urban environment. The buildings that previously occupied

the site were built to back of pavement and had they not been demolished, there would be views from the windows within those buildings into windows within adjacent blocks. The proposal would result in the re-use of a long standing brownfield site which has a negative impact on the area.

Daylight, Sunlight and Overshadowing

The nature of high density developments in City Centre locations means that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in an a manner that is appropriate to their context.

An assessment of daylight, sunlight and overshadowing has been undertaken, using specialist software to measure the amount of daylight and sunlight that is available to windows in a number of neighbouring buildings. The assessment made reference to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011). The guidance does not have 'set' targets and is intended to be interpreted flexibly. It acknowledges that there is a need to take account of locational circumstances, such as a site being within a town or city centre where higher density development is expected and obstruction of natural light to buildings is sometimes inevitable.

Planning permission has previously been granted for a similar development. The site has largely been cleared for a number of years and prior to that was occupied by terraced properties of between 3 and 4 storeys. The buildings that overlook the site on Chatham Street and Roby Street (The Grand (Chatham Street) and Mercury Buildings (Roby Street)) have benefitted from conditions that are relatively unusual in a City Centre context. As such the baseline situation against which the sunlight, daylight and overshadowing impacts would be measured i.e. an open site, would not be representative of a typical baseline situation within an urban environment and any development of a similar scale or higher than existing buildings in the vicinity of the site would inevitably have an impact. It is therefore necessary to determine what the reasonable expectation of residents should be in relation to daylight levels in those circumstances.

Daylight Impacts

The BRE Guidelines provides methodologies for daylight assessment which are progressive, and can comprise a series of 3 tests. The submitted assessment only adopts 1 of these tests as room layouts are unknown. The test carried out assesses how much daylight can be received at the face of a window which is generally referred to as the Vertical Sky Component (or VSC). In order to achieve the daylight recommendations in the BRE, a window should attain a VSC of at least 27%.

VSC levels diminish rapidly as building heights increase relative to the distance of separation. As such, the adoption of the 'standard target values' is not the norm in a city centre. The BRE Guide recognises that in such circumstances, 'alternative' target values would be needed. The methodology for setting new targets is set out in Appendix F of the Guide and suggests *alternative VSC targets*. It acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. Such alternative targets may be generated from the layout

dimensions of existing development.  In this case in line with the guidance an obstruction angle was calculated using the opposite existing building to determine the VSC. It is noted that the target values derived from this are all more onerous than if a ‘mirror-image’ building (which can also be used to set an alternative target) since all these opposing buildings are of shorter height than the buildings in question. Therefore, the method used gives a more accurate result of the existing obstruction levels than that of a mirror image of the building under examination.

The impacts in relation to the baseline situation (cleared site) and the alternative targets are set out below. The neighbouring residential properties at The Grand, Mercury Buildings and 70 Dale Street have been identified as potentially being affected. These properties border different parts of the site (with 70 Dale Street lying beyond the Abode Hotel having a partial line of sight) and therefore different alternative values of 13%, 22% and 16% being adopted as alternative VSC targets respectively.

Sunlight Impacts

For Sunlight Impact assessment, the BRE Guide explains that sunlight tests should be applied to all main living rooms and conservatories which have a window which faces within 90 degrees of due south. The guide states that kitchens and bedrooms are less important, although care should be taken not to block too much sunlight. The BRE guide states that sunlight availability may be adversely affected if the centre of the window • Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March; • Receives less than 0.8 times its former sunlight hours during either period; and • Has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours (APSH).

Under the BRE guidance, a scheme would be considered to comply with the advice if the base line values and the proposed values are within 0.8 times of each other. The BRE suggest that an occupier of an affected apartment would be unable to notice a reduction of this magnitude.

The requirements for minimum levels of sunlight are only applicable to living areas whilst the daylight test should also be applied to both bedrooms and kitchens.
No internal surveys of the buildings have been undertaken so the type of rooms that each window serves cannot be accurately detailed. It has been assumed that the majority of the windows will be within either living areas, kitchens or bedrooms. As it has not been possible to ascertain the precise arrangement of the apartments, it has been assumed that all windows are for living areas which must achieve minimum levels of both daylight and sunlight

The results show a good overall level of compliance. Where rooms do not meet the targets, this is often due to the contributory impacts of overhanging balconies

The impacts are as follows:

Daylight impacts

Grand Apartments

Tested against the alternative VSC reduction (13%) 53 /86 windows assessed, passed outright with a VSC in excess of 13%, a further 20 were found to have a VSC reduction of less than 20% and deemed acceptable whilst 13 windows were found to not achieve guidance for both testing criteria. Overall therefore 73 / 86 windows are compliant (85%) with the alternative target VSC level.

