

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
123215/FO/2019	8th May 2019	25th Jul 2019	Piccadilly Ward

**Proposal** Conversion of 56-58 Thomas Street (retention of facades, roof and some internal structural elements) and erection of a new part 3, part 4 and part 5 storey building comprising to create 26 room hotel/aparthotel (C1 use class) to the upper storeys with Class A1 (Shop), Class A3 (Restaurant and Café and Class A4 (Drinking Establishment) uses to the basement and ground floor following demolition of the remaining built fabric at 9 John Street and 52-54 Thomas Street including parts fronting onto Back Turner Street along with retrospective consent for the demolition works within the site carried out in September 2018.

**Location** 52-58 Thomas Street, Manchester, M4 1EG

**Applicant** Braithwaite, Agecroft Investment Company Limited, 17 London Road, SK9 7JT,

**Agent** Mrs Ruth Jackson, Ruth Jackson Planning Ltd, Studio 3, 62 Bridge Street, Manchester, M3 3BW

### **Description of site**

This island site measures 0.34 hectares and is bounded by Thomas Street, John Street, Back Turner Street and Kelvin Street. It is located in a part of the City Centre known as the Northern Quarter. It comprises a partially cleared site, 52 – 58 Thomas Street and 9 John Street. The principal frontage is to Thomas Street which is a main route in the Northern Quarter.



In September 2018, 52 and 54 Thomas Street were identified as being at risk and were partially demolished to make them safe. Parts of the rear wall facing onto Back Turner Street were retained to assess whether they could be incorporated into any future development. Parts of the site are boarded up and Kelvin Street is temporarily closed off for safety reasons. The site's current condition is shown below.



The retained building at 55-58 Thomas Street at the junction of Thomas Street and John Street is the only historically coherent, surviving structure on the site, having been rebuilt during the late-19th century. It is three-storeys and has a low, double-pitched, slate, hipped-roof aligned perpendicular to Thomas Street and partially obscured by deep eaves and strong parapet.

Externally the building has the following notable features:

- Three bays to John Street and four bays, grouped in pairs, to Thomas Street;

- Red brick masonry construction laid in English-bond, with decorative courses of blue engineering-brick and yellow-brick string-course to the first and second floor levels;
- A simple form of decorative, through coloured brickwork ((rather than painted) defining the floor-levels at window cill level;
- A decorative pressed-brick frieze just below window-head level to each floor;
- Cut ashlar sandstone Window cills and lintels are of;
- Where retained late-19th century one-over-one timber sash windows with horns; and
- Some decorative, Art Nouveau-style stained-glass pattern (56 Thomas Street, at first-floor level).

At ground-floor level a modern shop-front obscures features of historic interest. Modest traces of early-shop signs to 56 survive in poor-condition, notably advertise a “sign-writer”. The rear areas of the surviving building are much-altered and obscured by the frontage components. They had originally enclosed a courtyard (although this had been absorbed into the building group by the 1880s.

56 to 58 Thomas Street is considered to be non-designated heritage asset due to its age and external architectural features. However, it is considered that it would be unlikely to meet the criteria for local listing.

A three-storey outrigger connects 56-58 Thomas Street with 9 John Street (2 storeys with sloping roof). The outrigger was truncated at parapet level following bomb damage which significantly damaged 9 John Street. This has been partly reconstructed but its windows, lintels and cills are similar but they do not have the decorative features of the corner part of the building. Given the degree of alteration to 9 John Street and the remnants of 52-54 Thomas Street they could be classed as non-designated heritage assets but would not meet the criteria for local listing. The previous buildings on the site at 52-54 Thomas Street were 3 storeys.

The site is within the Smithfield Conservation Area. To the north west is 7 Kelvin Street, a grade II listed 19C warehouse, and 42-46 Thomas Street a pair of 3 storey weaver’s cottage. In 2017 prior to the listing of 42-46 Thomas Street, Planning and Listed Building Consent (ref no’s 113475 and 113476) was granted for external alterations and repair and change of use of the upper floors 7 Kelvin Street and the erection of a linked 4/5 storey building following the demolition of 42 to 48 Thomas Street to provide 20 dwellings with ground floor and basement shops and restaurants.

The character of Thomas Street is varied with traditional 2-3 storey weaver’s cottages sitting alongside 4-5 storey Victorian and Georgian warehouses. Other notable adjacent buildings are the Margolis Building to the south west where a

contemporary 7 storey building wraps around a collection of refurbished weaver's cottages and to the south east the 5 storey NCP MSCP.

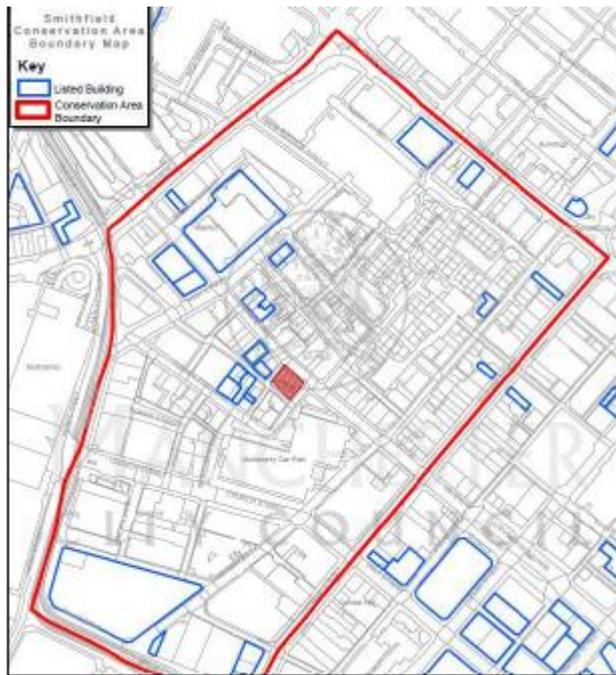


Fig 33. Aerial photograph of 1932. Signage advertising the Waldorf Restaurant can just be seen to the south elevation of the site, and the 'timber-framed' elevations of Kelvin Street are illustrated.

The unaltered roof-form of No. 9 John Street and the Back Turner Street roof-scape are also visible as being of three storeys. The adjoining buildings on Thomas Street and Turner Street rise to 4 and 5 storeys.



There are residential developments adjacent to the site including 4-6 Kelvin Street, 4-6 Union Street (13 units owned by a Housing Association), 25 Church Street, Bollin House 26 Edge Street and Agecroft House also Edge Street. Some apartments within 4- 6 Kelvin Street have views onto the site.



The following listed buildings are part of the setting of the site: 7 Kelvin Street: Grade II; 31-35 Thomas Street: Grade II; 42-46 Thomas Street: Grade II; 36 and 38 Back Turner Street : Grade II; 40 and 42 Back Turner Street: Grade II; 1 Kelvin Street: Grade II; and 30 and 35 Turner Street : Grade II;

A key characteristic of the Conservation Area is its dense urban environment. There is, however, a transition in scale along Church Street between the different character areas of the Conservation Area, from that of the commercial core to the smaller scale typical of other parts of the Northern Quarter such as this.

There is a variety of uses nearby including: digital, media and technology-based companies; creative and cultural industries; an established residential population that has grown over the past 20 years; more traditional offices, hotels and serviced apartments, retail units and a number of mainly independent bars and restaurants.

The Site is close to Victoria and Piccadilly Stations and Metro Shuttle Services, tram stops at Market Street and High Street and the Piccadilly and Shudehill Transport Interchanges making this a highly sustainable location.

It falls within Flood Risk Zone 1 (low risk) and is within a critical drainage area.