In the case of 3 of these windows, the presence of balconies above those windows reduces the existing VSC values to below 10%. Because the existing VSC is so small, the new development would in the first instance appear to have larger negative impact on the VSC values of these windows. However, the absolute reduction in VSC in each case is below 5, representing less of a reduction than other windows which have been shown to follow the guidance. In this special context it is considered that the reduction attributed to the new development to have negligible impact on those windows.

70 Dale Street

Tested against the alternative VSC reduction (16%) 125 /126 windows assessed, passed outright with a VSC in excess of 13%, the remaining window was found to have a VSC reduction of less than 20% and deemed acceptable Overall therefore (100%) of windows are compliant with the alternative target VSC level.

Mercury Buildings

Tested against the alternative VSC reduction (22%) 20 /64 (31%) of windows assessed, passed outright with a VSC in excess of 13%, a further 2 were found to have a VSC reduction of less than 20% and deemed acceptable whilst 42 (65%) windows were found to not achieve guidance for both testing criteria. Overall therefore 22/64 windows are compliant (34%).

The windows that have not achieved guidance are predominantly located on the lower floors of the Roby Street elevation. In the case of 12 of these windows the presence of balconies above those windows reduces the existing VSC values to below 10%. Because the existing VSC is so small in some of these cases, the new development appears to have a larger negative impact on the VSC values of these windows than would be normally expected but this reduction is not unreasonable given the city centre setting

Sunlight Impacts

The Grand

Against the alternative (13%) APSH targets and acceptable APSH reduction there are 80/ 86 of rooms are compliant. The rooms identified as not achieving guidance are those located above each other with balconies impairing visible sky. These windows are set back from both the main façade of the apartment complex and the adjoining car park providing further obstructions which reduce the sunlight hours available.

70 Dale Street

Against the alternative (16%) APSH targets 44/47 (93%) of rooms are compliant.

Mercury Buildings

Against the alternative (22%) APSH targets 28/33 (84%) of rooms are compliant. The majority of the rooms identified as not achieving guidance are those located above each other with balconies impairing visible sky. These windows are set back from both the main façade of the apartment complex providing further obstructions which reduce the sunlight hours available.

Overshadowing

There are no areas of public realm that require consideration of impact permanent shadowing and sunlight hour's appraisal.

The impacts on the levels of daylight and sunlight enjoyed by some of the residents of the Grand, Mercury Buildings and 70 Dale Street are important. Overall there is a good level of compliance with the BRE Guidance in respect of the habitable spaces when assessed against the alternative VSC targets.

However, some impact is inevitable if the site is to be redeveloped to a scale appropriate to its location within the City Centre. The following matters are however important in considering this matter:

- The application site benefits from a previous now expired planning permission as detailed above (granted consent in November 2013).
- Buildings that overlook the site have benefitted from conditions that are relatively unusual in a City Centre context;
- Some rooms identified as not achieving guidance have balconies above or are set back from the main façade thus having existing impaired visible sky.
- It is generally acknowledged that when buying/renting properties in the heart of a city centre, that there will be less natural daylight and sunlight in homes than could be expected in the suburbs;
- When purchasing or renting a property in any urban location, sited close to a derelict plot of land, the likelihood is that, at some point in time, redevelopment will occur. This is increased in a city centre like Manchester where there is a shortage of city centre housing in both the owner occupier market and the private rented sector;
- The application site is within the City Centre and is designated for high density development;

It is considered that the above impacts have been tested and perform to an acceptable level against the BRE guidelines

Wind

The effect of development on the wind environment at street level can have an impact on how comfortable and safe the public realm is. If it is not possible to design out all the risks associated with the wind environment, mitigation measures are required to minimise risk or discomfort. A Wind Tunnel Study has provided a quantitative assessment of the wind environment in terms of UK industry standard. This has assessed the impacts of wind and has assessed the need for mitigation measures.

The orientation of the building means that it is sheltered at lower levels and with design features to mitigate any impact would have no significant impact on wind conditions at street level.

Air Quality

An air quality relating to construction and operational activities notes that dust and particulate matter may be emitted into the atmosphere during construction but any impact is likely to be temporary, short term and of minor adverse significance. Construction environmental management techniques would ensure that the effects are not significant. A Construction Management Plan condition would require contractors' vehicles to be cleaned and the access roads swept daily to limit the impact of dust and debris.

The site is located within an Air Quality Management Area (AQMA), which covers the whole of the City Centre, which could potentially exceed the annual nitrogen dioxide (NO2) air quality objective. The potential principal source of air quality effects would be from increased vehicle movements. The Development would result in the removal of 10 car parking spaces from the Site and no car parking spaces are proposed. The hotel would be car free and would not significantly affect air quality. A planning condition would ensure that emissions generated by the energy and/or heating plant would not result in an impact to local air quality.