### **Description of the Proposals.**

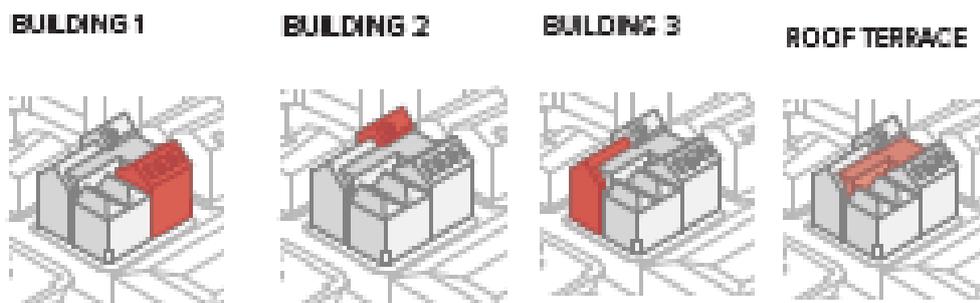
The application proposes the demolition of the remaining parts of 52-54 Thomas Street that face Back Turner Street, 9 John Street and the outrigger connecting it to 52-54 Thomas Street and the conversion of 56-58 Thomas Street including the retention of its facades, roof and some internal structural elements. This would be linked to a part 3, part 4 and part 5 storey building to create 26 hotel/aparthotel rooms (C1 use class) with Class A1 (Shop), Class A3 (Restaurant and Café and Class A4 (Drinking Establishment) at ground floor and basement. Retrospective consent is sought for the demolition works carried out in September 2018.

The hotel would be accessed via Kelvin Street. 6 hotel rooms would be interconnecting and suitable for families. 4 (15%) of rooms would be fully accessible. Back of house activities including secure service entries and secure bin stores would be located towards the rear of the building and serviced from Back Turner Street. This would allow the main frontages of Thomas Street and John Street to be active.

Access to the A1/A3 /A4 unit would be via the original entrance to 56-58 Thomas St. Further entrances would be at the rear door on John Street. The hotel reception within the ground floor would provide access via a lift and stairs to the upper floors. The 4<sup>th</sup> floor would have an external roof terrace and enclosed plant area.

Taxi drop-off would be from Thomas Street and during restricted movement periods on Thomas Street, on Oak Street.

The proposal has been designed to appear as 4 separate buildings which form a collection on an island site, reflecting the historical sub-divisions. The facades would principally be brick with deeply recessed window reveals. As well as the retained elements of 56-58 Thomas Street the development would comprise:



**Building 1** (former site of 52-54 Thomas Street) – a 3 storey building with hipped roof with dormers to its Thomas Street face with light brick façade to contrast with the existing and retained façade of 56-58 Thomas Street building; Inset window apertures and a Slate roof

**Building 2** (rear of former site of 52-54 Thomas Street) a 5 storey flat roofed building contemporary dark standing seam zinc cladding to contrast with the brick cladding to the adjacent building 1 & 3

**Building 3** (site of 9 John Street) a 4 storey building featuring a top storey set behind a gable / parapet wall with splayed window details; Turned brick pattern and window layout; zinc clad dormers; and a light brick façade to contrast with the existing and retained façade of the 56-58 Thomas Street building.

The roof terrace would have fixed and potted planting / foliage, loose and fixed seating, contemporary fixed floor finishes and would provide a green external space.

The accommodation would fall between 'standard' classifications, offering the flexibility of the serviced apartment, but with the option of accessing on site restaurants and support from staff on the premises.

The hotel will be run primarily as extended stay accommodation, geared towards business guests requiring accommodation for periods of 3 to 7 nights. The internal design would respond to the demands of guests attracted by the creative character of the Northern Quarter. It would be suitable for leisure/weekend visitors.

The independent operator has premises in London, providing serviced accommodation since 2012 for over 5,000 guests a year, with high satisfaction levels. .

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 on the following basis:

Hotel: General Waste 1 x1100l eurobin (every other day); Mixed recycling 1 x 1100l eurobin (weekly)

Ground floor / basement Commercial: General Waste 1 x1100l eurobin (every other day); Mixed recycling 1 x 1100l eurobin (every other day)

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).

It is envisaged that visitors who arrive by car would use nearby car parks. A Framework Travel Plan has been prepared in support of the application.

The applicant has stated that the development would deliver the following benefits:

- The applicants are a family owned business and an established long-term investor and supporter of small and independent businesses in the Northern Quarter. This new proposal is the Company's current priority and a significant investment. It is evidence of their ongoing and long-term commitment to the Northern Quarter and Manchester.
- The proposal will deliver renewal of a key site in the Smithfield Conservation area. It will repair damage to the street scene caused by long term the vacancies and dereliction, and most recently loss of buildings following emergency demolition works.
- The design has been progressed over an extended period, in regular consultation with Manchester City Council and with local representatives, including with the Council's Conservation Panel and with the local community in January and February 2019.
- The proposed scheme design will deliver a high-quality replacement infill, working with the remaining façade of numbers 56 to 58 Thomas Street. The proposed mix of existing and contemporary design is appropriate in scale and massing. The arrangement of the building massing into four blocks reflects

the ad-hoc character of the previous mixed plot sizes, whilst allowing a larger modern building to be established. Use of brick and slate respond to the traditional context, whilst other materials, including aluminium windows and matt back stand seam and grey fibre cement cladding, deliver a sensitive, contextual yet contemporary response to the surrounding conservation area context.

- The overall impact of the proposal on the Smithfield Conservation area has been evaluated as 'low-beneficial' and, in the context of providing wider social benefits and delivering enhancements to the fabric and character of this part of the historic environment, cumulatively, the heritage impact has been evaluated as demonstrably beneficial.
- The proposed uses of hotel / bar / restaurant and or retail are entirely suitable and will add value to this vibrant cultural quarter of the City. Communities will benefit from access to new ground floor uses and will be safeguarded from amenity impacts through appropriate and sensitive design and responsible building management.
- Overall, this proposal has met with a broadly positive response from local stakeholders, where fears regarding scale and use have been addressed and design changes made in response to suggestions made. The proposal will support the continued economic prosperity of the Northern Quarter whilst wholly engaging with the Council's aspiration for high quality, characterful development supportive of independent retailers and cultural attractions.
- It is estimated that the construction expenditure would generate employment of some 56 workers full-time equivalent (FTE) over one year. Once operating, the proposed development is estimated to result in 6.5 full-time equivalent (FTE) posts in the hotel and 25 FTE posts in the retail/restaurant premises

This planning application has been supported by the following information:

Application forms and certificates and plans; Design and Access Statement; Heritage Assessment; Transport Statement and Travel Plan; Waste Management Strategy; Planning Statement; Statement of Consultation; TV Reception Survey; Phase 1 Ecological Survey; Energy Statement  
Crime Impact Assessment; Ground Conditions Statement;  
Archaeological Desktop Assessment; Ventilation Strategy; and Air Quality Assessment;

## **CONSULTATIONS**

**Publicity** – The occupiers of adjacent premises have been notified and the application has been advertised in the local press as a major development, affecting the setting of a listed building and the setting of a conservation area. Notices have been placed adjacent to the site.

1 letter of objection has been received which raises the following points:

Given the proximity of the refuse store to several bedroom and kitchen windows there is potential for adverse impact on the amenity of residents from noise associated with the servicing of the store and associated odours.

The emission of fumes from delivery vans and noise from staff of the drinking could also cause dis- amenity for residents.

1 letter which neither supported nor objected to the application stated a preference for the original renders with the uniform windows and higher amount of brick which they considered matched the existing vernacular more than the extremely dark cladding to the rear.

It also raised concerns that there did not appear to be any cycle storage in the basement, which is indicated in the transport plan stating that there should be at least 1 space per apartment, which should be secure and covered, as there are no parking facilities available.

**Manchester Conservation Area and Historic Buildings Panel (Commenting at Pre-application Stage)** - The Panel felt that the demolition of the remnants of 52-54 Thomas Street, 9 John Street and the outrigger would be acceptable if the replacement buildings were of good design and related well to the conservation area. The character of the conservation area had not been fully appraised to inform the proposal and they felt that buildings in the conservation area and Northern Quarter are ad hoc in character with similar massing but different in design.

The proposal is modest but is a rather formal response with uniform frontages, which 'watered down' the building. Key features such as overhanging eaves and pitched roofs were being lost and these were strong elements in the existing building and in the conservation area. The flat roof with boxes is not successful and pitched roofs are required particularly on the key corner elevations. They felt the proposed new building to the rear, on Back Turner Street, could be bolder in its approach and design.

The Panel considered that the proposal, with the loss of pitched roofs, will have an adverse impact on the character of the conservation area and adjacent listed buildings, particularly on Kelvin and Back Turner Street and were concerned that if approved, would set a bad precedent for further redevelopment of adjacent buildings on Thomas Street.

**Historic England** – Have stated that there is no need to notify or consult them on this application under the relevant statutory provisions.

**Head of Highways-** Have no objections and are satisfied that the scheme, is unlikely to generate any significant network implications. Impacts from construction and servicing can be addressed within Construction and Servicing Management Plans. Conditions are recommended in relation to Off-site Highways Works to include S278 and pavement reinstatement.

**Head of Regulatory and Enforcement Services**– (Street Management and Enforcement) - Has no objections but recommends that conditions are imposed relating to the acoustic insulation of the premises and any associated plant and equipment, fume extraction, any contaminated land mitigation requirements, the storage and disposal of refuse, the hours during which deliveries can take place and the management of construction.

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

**Greater Manchester Ecology Group** – Have no objections and note that no significant ecological constraints have been identified.

**Flood Risk Management Team** – Conditions should ensure that the use of Suds is maximised and surface water drainage works are implemented in accordance with Suds National Standards and to verify their achievement.

**Environment Agency** – No comments received.

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

**Greater Manchester Archaeological Unit** – Recommends that prior to any soft-strip, demolition or development ground works, a programme of archaeological recording is undertaken. They note that 52-58 Thomas Street appear to have been substantively rebuilt in both the late 19th century and as part of the post-world war II reconstruction and have suffered recent collapse and demolition. It seems likely that the later reconstructions made at least some use of 18th century cellarge and foundation lines. Whilst it is uncertain how much internal remodelling of the cellars may have taken place during this time it is most unlikely the 18th century fabric has been lost altogether.

## **ISSUES**

### Local Development Framework

The principal document within the framework is **The Core Strategy Development Plan Document 2012 -2027** ("the Core Strategy") adopted on 11 July 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, DC18.1, 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 Core Strategy has Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles – 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 providing jobs during construction with permanent employment and facilities in the hotel. It would support business and leisure functions of the city centre and the region.

SO5. Transport – Improved connectivity through the development of sustainable transport networks would enhance the City's 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.

SO6. Environment - The proposal would help to protect and enhance the City's 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 growth to support 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 122 - states that planning policies and decisions should support development that makes efficient use of land and includes a requirement to take into account local market conditions and viability and the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change.

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 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 deliver economic development 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 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 partially vacant site and building, enhance the sense of place within the area, and users and employees would have access to a range of transport modes and reduce opportunities for crime. The proposal would assist the

ongoing organic regeneration of the Northern Quarter complementing existing uses and its vibrant cultural offer.

The development would be highly sustainable with good access to all forms of sustainable transport. It 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, brownfield site. It would complement the well-established community and contribute to the local economy as guests could use local facilities and services.

A hotel would enhance the area and help to create a neighbourhood where people would choose to be. The hotel would support business and leisure functions, improve the range of accommodation options and be close to visitor attractions.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) – The Regional Centre is the focus of economic and commercial development, leisure and cultural activity and high quality city living. The proposal would help to create a neighbourhood which would attract and retain a diverse labour market. It would significantly increase activity, support business and leisure functions 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 highly sustainable location would give people choices about how they travel and contribute to sustainability and health objectives. The area is close to Piccadilly and Victoria Stations and Metro shuttle routes which 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, business and leisure activities. The proposal would help to connect residents to jobs.

CC7 (Mixed Use Development), and Policy CC10 (A Place for everyone) – This would be an efficient, high-density development in a sustainable location. As the City's economy continues to grow, 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 support local businesses through supply chain arrangements and guests could use local restaurants, bars and retail facilities.

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 design has been considered carefully and has been subject to consultation with a number of relevant key stakeholders. It would maximise the use of land and would be appropriate to its context. The building would be of a high quality. The location is appropriate, it would contribute to place making and would bring significant regeneration benefits. The design would respond positively at street level. The design is discussed in more detail below.

A Heritage Appraisal, which includes a Visual Impact Assessment, demonstrate that the proposal would result in transformative, beneficial change to the site and this part of the Smithfield Conservation Area. The design would complement the regeneration of the northern quarter, helping to re- establish a coherent and sustainable townscape. The impact of the development on designed heritage assets would be beneficial or negligible and more than balanced by enhancements of the urban context. . The development would not compromise the appreciation of any historic buildings.

The proposal would not result in demonstrable material or visual harm to nearby listed buildings, or other individual heritage assets. The impact of the development should, therefore, be considered against the public benefits, in accordance with NPPF paragraph 193.

The proposal would not, on balance, result in any significant harm to the setting of nearby listed buildings or the Smithfield Conservation Area and its quality and design would sustain the heritage value of the heritage assets. The development would have a beneficial impact on the surrounding area. This is discussed in more detail below.

The focus of the Government's planning policy guidance is to ensure that the desirability of sustaining and enhancing the significance of heritage assets is taken into account and that they are put to viable use, consistent with their conservation (NPPF paragraph 185).

Development within or adjacent to heritage assets could have some impact on their fabric or setting, and this could be either beneficial or harmful. The fundamental design objective is to ensure that the impact on heritage assets is demonstrably beneficial, minimising any negative impact on significance. Consequently, development must be justified by clear and convincing evidence of its impact. Compared with the current baseline situation the proposal would result in low to moderate beneficial impacts in terms of visual impact on the character and appearance of the conservation area and the setting of listed buildings.

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.

Paragraph 200 states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Paragraph 201 states that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

The proposal would re-instate the built footprint which existed prior to the recent demolitions on what was regardless of those demolitions, previously an underutilised site. The remaining buildings on the site have been substantially altered internally and in the case of 9 John Street also externally following historical bomb damage. They are considered to have low evidential, historical, aesthetic and communal value.

Due to the age of 56-58 Thomas Street it does have some local historical and architectural interest and does contribute to the character of the Conservation Area and setting of the nearby Grade II listed buildings. However, the surviving building group, in particular 9 John Street and the remnants of 52-54 Thomas Street, is of

limited interest, when considered nationally and similarly, whilst the contribution of the building-group to the defining character and appearance of the Smithfield Conservation Area and the wider Northern Quarter is modest, and currently negative. The buildings would not meet the criteria for national listing and is unlikely to meet the criteria for local listing.

A Heritage Assessment has set out the alterations to the buildings that have occupied this site since the late 18<sup>th</sup> Century including a major periods of transformation up until approx. 1850. By this time the site had evolved into a distinctive building groupings. Since then, there have been substantial alterations to the original building fabric both internally, including the formation of linkages between buildings resulting in a complicated inter-linked collection of internal spaces, and externally, including the rebuilding of some levels had prior to the recent demolitions. This has significantly eroded the sites value as a heritage asset.