The development would not result in any significant air quality issues subject to any mitigation in discharge of conditions to be attached to any consent granted.

Noise and vibration

There are no amenity issues that would impact on surrounding residential properties over and above those expected in the city centre.

The impact of adjacent noise sources on occupiers needs to be considered and a Noise Report concludes that the internal noise levels can be set at an acceptable level with appropriate acoustic design and mitigation, The level of noise and any mitigation measures required in relation to the operation of any plant and ventilation should be controlled through a condition.

Disruption could arise during the construction phase and the applicant and their contractors would work with the local authority and local communities to seek to minimise disruption. The contractors would be required to engage directly with local residents. The provision of a Construction Management Plan should be a condition which would aim to minimise the impact on surrounding residents.

TV and Radio reception

A Pre-Construction Signal Reception Impact Survey concludes that there is potential for terrestrial and satellite signal degradation to properties around the application site adjacent to the proposal particularly to the north. Mitigation for any impact has been identified. This could be controlled by a condition attached to any consent granted

Should tower cranes cause interference on a greater scale than the completed development, this would be for the duration of time that the tower cranes are present.

**Conclusions in relation to CABE and English Heritage Guidance and Impacts on the Local Environment.**

The impact on daylight levels within some adjacent rooms would exceed BRE guidance but this has to be considered in a city centre context. Such impacts also need to be weighed in the context of the wider benefits of the proposals which are discussed in more detail elsewhere on this report

On balance, it is considered that the applicant has demonstrated that the proposal would meet the requirements of the guidance as well as the policy on Tall Buildings within the Core Strategy and as such the proposal would provide a building of a quality acceptable.

Crime and Disorder

The increased footfall and lighting improvements would improve security and surveillance. A crime impact assessment Greater Manchester Police explains that the scheme should achieve Secured by Design accreditation and a condition is recommended to secure this.

Archaeological issues

Greater Manchester Archaeological Unit have concluded that the site is unlikely to retain any below ground archaeological interests or heritage assets of significance. On this basis they have confirmed that no further archaeological work is necessary.

Biodiversity and Wildlife Issues/ Contribution to Blue and Green Infrastructure (BGIS)

The proposals would have no adverse effect on statutory or non-statutory sites designated for nature conservation. None of the habitats within the site are of ecological value in terms of their plant species composition and none are representative of natural or semi-natural habitats or are species-rich. There are no examples of Priority Habitat and no invasive species listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended) are present within the site. The building does support features suitable for use by roosting bats, but it is located within habitats of poor to negligible suitability for use by foraging and commuting bats. No bats or signs of bats were detected within the site in 2018, 2016 or 2013.

The planting of street trees is acceptable in principle and a condition is recommended in relation to exploring potential for this on both Gore Street and Piccadilly. This increase in planting along with a proposed green roof and bird boxes would improve biodiversity and form corridors which enable natural migration through the site. The increase in overall green infrastructure would increase opportunities for habitat expansion leading to an improved ecological value within the local area.

Waste and Recycling

The building would have a dedicated recycling and refuse area in the basement. The hotel management would be responsible for moving the refuse bins from the refuse area to Chatham Street where they are to be collected by refuse vehicles. The frequency of refuse collections will be seven times a week

In accordance with MCC guidance, containers would be taken to a designated location on collection day. Level access would be provided between the bin store and the public highway with dropped kerbs adjacent to the loading bay. The number of bins for each waste stream and their compliance with MCC standards have been detailed earlier in this report. Bins for each type would be clearly marked.

Flood Risk and Sustainable Urban Drainage Strategy

The site lies within Flood zone 1 and is low risk site for flooding from rivers, sea and ground water. It is in the Core Critical Drainage Area in the Council Strategic Flood Risk Assessment and requires a 50% reduction in surface water run-off as part of brownfield development. Major planning applications determined from 6 April 2015, must consider sustainable drainage systems.

The Drainage Strategy explains that surface water run-off would be minimised and reduced to a greenfield rate if practical, and the post development run-off rates would be reduced to 50% of the pre development rates.

Surface water would discharge to the public combined sewer on Gore Street subject to agreement with United Utilities. A minimum practical restriction of 5.0 litres/second has been assumed which accords with the City Council Strategic Flood Risk Assessment (SFRA) for brownfield sites within critical drainage areas.