The open nature and semi-derelict condition of much of the site has a negative impact on the setting of nearby heritage assets and a good quality building that makes a positive contribution to the townscape could enhance their setting.

With the exception of 56-58 Thomas Street and to a lesser extent 9 John Street, the present condition of the site makes limited to no contribution to the townscape and has a largely negative impact on the setting of designated heritage assets. It is considered that the loss of the 9 John Street and the remnants of 52-54 Thomas Street would result in less than substantial harm to the setting of the adjacent Conservation Area and adjacent listed buildings as a whole and this needs therefore to be weighed against the public benefits to be derived from its loss and the proposed wider redevelopment of the application site.

For the reasons outlined later in this report, officers consider that the quality and design of the proposals would address the street block and would make a positive contribution to the townscape and enhance the setting and character of potentially affected heritage assets. This would sustain their value as there are substantial public benefits which would be derived from the proposal which would outweigh any harm to the setting which would be caused by the partial loss of the buildings and structures currently on the site. That harm is necessary both to secure those benefits, to fully realise the optimum viable use of the site and secure its wider potential in urban design terms.

The compliance of the proposals with the above sections of the NPPF 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) – There are likely to be areas of archaeological interest on the site (in particular in relation to the below ground cellars) which may be of local significance. A proper record should be made of these and remaining above ground building fabric.

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) -An Environmental Standards Statement demonstrates that the proposal is energy efficient and includes sustainable technologies at conception, feasibility, design and build stages and in operation. It would follow the principles of the Energy Hierarchy to reduce CO2 emissions. An Energy Statement sets out how the proposals would meet target framework requirements for CO2 reduction from low or zero carbon energy supplies.

Surface water drainage from the development would be restricted to a greenfield run-off rate if practical, and post development run-off rates would be reduced to 50% of the pre development rates as a minimum.

The drainage network would ensure that no flooding occurs for up to and including the 1 in 30-year storm event, and any localised flooding would be controlled for up to and including the 1 in 100-year storm event including a 20% increase in rainfall intensity. The surface water management would accord 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 pollution from ground conditions, air and water quality, noise, vibration, waste and biodiversity demonstrates that there would be no significant adverse impacts. Surface water run-off and ground water contamination would be minimised

There is no conclusive evidence about the presence of any protected species on the site or nearby that would be affected. There would be no adverse effect on any statutory or non-statutory designated sites. The proposal would exploit opportunities to improve biodiversity / green infrastructure and this is discussed in more detail below. There would be no impact on blue infrastructure.

The development would be consistent with the principles of waste hierarchy and a Waste Management Strategy details measures that would minimise the production of waste during construction and in operation. The onsite management team would manage all waste streams throughout the building.

DC22 Footpath Protection - The ground floor activity and repaving would improve pedestrian routes.

Policy DM 1- Development Management - Outlines general issues that all development should have regard to and of these, the following issues are of 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.

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 application site lies within the area identified in the document as the Northern Quarter. This identifies the importance of the areas non-mainstream offer as being important for any global city and giving the Northern Quarter a unique identity within both the city and, to some extent, the UK. The areas growing reputation and attraction to a high number of visitors, is identified as providing an important contribution to the economy of the city centre.

Because of its nature, the regeneration within the Northern Quarter area is described as having been organic and incremental and therefore, more subtle and ultimately less predictable than in other parts of the city centre. The aim of activity within the area is to bring about change in a way that retains the area's distinct identity. This can be done by building on the area's strengths to produce a creative and cultural destination, with a high-quality built environment attractive to businesses and residents, and providing opportunities for private sector investment. It is considered that the proposals would be in keeping with these objectives. The proposed

commercial units and the hotel offer would complement existing uses within the Northern Quarter Neighbourhood and help to build on the successes of the area's evening economy by promoting usage as a daytime destination.

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 brand 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 competitiveness

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. The proposed hotel product and target market of the hotel operator would provide an alternative more intimate experience for independent business tourists seeking an alternative to larger national and international hotel brands.

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 in particular in terms of improving the quality and appeal of the product offer. The proposed development will complement the availability of the majority of the existing accommodation which has more extensive added services and facilities. It will provide a small and more personal scale offer, appropriate to the finer grain of the Smithfield Conservation

Area. It will appeal to more independent travellers who are drawn by the Northern Quarter's mix of individual bars, restaurants and retail outlets.

## **Conservation Area Declarations**

### **Smithfield Conservation Area Declaration**

The Smithfield conservation area lies on the north-eastern edge of the city centre of Manchester. It is one of a group of three in this vicinity designated by the City Council in February 1987; the others are Shudehill and Stevenson Square, which lie to the north-west and south-east respectively.

The area is bounded by Swan Street, Oldham Street (a common boundary with the Stevenson Square Conservation Area), Market Street, High Street and Shudehill (a common boundary with the Shudehill Conservation area).

Historically, the predominant building type was food markets. Few of these are still standing, and those that are have been converted to other uses. Around Turner Street and Back Turner Street, there are some very small-scale houses dating from the Georgian period, subsequently converted or used for commercial purposes. These streets and the buildings defining them create a rich tapestry of spaces and built form located hard up to the back of pavement. This character contrasts with that of the buildings to the south of the conservation area, closest to the commercial heart of the regional centre along Oldham Street, Market and Church Street, which are larger and of later date than the rest of the area. A number of sites have been left vacant where buildings have been demolished. Many of these are used as temporary car parks, which detract from the visual appeal of the area.

The Conservation Area Brochure contains specific advice on the parameters that are appropriate in terms of an approach to Development Management and achieving improvements and enhancements to the area. Whilst this is only advice it does reflect the expectations set out in the City Council's Design Guide SPD and Core Strategy in respect of new City Centre developments particularly within Conservation Areas. This is summarised below as far as it relates to this development:

- The main criterion in urban design terms in this area relates to the need to fit into the established street pattern and to ensure that the scale of development proportions and materials relate to the immediate context.
- Development management aims to encourage development and activity which enhances the prosperity of the area, whilst paying attention to its special architectural and visual qualities
- Demolition of existing buildings of architectural or townscape merit should be seen as a last resort and a coherent and complete justification made in line with government guidance on the issues relevant to each case must be made.

- Quality is the overriding aim in any new proposal, and this can be provided in either sensitive refurbishment of existing buildings or the appropriate design of new buildings
- The urban design context is vital in this conservation area. The height, scale, colour, form, massing and materials of new buildings should relate to the existing high quality buildings and also complement their character. Designers of proposed buildings should take account of this rather than evolving a design which has no clear relationship with buildings nearby. This does not mean a debased copying of historical forms which serve only to devalue the genuinely historical buildings nearby. It does mean acknowledging the characteristics of massing, proportions, elevational subdivision, colours and materials of adjacent buildings in the design of the modern additions.
- Both the larger and smaller buildings within the conservation area exhibit a great variety in style, but also a common unity which designers of new and refurbished buildings should acknowledge. However, superficial copies of historic buildings do not make a positive contribution to the historic character of the area and each building should have a vitality of its own.
- Designers should be aware of proportion and rhythm in their buildings and also differentiate a ground floor, middle portion (where there is sufficient height to do so) and a top part which creates a varied skyline, in order to enhance the area.
- In line with other parts of the city centre, new development proposals should generally be aligned to the back of pavement, in order to preserve the linear character of the streets.
- The corner emphasis characteristic of Manchester buildings is evident in Smithfield, and its use in new developments will therefore be encouraged
- In terms of building materials brick, stone and stucco, brick with stone dressings predominates and solid, traditional materials should be used in preference to large expanses of cladding, concrete and glass.
- In new buildings, windows should be set back from the wall faces in order to create deep modelling on the facades.
- One of the aims of improvement is to restore the rich tapestry of spaces and built form located hard up to the back of pavement which characterises the small scale older 18th century buildings within the area.

## **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 proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations.

### **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. The proposals would underpin and support the distinctive identity of the Northern Quarter and would continue the incremental change that has improved the character, legibility and value of the area over the past 25 years.

Different options including a variety of uses with different levels of intervention have been considered for the site in addition to this proposal, which involved either offices or apartments at the upper levels. Only the submitted scheme would provide the level of return on investment and the scale of development that would be contextually appropriate. Although this is below a traditional viable proposition, the applicant has other properties in the Northern Quarter and are prepared to look at this as part of their wider longer term investment in the area.

The regeneration of the Northern Quarter has created a high quality mixed use neighbourhood and this proposal would continue this process. The size and location of the hotel would provide accommodation that is different to that offered by the

larger hotels and brands. This more intimate and bespoke accommodation (similar to the Abel Heywood on Turner Street) would add to the range of hotels in the City. It would support the role of the Northern Quarter and the City Centre as a tourist destination. It would create employment during construction, along with permanent employment within the commercial uses and hotel management.

The commercial uses would provide services and facilities for NQ residents, creating an enhanced street scene and providing a level of vitality to a part of Thomas Street which has been lacking for some time. The applicant aims to attract independent operators which would complement the Northern Quarter retail and leisure offer. The main activities at ground and basement levels would be on Thomas and John Streets, away from neighbouring residential communities.

The proposal would use the site efficiently and effectively in a high quality building in line with Paragraph 118(d) and 122 of the NPPF. It would improve the environment around the site, be in a sustainable location due to proximity to a number of major transport hubs and would promote sustainable economic growth.

56-58 Thomas Street makes a positive contribution to the Conservation Area, but overall, the site has for some time had a negative impact on the street scene, the Smithfield Conservation Area and the Northern Quarter. These impacts have been exacerbated by the recent demolitions. The site presents a poor appearance and fragments the historic built form that characterise the area. This creates a poor impression compared with the more vibrant streetscapes nearby, including on adjacent parts of Thomas Street. Currently Kelvin Street is closed to traffic and pedestrians adjacent to the site which has a negative impact on permeability within the area.

The proposals would improve this part of Thomas Street and help to establish a sense of place and stronger identity for this site improving the legibility of Thomas Street as a key route in the Northern Quarter. The increase in ground level activity and the improvements to connectivity across the site would integrate the site with the urban grain.

The proposals would reinstate the historic building line and form, repair the street-frontages and respond positively to its context and the areas heritage. This requires the site to be developed comprehensively and with alteration to the interior of 56-58 Thomas Street and the demolition of 9 John Street and the remaining on-site structures. The justification for this in terms of the buildings significance, is set out in detail below.

The development of brownfield sites is consistent with a number of the GM Strategy's key objectives, including the Strategy for the Visitor Economy. The hotel would support the City's growth as a visitor attraction and business destination. The site is well suited for this use given its location, prominence on a key pedestrian route and its proximity to Piccadilly and Victoria Stations. Manchester is second most visited city in England for staying visits by domestic residents and third for international visitors. It is the third busiest UK city destination for international visitors after London and Edinburgh and 23% staying visitors are international. Whilst the

supply of hotel rooms has increased significantly in the City over the past five years, it has been exceeded by greater demand.

The estimated value to Greater Manchester of the Visitor Economy is over £7.5 billion annually supporting around 92,000 FTE jobs. Marketing Manchester estimated 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, and additional rooms are required to serve this future demand. Marketing Manchester state that occupancy rates averaged 80% for 2017. Around 1,650 rooms were added to the city centre *stock* during 2018, with 1,963 to be delivered across 2019 and 2020.

### **Design Issues, relationship to context and the effect on the Historic Environment.**

The Core Strategy seeks to ensure that new development complements the City's building assets, including designated and non-designated heritage assets. The impact on the local environment, the street scene and how it would add to its locality is also important. The proposal would enhance and complement the character and distinctiveness of the area and would not adversely affect established valued townscapes or landscapes, or impact on important views.

The fragmented nature of the site created by the recent demolition harms the character of the Smithfield Conservation Area and the setting of nearby listed buildings as well as the quality and character of the townscape. However, the condition of the site was poor and in need of investment prior to demolition. The condition of the site over a number of years has weakened the character and appearance of the area, has created a poor impression and has lacked street level activity. This has eroded the street pattern and interrupts the prevailing building line. There is therefore an opportunity to enhance the character of the Conservation Area, and preserve the setting of adjacent listed buildings and the wider street and townscape in line with the Planning Act, NPPF and Core Strategy as well as sections 66 and 72 of the 1990 Listed Buildings Act.



Fig 8. View across Thomas Street from the roof of the car-park (November 2018) showing the variety of the roofscape across the conservation area and the uniformity on the north side of the street.

The Smithfield Conservation Area contains buildings of different ages, sizes and types. There is a distinctive and tight grain in the north east where the application site is located where buildings are generally lower.

The character of Thomas Street is varied with 2-3 storey weaver's cottages sitting alongside 4-5 storey Victorian and Georgian warehouses. Other notable nearby buildings are the 7 storey Margolis Building to the south west a contemporary development adjacent to converted former Weavers cottages.

The north side of Thomas Street has a constant level, lined with traditional weaver's cottages. The southern side has more varied height and architectural styles. This was created by economic need within the area. The grand Georgian plan for the area was pushed aside by the need of the Victorian industrial revolution for mills and weaver's cottage developments. This resulted in the grand developments at Shudehill with weaver's cottages towards Tib Street. The materials used reflect this with the Georgian developments showing grandeur with details in brick and stone, with the weaver's cottages being simplistic, having been constructed from cost effective materials. Red brick, white stone, white and black render feature heavily along the street.



Fig. 11. View looking south-east along Thomas Street, November 2018, showing the contrasting scale of the two sides of the street. The north-side is book-ended with a cleared site and shows the gable of the 'domestic-scale' 3-storey properties which line this side of the street.



Fig. 12. Looking west along Thomas Street (Nov.18), showing the contrasting commercial-scale buildings beyond Oak Street. The corner unit on the island-site forms a book-end to the south side of the street, with its John Street frontage exposed by the late-20<sup>th</sup> development of the adjacent 5-storey car-park.

The development of Thomas Street over time has created a varied streetscape. The rhythm of the street has a strong vertical emphasise broken down into a number of terraced buildings. The width of the terraces varies with single fronted terraces alongside double and triple bay buildings. The massing of the proposal seeks to respond to this varied building rhythm.

The design was discussed widely at pre-application with a range of stakeholders, including residents, to ensure that it is viable and deliverable, of a high quality and appropriate to context. The importance of retaining the distinctive external character of 56-58 Thomas Street, including it's the double-pitched roof-form, has been a key design driver that has emerged from that process. The retention of the corner-unit would ensure that its role as a visual anchor is retained. This would help to ground the development in its context. Appropriate conservation repairs and refurbishment of the retained elements would ensure that it is detailed appropriately.

The interiors of the buildings are of no significance and in very poor condition. There would be no loss of significant historic fabric and its removal is considered on balance to be acceptable. The re-use of the retained fabric of 56-58 Thomas Street

would allow it to be fully brought back into use, as a component of the redeveloped site.