The final drainage design would be informed by site investigations and consultation with the statutory undertaker to confirm the appropriateness of discharging into the public sewer. The current car park use could cause hydrocarbon contamination to groundwater which needs to be managed. The Environment Agency has no objections but has recommended conditions in relation to managing contamination risks to adjacent ground and controlled waters.

There is no space within the site for attenuation tanks or water features. The development would incorporate SUDS through A Blu-Roof system. Conditions could be imposed requiring details of the surface water drainage and a maintenance and management plan of the system to be submitted for approval. The initial SUDS assessment demonstrates that surface water run-off can be drained effectively in accordance with the policy principles.

Contaminated Land Issues – A phase 1 Desk Study & Phase 2 Geo- environmental Report have assessed geo-environmental information based on desktop / published sources, a site walkover survey and a review of intrusive investigation and remediation reports. These conclude that the historical industrial use of the site means that mitigation measures may be required to deal with on-site contamination. With these measures in place, the site would presents a low risk to future site users and construction workers. A condition would require a full site investigation and remediation measures to be submitted and agreed.

Disabled access – The building would be accessible to all and is designed to meet the accessible standards as set out in Approved Document Part M 2015 Edition and the 2010 Equality Act. All feasible and practicable measures described within Design for Access 2 (DFA2) have also been incorporated into the design. 15 (just over 4%) of the hotel rooms would be accessible. This includes both left-hand and right-handed designed rooms. All rooms would comply with DFA2 space standards. All of the accessible rooms would be on the lower floors to minimise travel distances.

All lifts, main entrances, the reception area, communications systems, signs and wayfinding, lighting, showers and bathrooms within accessible rooms, within the development comply fully with DFA2. Within the new building ceiling track hoists would be included within the 4no. Accessible rooms.

The fact that some areas would be located within a listed building with original staircases, windows, corridor widths which it would not be desirable to alter has impacted on the achievement of full DFA2 compliance. It is considered however given this and the restrictions imposed by the building footprint of the new building that there is an overall good level of compliance.

S149 (Public Sector Equality Duty) of the Equality Act 2010 - The proposed development would not adversely impact on any relevant protected characteristics .

**Social Value from the Development**

The proposal would support the creation of a strong, vibrant and healthy community. In particular, the proposal would:

- Attract new visitors to this part of the City Centre, which would increase local expenditure and in particular, in the independent cafes, bars, restaurants and shops close to the Site;
- Promote regeneration in other areas of the City Centre and beyond;
- Bring a listed building back into use and preserve its status and secure its future upkeep and maintenance, providing a positive benefit to the street.
- the proposal would not cause harm to the natural environment and would address climate change through the building design.
- It would provide job opportunities for local people through the agreement required to discharge the local labour agreement condition that would be attached to any consent granted.

- Will provide access to services and facilities via sustainable modes of transport, such as through cycling and walking. The proposed development is very well located in relation to Metrolink, rail and bus links;
- Will not result in any adverse impacts on the air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Will not have a detrimental impact on protected species; and
- Will regenerate previously developed land with limited ecological value in a highly efficient manner

Response to Objectors comments

The majority of objectors comments have been dealt with above however the following is noted:

The daylight assessment covers The Grand, The Mercury Building and Dale Street. Other residential buildings for the following reasons;

**45-47 Dale Street** – The building lies some considerable distance (160 metres) to the Northeast of the development. The buildings on the opposite side of Dale Street are of greater height and will restrict line of sight between 45-47 Dale Street and the new development.

**Roby Court (1-12 Roby Street) & Aytoun Court (17-19 Aytoun Street)** – The new development lies wholly to the north of these buildings and as such their sunlight levels will not be impacted by the new development.

The location of these buildings in relation to the new development means they will not be affected.

Any potential impact in terms of noise from servicing and refuse collections would be minimised thought a condition to be attached to any consent granted to limit the hours during which this can take place.

Highways officers have fully assessed the proposals and are satisfied that the scheme, with minor highway modifications made, is unlikely to generate any significant network implications. The consider that points raised regarding construction and servicing requirements can be suitably addressed within Construction and Servicing Management Plans, recommended to be a condition of any consent granted. Management of access to car parks for guests would be dealt with in the discharging of a parking management strategy condition that would be attached to any consent granted.

There would be a requirement within any Construction Management Plan condition for agreement of a Communication Strategy with residents which shall include details of how there will be engagement, consult and notify residents during the works

Response to Panel Comments – The scheme has been amended such that there would be less loss of original fabric and the detailing of the link between the two buildings has now been improved.

## CONCLUSION

The proposals would be consistent with a number of the GM Strategy's key growth priorities. There is an important link between economic growth, regeneration and the provision of new employment opportunities. There is an acknowledged need to provide additional hotel accommodation in the city centre in order to support the sustainable growth of the region's economy.