#### 4.5 CONTEXT ELEVATIONS



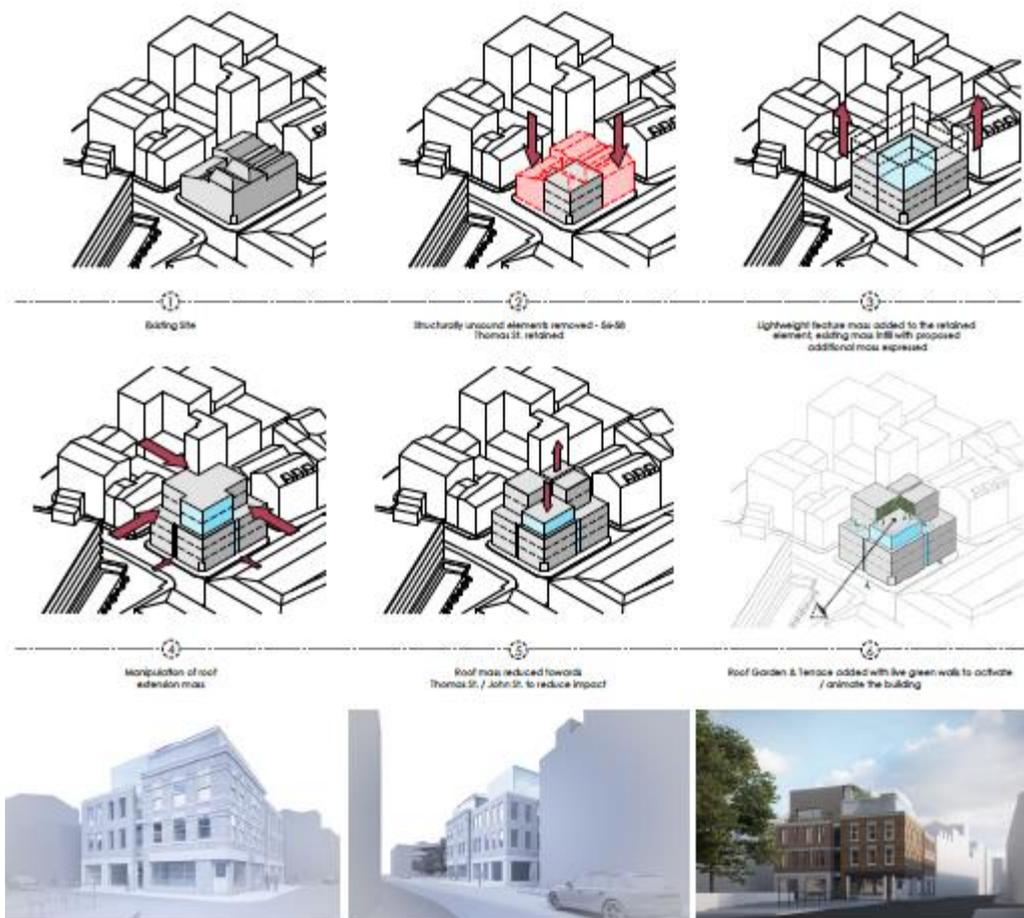
The proposal for the remainder of the site emerged preparation of a contextual analysis and the preparation of the Heritage Assessment, which have been submitted to support the application. A series of design parameters emerged which have informed and are realised within the proposals as follows:

- The new-build elements would consolidate the island-site while re-expressing its historic visual division into inter-connected quadrants, so that the block is read as a cohesive collection of distinct components;
- Additional height has been focused on the John Street and Back Turner Street parts of the site to respond to the scale of the adjacent city blocks and retain the coherence of the retained Thomas Street frontage;
- The materials and detailing would complement the colours, textures and architectural rhythms of the wider conservation area;
- The new-build form would express the architectural diversity of the site with different but complementary exterior materials which would reflect the evolutionary 'patch-work' character of the wider conservation area;
- The development would emphasise the eaves-line and/or roofscape, particularly along Thomas Street and John Street;
- The expression of the corners would be proportionate to the status of each street and would emphasise the asymmetry of the city block;
- The proposals would reference the strong tripartite order within the wider streetscape, with base, middle and top. The retail element would create a

strong and individual base order. The regular and ordered window arrangement would make an elegant middle section with roof forms and window apertures creating the top element.

- The different roofscape forms would allow the site to be read as a collection of complementary but distinct elements and provide a contemporary interpretation of the buildings that occupied the site; and
- The ordered approach to the windows in the area has been reinterpreted in a modern way. Deeply recessed and vertically proportioned windows would be consistent with the historical context and create depth and movement in the facades.

Operators initially required around 40 rooms but this would have produced a development that was too large. The massing proposed which is considered to be appropriate in terms of scale and impact on the surrounding context would provide 26 rooms. The diagrams below demonstrate the process of the first emergent scheme which incorporates 26 rooms.



The proposal would provide a series of strong street level frontages with emphasis to Thomas Street and John Street as the main active frontages. The position of the

hotel entrance from Kelvin Street has been drawn from the concept of reinstating the historic ginnel.

The proposal responds to the massing, proportions, elevational subdivision, colours and materials found in the area in a contemporary manner. It is a high quality design which would respect the historic site layout and complement the diverse architectural forms within the Conservation Area. It would improve Thomas Street and help to establish a sense of place.

The heritage impacts and effect of the proposal on key views, has been considered in more detail as follows:



### **Demolition of the remnants of 52-54 Thomas St & the Back Turner St properties.**

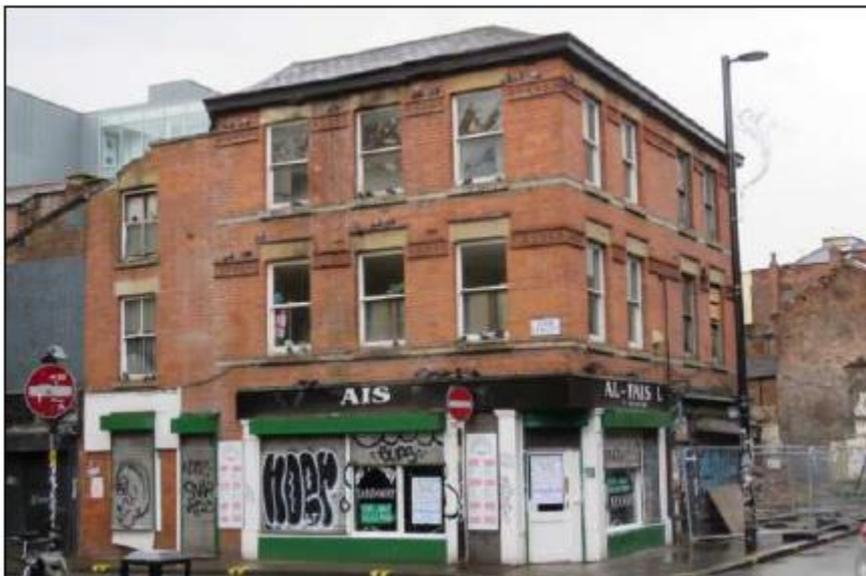


The condition of the site requires attention. The heritage values of the remnants of the much-altered components at the site are considered to be of low significance.

The surviving parts of the building group are of limited architectural or historic interest. This remaining built fabric detract from the character and appearance of the Smithfield Conservation Area. Their removal as part of redevelopment would conform to the broad historic character of the site which has continually evolved. The proposed demolition would retain the most authentic surviving elements and would not remove any significant building components. The demolition would bring about positive change allowing development, consolidation and a minor enhancement of the values of the Smithfield Conservation Area and adjacent listed buildings. The restoration of the townscape cohesion would make a small, but beneficial difference to the ability to appreciate the values of the heritage assets. The physical impact is on components which have limited significance and sensitivity.

The physical and visual impact would be low-beneficial through a minor enhancement of the overall character of the Smithfield Conservation Area and the setting of adjacent listed buildings.

### **Alteration of the retained units at 56-58 Thomas St.**



The proposed development would retain and restore the units which enclose the corner of Thomas Street and John Street. The works include the retention of the double-pitch roof and the fenestration pattern and the elevation details of the facades. This level of alterations would ensure that the surviving historic building fabric would continue to be read as a distinctive component of the block and enable its reuse.