The design would not adversely impact on the character and fabric of the listed building, setting of the adjacent listed buildings or the adjacent conservation area. This part of Piccadilly would be re-vitalised and the proposal would enhance the city's historic landscape. The scheme would add activity and vitality and re-integrate the site into its urban context, reinforcing the character of the streetscape.

The historic environment and its heritage assets is a principal objective of sustainable development. Sustainable development has three broad roles: economic, social and environmental. The environmental role involves protecting and enhancing the historic environment including the streetscape, the impact on the listed 12 Piccadilly, the setting of adjacent listed buildings and the character of the adjacent Conservation Areas. All of this is currently undermined by the buildings external condition and long standing vacancy and the vacant site that adjoins it. Social benefits would be derived from an appreciation of the heritage assets and the economic benefits would be derived from job creation including supply side employment. Currently the site does not deliver on any of these objectives and has not done for some time.

The economic, social and environmental gains which are clearly set out in the Report above, should be sought jointly and simultaneously and on balance the proposals would deliver these gains and deliver a sustainable development solution. The harm caused would be less than substantial and is considered to be acceptable as it would to deliver the optimum viable use for the site. As set out in the NPPF all grades of harm, including total destruction, minor physical harm and harm through change to the setting, can be justified on the grounds of public benefits that outweigh that harm. When considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm. In terms of the effect of an application on the significance of a non-designated heritage asset and their directly or indirect affect on non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Where there is less than substantial harm then this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use Paragraphs 193, 196 and 197).

Public benefits are the delivery of one or more of the objectives of sustainable development as set out in the NPPF, provided the benefits will endure for the wider community and not just for private individuals or corporations. As set out above it is considered that the public and heritage benefits of these proposals would secure the

objectives of sustainable development and whilst taking account of the ‘great weight’ to be given to conservation it has been demonstrated that the level of harm and conflict between the provision of such public benefits and heritage conservation is necessary to deliver  those substantial public benefits and in terms of securing the buildings optimum viable use could not be achieved with less or no harm by alternative design.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications should be determined in accordance with the development plan unless material considerations dictate otherwise. The proposals have been considered in detail against the policies of the current Development Plan and taken overall are considered to be in compliance with it.

On balance there is policy support for the proposals. There would be a degree of less than substantial harm but the proposals represent sustainable development and would deliver significant social, economic and environmental benefits. It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the listed buildings and the setting of the adjacent listed buildings and conservation area as required by virtue of S66 and S72 of the Listed Buildings Act within the context of the above the overall impact of the proposed development including the impact on heritage assets would meet the tests set out in paragraphs 193, 196 and 197of the NPPF and that the harm is outweighed by the benefit of bringing the site back into use.

The proposal would sustain and enhance the most significant features of the listed building, add to the overall quality of an area, establish a sense of place, is visually attractive as a result of good architecture, is sympathetic to local character and would optimise the use of the application and therefore meets with the requirements of paragraph 127 of the NPPF.

The adjacent residential accommodation has had largely uninterrupted views across the site for a number of years and it is inevitable that the proposal would affect sunlight, daylight, overshadowing and privacy. It is considered that the impacts which are set out in the report have been tested and are acceptable

**Human Rights Act 1998 considerations** – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person’s home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction

on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation**

121014 **APPROVE**

121015 **APPROVE**

**Article 35 Declaration**

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to problems arising in relation to dealing with the planning application. This has included on going discussions about the form and design of the developments and pre application advice about the information required to be submitted to support the application.

**Conditions to be attached to the decision**

**121014**

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

(a) Site and location plan al(02)0001 and al(02)0002;

(b) Dwgs al(03)0010 P02, al(03)0011 P02, al(03)0012 P02, al(03)0013 P02, al(03)0014 P02, al(03)0015 P02, al(03)0016, al(03)0020 P02, al(03)0021 P02, al(05)0050 P03, al(05)0051 P02, al(05)0052 P04, al(05)0053 P03, al(05)0054 P04, al(05)0055 P04, al(05)0056 P04, al(05)0057 P04, al(05)0058 P03, al(05)0059 P02, al(05)0070 P02, al(05)0071 P02, al(05)0072 P02, al(05)0073 P02, al(05)0074 P02, al(05)0075 P02
al(05)0100 P04, al(05)0101 P03, al(05)0102 P02, al(05)0103 P02, al(05)0104 P03, al(05)0105 P02, al(05)0120 P03, al(05)0121 P03, al(05)0122 P02, al(05)0123 P02, al(05)0124 P02, al(05)0125 P02, al(05)0126 P02, al(05)0127 P02, al(05)0129 P02, al(05)0200 P02, al(05)0201 P02, al(05)0202 P02, al(05)0203 P02 and al(05)0204 P02;

(c) The provision of bird boxes as detailed in Stephensons Studio's letter dated 30th August 2018;

(d) Recommendations in sections, 3, 4 and 5 and 6 of the Crime Impact Assessment Version A dated 23/07/18;

(e) Recommendations in Waterman's Toyoko-Inn Air Quality Assessment July 2018 with a presumption that natural gas-fired installations will be used and on basis that where biomass is proposed within an urban area it is to meet minimum emissions standards. All gas-fired boilers/CHP plant to meet minimum standards. Reference should be made to IAQM/EPUKguidance: http://iaqm.co.uk/guidance/;

(f) Recommendations in Toyoko-Inn, 12-16 Piccadilly, Manchester Environmental Standards Statement Revision: 2 27 July 2018 and Compass Energy Energy Statement dated November 2018;

(g) Measures and Recommendations within Booth King Drainage Impact Assessment Nov 2018;

(h) Stevenson Studios letter on Refuse dated 01-11-18 and dwgs al (05) 0500 and 0501; and

(i) Neil Lucas's e-mail in relation to the ceiling track hoists in 4no. Accessible rooms.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan polices DC18.1 DC19.1, DC20 and DC26.1.

3) (a) Notwithstanding the details submitted with the application, prior to the commencement of development the following shall be submitted for approval in writing by the City Council, as Local Planning Authority:

A programme for the issue of samples and specifications of all material to be used on all external elevations of the development and drawings to illustrate details of full sized sample panels that will be produced. The programme shall included timings for the submission of samples and specifications of all materials to be used on all external elevations of the development to include jointing and fixing details, details of the drips to be used to prevent staining and details of the glazing and a strategy for quality control management; and

(b) All samples and specifications shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

4) a) Before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council

as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

(b) In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority. The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

c) When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

d) In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to Section 11 of the National Planning Policy Framework and policy EN18 of the Core Strategy.

5) Prior to the commencement of the development a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should
include;

- Display of an emergency contact number;
- Details of Wheel Washing;
- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff;
- Sheeting over of construction vehicles;
- Communication strategy with residents which shall include details of how there will be engagement, consult and notify residents during the works

Development shall be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

6) (a) Prior to the commencement of the development, details of a local labour agreement in order to demonstrate commitment to recruit local labour for both the construction and operations element of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction and occupation phases of the development. (b) Within six months of the first occupation of the development details of the results of the scheme shall be submitted for consideration.

Reason - To safeguard local employment opportunities, pursuant to pursuant to policies EC1 of the Core Strategy for Manchester.

7) Before development commences a scheme for dealing with the discharge of surface water and which demonstrates that the site will be drained on a separate system, with only foul drainage connected into the foul sewer, shall be submitted to and approved in writing by the City Council as Local Planning Authority.The approved scheme shall be implemented in full before use of the residential premises first commences.

Reason - Pursuant to National Planning Policy Framework policies (PPS 1 (22) and PPS 25 (F8))

8) No development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

In order to discharge the above drainage condition the following additional information has to be provided:

- Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;
- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a

blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.

- Where surface water is connected to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.
- Construction details of flow control and SuDS elements.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

The development shall be constructed in accordance with the approved details within an agreed timescale.

9) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

a. Verification report providing photographic evidence of construction as per design drawings;
b. As built construction drawings if different from design construction drawings;
c. Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

10) Before erection of any external scaffolding commences a methodology and specification for that scaffolding including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless an until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance

with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.s

11) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following items within 12 Piccadilly unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

a. Detailed schedule of all (i) internal and (ii) external repairs and specification for all of the repair works to the building to include the roof and external elevations (including specification for mortar and stone repair / replacement)
b. (b )A strategy for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, communal tv/satellite connections and aerials CCTV cameras (and associated cabling and equipment);
c. Cleaning of (a) external elevations and (b) internal;
d. Final details of the M&E;
e. Replacement windows at ground floor;
f. Details of making good parts of the building that are to be the subject of removals and / or demolition including the southern wall and chimney;
g. Details of interfaces of new partitions and raised floors with original building fabric; and
h. Painting and repair all original windows to the Chatham Street and Piccadilly elevations.
i. (i)Replacement door at the Chatham Street and Piccadilly corner.
j. (j) Restoration of the ornate ceiling to the banking hall.
k. (k) Retention / relocation of marble wall finishes within existing Piccadilly entrance lobby
l. (l) Any proposed structural works;
m. (m) Any proposed damproofing;

All of the above shall be implemented in accordance with the approved details before the development is first occupied:
Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