It is considered therefore that the alterations to 56-58 Thomas Street would be positive and would preserve the values of this component of the Conservation Area. The internal alterations would make no demonstrable impact on the townscape cohesion.

The physical and visual impact would be low-beneficial as it would preserve and enhance, to a minor extent, the appreciation and overall character of the conservation area.

## **Restoration of the coherence of the island site as a townscape component.**

The proposal would restore the coherence of the block as a component of the densely-developed townscape. The expression of the block as a collection of complementary but distinctive units would be retained. These would address each street-elevation in a manner that is proportionate to their historic status. The focus of architectural detailing would be on Thomas Street and John Street which were higher status elevations which historically defined the character of the streetscape. The Back Turner Street and Kelvin Street elevations would retain their more functional and distinctive characters as ancillary frontages.

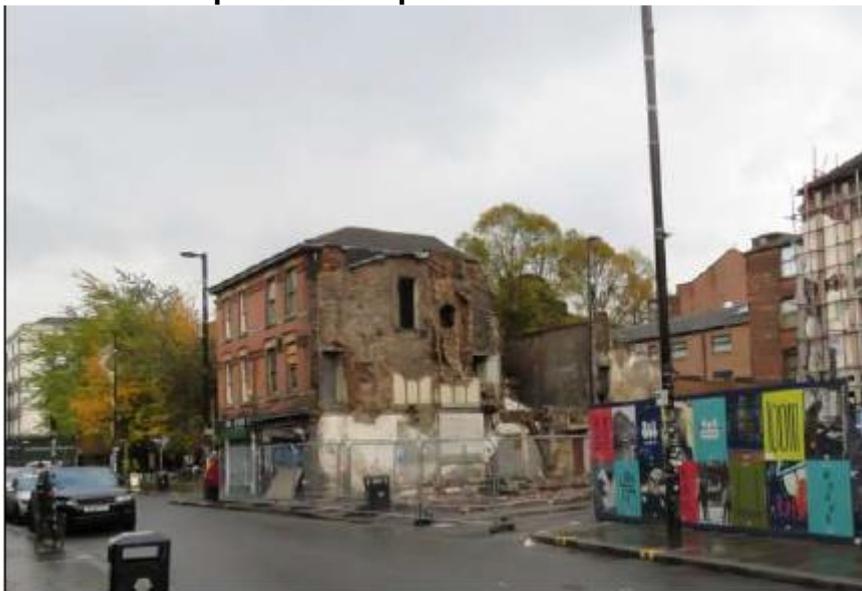
This would result in positive change that would consolidate and to a minor extent enhance the values of this part of the Smithfield Conservation Area.

The restoration of the townscape cohesion would make a significant, beneficial difference to the appreciation of the values of the block and the wider, diverse character of the heritage assets and would result in a minor beneficial heritage impact.

The physical and visual impact would be low-beneficial as it will enhance, to a minor extent, the appreciation and overall character of the Smithfield Conservation Area.

### **Viewpoint 1. Looking south-east along Thomas Street.**

#### **Baseline viewpoint – viewpoint 1.**



This view toward the site along Thomas Street and reveals the extent of dereliction which the development seeks to address. The streetscape is dominated by the clearance and the evident need for regeneration. However, although it does give visual clues to the diversity of the building form which characterised the site.

The streetscape is dominated by the lost commercial units to Kelvin Street, while the clearance of much of 52-54 Thomas Street emphasises the island nature of the

small city block. 56-58 Thomas Street has an artificially-prominent focus in the streetscape, following this demolition and appears as an isolated remnant.

The wider streetscape has been diminished by this change and does not reveal or define the character of the conservation area. The view presents glimpses of the exposed and reconstructed properties on Back Turner Street and the gap site further along Thomas Street which resulted from the clearance of former warehouses to accommodate the Church Street car-park. The cleared site at 48-50 Thomas Street and the scaffolded 7 Kelvin Street can be seen. These are not within this site and are indicative of the regeneration issues which face the street.

### **Comparative value of viewpoint 1.**



This view is of low-value. The site and the remaining built fabric, artificially holds the focus of the view along Thomas Street because of the partial clearance. It is clear that its cohesion as a small city-block would still be read and appreciated in the view, should an appropriately scaled redevelopment take place.

### **Indicative proposed viewpoint 1.**

The proposal would re-establish a contextually appropriate vibrant city-block that would make a positive contribution to the streetscape and the conservation area.

The site would be read as a collection of distinctive components by the expression of the former buildings. The scale would be slightly taller but would reflect the context of the wider street scene including the buildings to the rear. The development includes a 56-58 Thomas Street whose ground floor units have re-established proportions, complemented by the contemporary at 52-54 Thomas Street.

The proposal would result in the positive reinstatement of the build form and the re-introduction of vitality of the street-frontage thus enhancing the heritage value of this part of the conservation area.

The visual impact on the heritage values of this part of the historic environment would be appreciably positive change, enhancing the experience and appreciation of the defined values of the conservation area's streetscape.

### **Conclusion viewpoint 1.**

The changes would make an *appreciable difference* to the understanding of the defined heritage assets. The impact would be beneficial. The proposal would impact on building components of low-significance and sensitivity which contribute to a potential streetscape of moderate heritage value.

The overall visual impact would be moderately beneficial as the development would enhance the physical fabric of the designated heritage asset and the appreciation of the regenerated character of the Smithfield Conservation Area.

### **Viewpoint 2. Looking north-west along Thomas Street.**

#### **Baseline viewpoint – viewpoint 2.**



This view toward the site along Thomas Street slightly obscures the extent of dereliction by focusing on 56-58 Thomas Street and the John Street junction. The streetscape further down the street is characterised by the lost commercial units at Kelvin Street and the foreground on John Street. 56-58 Thomas Street have an artificially-prominent focus in the streetscape, as a result of the poor context.

The surviving units appear as isolated remnants of an area which was historically densely-packed with terraces of industrial workshops and residential properties. The streetscape is in transition and in need of regeneration. The background properties illustrate the diversity of building form which characterised the site.

The streetscape has been considerably diminished by change and does not define the character of the conservation area. There are glimpses of the exposed and

reconstructed properties on Kelvin Street and further late-C19th properties along Thomas Street which provide an architectural contrast. The cleared site at 48-50 Thomas Street is outside of this site and indicates the need for positive change on Thomas Street

### **Comparative value of viewpoint 2.**

This view of low-value. Focussing on the remaining elements of the block. The site has been the focus of the view since the clearance of the adjacent site in the in the 1970s and it is clear that its cohesion as a small city block and its architectural scale and mass would still be read and appreciated in the view, once regenerated.

### **Indicative proposed viewpoint 2.**



This view, which includes the previously consented scheme on the adjacent site, illustrates how the proposal would re-establish a small city-block read as a collection of complementary units. The cumulative impact would be a positive addition to the streetscape and the conservation area.

The proposal creates a contextually appropriate vibrant city-block that contributes positively to the streetscape and the conservation area and would enhance its heritage values. The impact on the heritage values from this view would appreciably be positive and enhance the experience and appreciation of the values of the conservation area's streetscape.

### **Conclusion viewpoint 2.**

The changes would make an *appreciable difference* to the understanding of the Smithfield Conservation Area and the impact would be beneficial. The proposal would impact on building elements components of relatively low-significance and sensitivity which contribute to a potential streetscape of moderate heritage value.

The overall visual impact from this view would be moderately beneficial as the development would enhance, to a clearly discernible extent, the designated heritage asset's physical fabric, and the appreciation of the character of the Smithfield Conservation Area.