12) Prior to the commencement of development a programmes for submission of final details of the public realm works and highway works as shown in dwg numbered 141-LYR-XX-00-DWG-L-1000 and Neil Lucas e-mail dated 27-11-18; shall be submitted and approved in writing by the City Council as Local Planning Authority. The programme shall include an implementation timeframe and details of when the following details will be submitted:

(a)Details of the materials, including natural stone or other high quality materials to be used for the footpaths and for the areas between the pavement and the line of the proposed building on Piccadilly and Gore Street
(b) A strategy for the planting of street trees within the pavements on Piccadilly and Gore Street including details of overall numbers, size, species and planting specification, constraints to further planting and details of on going maintenance;

and shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

The approved scheme shall be implemented not later than 12 months from the date the proposed building is first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place,

Reason - To ensure safe access to the development site in the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012) and to ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies R1.1, I3.1, T3.1, S1.1, E2.5, E3.7 and RC4 of the Unitary Development Plan for the City of Manchester and policies SP1, DM1, EN1, EN9 EN14 and EN15 of the Core Strategy.

13) The development shall be carried out in accordance with the Crime Impact Statement Version A dated 02-05-18. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a secured by design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy and to reflect the guidance contained in the National Planning Policy Framework

14) The development hereby approved shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of at least a 'very good' rating. Post construction review certificate(s) shall be submitted to, and approved in writing by the City Council as local planning authority, before any of the buildings hereby approved are first occupied.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Core Strategy, policy DP3 of Regional Spatial Strategy for the North West (RSS), and the principles contained within The Guide to Development in Manchester SPD (2007), and the National Planning Policy Framework.

15) Prior to occupation of the development a scheme for the acoustic insulation of any plant or externally mounted ancillary equipment to ensure that it achieves a background noise level of 5dB below the existing background (La90) in each octave band at the nearest noise sensitive location shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the equipment. The approved scheme shall be implemented prior to occupancy and shall remain operational thereafter.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy

16) Following commencement of construction of the hereby approved development, any interference complaint received by the Local Planning Authority shall be investigated to identify whether the reported television interference is caused by the Development hereby permitted. The Local Planning Authority will inform the developer of the television interference complaint received. Once notified, the developer shall instruct a suitably qualified person to investigate the interference complaint within 6 weeks and notify the Local Planning Authority of the results and the proposed mitigation solution. If the interference is deemed to have been caused by the Development, hereby permitted mitigation will be installed as soon as reasonably practicable but no later than 3 months from submission of the initial investigation to the Local Planning Authority. Television interference complaints are limited to 12 months from the completion of the Development hereby permitted.

Reason - To ensure terrestrial televaision services are maintained In the interest of residential amenity, as specified in Core Strategy Polices DM1 and SP1

17) No externally mounted telecommunications equipment shall be mounted on any part of the building hereby approved, including the roofs other than with express written consent of the Local Planning Authority.

Reason - In the interest of visual amenity pursuant to Core Strategy Policies DM1 and SP1

18) Prior to implementation of any proposed lighting scheme details of any proposed lighting scheme including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of residents within this and adjacent developments shall be submitted to and agreed in writing by the City Council as local planning authority:

Reason - In the interests of visual and residential amenity pursuant to Core Strategy policies SP1, CC9, EN3 and DM1 of the Core Strategy.

19) The development hereby approved shall be carried out in accordance with the Travel Plan Framework prepared by Royal Haskoning DHV dated July 2018. In this condition a travel plan means a document that includes the following:

i. the measures proposed to be taken to reduce dependency on the private car by residents and those [attending or] employed in the development

ii. a commitment to surveying the travel patterns of residents during the first three months of use of the development and thereafter from time to time
iii. mechanisms for the implementation of the measures to reduce dependency on the private car
iv. measures for the delivery of specified travel plan services
v. measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

Within six months of the first use of the development, a revised Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel and to secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution. , pursuant to policies SP1, T2 and DM1 of the Core Strategy, the Guide to Development in Manchester SPD (2007) and Greater Manchester Air Quality action plan 2016.

20) No part of the development shall be occupied unless and until details of a parking management strategy for hotel guests has been submitted to and approved in writing by the City Council as Local Planning Authority. All works approved in discharge of this condition shall be fully completed before the development hereby approved is first occupied.

Reason - The development does not provide sufficient car parking facilities and in order to provide alternative arrangements for the needs of guests whom may want to use a motorcar and Policies DM1 and T1

21) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours:

- 07:30 to 20:00 Monday to Saturday
- 10:00 to 18:00 Sundays and Bank Holidays

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

22) Before any part of the development hereby approved is first occupied details of the following shall be submitted and approved in writing by the City Council as Local Planning Authority

A service management plan to detail final arrangements in relation to both refuse collection and deliveries. This should cover the frequency and dimensions of vehicles requiring access to the site, along with final details of the location for loading/ unloading.

The development shall thereafter be fully implemented in accordance with these details.

Reason - In interests of highway safety pursuant to Policy DM1 of the Core Strategy.

**121015**

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

(a) Site and location plan al(02)0001 and al(02)0002;

(b) Dwgs al(03)0010 P02, al(03)0011 P02, al(03)0012 P02, al(03)0013 P02, al(03)0014 P02, al(03)0015 P02, al(03)0016, al(03)0020 P02, al(03)0021 P02, al(05)0050 P03, al(05)0051 P02, al(05)0052 P04, al(05)0053 P03, al(05)0054 P04, al(05)0055 P04, al(05)0056 P04, al(05)0057 P04, al(05)0058 P03, al(05)0059 P02, al(05)0070 P02, al(05)0071 P02, al(05)0072 P02, al(05)0073 P02, al(05)0074 P02, al(05)0075 P02, al(05)0100 P04, al(05)0101 P03, al(05)0102 P02, al(05)0103 P02, al(05)0104 P03, al(05)0105 P02, al(05)0120 P03, al(05)0121 P03, al(05)0122 P02, al(05)0123 P02, al(05)0124 P02, al(05)0125 P02, al(05)0126 P02, al(05)0127 P02, al(05)0129 P02, al(05)0200 P02, al(05)0201 P02, al(05)0202 P02, al(05)0203 P02, al(05)0204 P02 and PB5043-SK006 ;
and

(c) Stevenson Studios letter on Refuse dated 01-11-18 and dwgs al (05) 0500 and 0501.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan polices DC18.1 DC19.1, DC20 and DC26.1.

3) (a) Notwithstanding the details submitted with the application, prior to the commencement of development the following shall be submitted for approval in writing by the City Council, as Local Planning Authority:

A programme for the issue of samples and specifications of all material to be used on all external elevations of the development and drawings to illustrate details of full sized sample panels that will be produced. The programme shall included timings for the submission of samples and specifications of all materials to be used on all external elevations of the development to include jointing and fixing details, details of the drips to be used to prevent staining and details of the glazing and a strategy for quality control management; and

(b) All samples and specifications shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

4) Before development commences, a full photographic record of the building (internally and externally before and after any strip out / demolition works) including all areas where physical changes are proposed, shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To provide a record of any archaeological remains and of the listed building's appearance and condition before works commence, in accordance with saved policy DC20 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

5) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following items within 12 Piccadilly unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

a. Detailed schedule of all (i) internal and (ii) external repairs and specification for all of the repair works to the building to include the roof and external elevations (including specification for mortar and stone repair / replacement)
b. A strategy for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, communal tv/satellite connections and aerials CCTV cameras (and associated cabling and equipment);
c. Cleaning of (a) external elevations and (b) internal;
d. Final details of the M&E;
e. Replacement windows at ground floor;
f. Details of making good parts of the building that are to be the subject of removals and / or demolition including the southern wall and chimney;
g. Details of interfaces of new partitions and raised floors with original building fabric; and
h. Painting and repair all original windows to the Chatham Street and Piccadilly elevations.
i. Replacement door at the Chatham Street and Piccadilly corner.
j. Restoration of the ornate ceiling to the banking hall.
k. Retention / relocation of marble wall finishes within existing Piccadilly entrance lobby
l. Any proposed structural works;
m. Any proposed damproofing;

All of the above shall be implemented in accordance with the approved details before the development is first occupied: and
Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

6) Before erection of any external scaffolding commences a methodology and specification for that scaffolding including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless an until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.s

**Local Government (Access to Information) Act 1985**

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 121014/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

Manchester Airport Safeguarding Officer
National Air Traffic Safety (NATS)
Civil Aviation Authority
Greater Manchester Archaeological Advisory Service
Highway Services
Environmental Health
MCC Flood Risk Management
Oliver West (Sustainable Travel)
City Centre Renegeration
Work & Skills Team
Greater Manchester Police
United Utilities Water PLC
Historic England (North West)
Environment Agency

Transport For Greater Manchester
Greater Manchester Archaeological Advisory Service
Greater Manchester Ecology Unit

**A map showing the neighbours notified of the application is attached at the end of the report.**

**Representations were received from the following third parties:**

**Relevant Contact Officer** : Angela Leckie
**Telephone number** : 0161 234 4651
**Email** : a.leckie@manchester.gov.uk



Application site boundary Neighbour notification

© Crown copyright and database rights 2018. Ordnance Survey 100019568