### **View along Union Street towards the site**



**This view illustrates how the scale of the proposal fits in with the street context.**

Conservation and enhancement of the Conservation Area and setting of adjacent listed buildings would be achieved by removing the blight without compromising the essential character or appearance of the area.

The scale, alignment and positioning of the proposal would be acceptable and would add positively to the vitality of the streetscape. The buildings would be seen from some parts of the conservation area and in views of listed buildings but the impact would not be harmful. Overall, the proposal would have a beneficial impact on heritage assets and the townscape. Where the proposal appears more prominent its quality and the significance of the heritage assets remain fully appreciable, or the urban decay and dereliction is stitched back together. The proposal combines sensitive infill and dynamic city regeneration and would remove the adverse impact of the site on the street scene, on adjacent listed buildings and on the Smithfield Conservation Areas.

## **Significance of the existing and previous buildings on the site and the case to Support Demolition (including removal of fabric from 56-58 Thomas Street)**

The architectural and historic interest of the site makes a positive contributor to the character of this part of the conservation area. However, its condition and context gives it a great prominence which detracts from the cohesion of the townscape and the character and appearance of the Smithfield Conservation Area).

56-58 Thomas Street, 9 John Street and the remains of 52-54 Thomas Street have been assessed against the statutory criteria for listing to determine if they have any special interest. This assessed their evidential, historical, aesthetic and communal value.

Prior to the 2017 localised building collapse and subsequent demolition, parts of the buildings on the site had deteriorated to an extent which is likely to have contributed to that localised building collapse (as evidenced in material submitted in support of the application).

The group of buildings which previously stood on the sites were much altered, and substantially rebuilt the late 19<sup>th</sup> Century, with original windows replaced. The 1930's Art Nouveaux windows have been salvaged for reuse.







### **Images of Interior condition of 52-54 Thomas Street prior to demolition (above)**

Neither the surviving building-group nor the previous buildings at 52-54 Thomas Street have or had listed status and none of the remaining fabric would meet the requirements in the listing guidance. The site has differing degrees of streetscape significance with Thomas Street of considerable significance whilst Kelvin Street and Back Turner Street were of lower significance. The John Street facade is of low significance where composed of No. 9 John Street and of considerable significance where composed of No. 58 Thomas Street. The only features considered to be of higher significance were the decorative stained-glass windows as detailed above.

The historic interest in the buildings, including 52-54 Thomas Street, has been much diminished by the extent to which they have been altered

The site has changed significantly over time and its recent poor condition is such that whilst there may be some documentary and physical evidence of past human activity

below-ground, very little tangible evidence is likely to survive. Consequently, the buildings within the site are considered to be of low evidential value.

In the late 18th and early 19th centuries a wide range of residential, craft, light-industrial uses and retail uses occupied the site and the buildings were subject to extensive and repeated alterations to facilitate these uses. This is typical of development in the area. The use of site in the later 19th and early 20<sup>th</sup> Century as a restaurant is of some historic interest, especially as this use is supported and evidenced by a range of historic documentation. However, the uses do not illustrate any particularly significant aspects of the area's evolution or the nation's history, nor do they have any substantiated historical associations. Consequently, the buildings on the site are considered to be of low historical value.

56-58 Thomas Street has been afforded higher prominence as a consequence of changes in the streetscape and now anchors this part of it. This is the most architecturally intact part of the site and retains some distinctive late-19th century decorative details, most, notably the early-20th century Art Nouveau stained-glass windows which survive to the first floor. The 18th and 19th century brickwork, sash windows, decorative stone and brick details and rooflines are attractive and typical of the character of the conservation area. Internally few features of architectural quality survive and what does is of no significance or in a very poor condition, and the external features are, in comparison to other parts of the Northern Quarter very modest in nature. It is, therefore, considered that the surviving buildings on the Thomas Street frontage of the island-site are of low aesthetic value.

The attached return to John Street and onto Back Turner Street has been extensively rebuilt most recently post-WWII and the remnants of 52-54 Thomas Street have been altered to such a degree that this building group is of no aesthetic significance.

The status of much of the site as former dining rooms, chop house and pub, one of the earliest such in the city, and its potential contribution to the fabric and vitality of the Northern Quarter, gave the site some social value but the long-vacancy of the building group has significantly eroded any likely contribution to the collective memory of the area. The building group is primarily valued as a building-block of the tightly-grained, loose-grid which characterised the development of the area in the 18th and 19th centuries and which frames the area's diverse and vibrant character. It is, therefore, considered that the communal value of the site is inherently of low

The evidential, historical, aesthetic and communal heritage values of site were prior to demolition and more so currently, considered to be of low heritage significance and the site in its current condition has a negative impact on the Smithfield Conservation Area.

The group of buildings which previously stood on the sites were much altered and substantially rebuilt by the late 19<sup>th</sup> Century, including the replacement of original windows, insertion of modern shop fronts, a series of further late 20<sup>th</sup> Century alterations and the absorption of a former courtyard into the buildings.

The proposed demolition and previous demolitions have retained the most authentically surviving elements of the site and the proposals would not result in the loss of any significant building components. The loss of the build fabric proposed would have a negligible impact on the character and appearance of the Conservation Area and the setting of adjacent listed buildings. The proposed demolition would allow a development that would overall have a beneficial impact on the character of the Smithfield Conservation Area and the setting of adjacent listed buildings.

### **Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets**

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 paragraphs 192, 193, 194, 196, 197, 200 and 201.

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 whether any harm would be substantial, total loss or less than substantial. 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.

This proposal involves the demolition of non-listed building fabric, and effects the setting of adjacent Listed Buildings and the character of the Smithfield Conservation Area. The harm caused would be less than substantial. Paragraph 196 of the NPPF states that any less than substantial harm, should be weighed against the public benefits of the proposal including, where appropriate, securing the optimum viable use of a heritage asset. 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, (Para 20 of the NPPF Planning Practice Guidance). The public benefits arising from the development, would include:-

#### **Heritage Benefits**

It is considered that the proposal would secure the optimum viable use of an underutilised island site in line with paragraph 196 of the NPPF. The demolitions would allow the repurposing of the site and retain fabric, ensuring the long term conservation of the key areas of significance within the site. In order to deliver a viable development there is a need for some increase in height to the rear of the site

compared with the scale of the current and previously demolished buildings. However, any harm from this height is on balance outweighed by the substantial benefits of the scheme which would improve the townscape, including legibility, the character of the Smithfield and the setting of adjacent Listed Buildings.

#### Wider public benefits

These are set out elsewhere in this report and include:

- Putting a site which has a negative effect on the townscape, back into viable, active use;
- Regenerating a site containing vacant buildings some of which are of limited architectural and historical interest;
- Establishing a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the City Centre;
- Optimising the sites potential to accommodate and sustain an appropriate mix of uses whilst adding to the variety of the hotel accommodation offer within the part of the City Centre;
- Responding to the local character and historical development of the area, delivering an innovative and contemporary design which reflects and complements both the wider area and local context;
- Creating a safe and accessible environment;
- Contributing to sustained economic growth;
- 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 paragraph 196 and 197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

The quality and design would sustain the value of the key heritage assets. There are substantial public benefits which would outweigh the harm caused by the partial loss of the buildings on the site. That harm is necessary to secure those benefits, to fully realise the optimum viable use of the site and secure its wider potential in urban design terms

The elements of building fabric that would be demolished are of low value contribute little to the character of the Smithfield Conservation Area and setting of the adjacent Listed Buildings. The demolition would result in some instances of "less than substantial harm" however the heritage assets and their setting would not be fundamentally compromised and the less than substantial harm would be outweighed by the 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. The quality of the detail, including window recesses and interfaces between the different components are key to creating a successful scheme

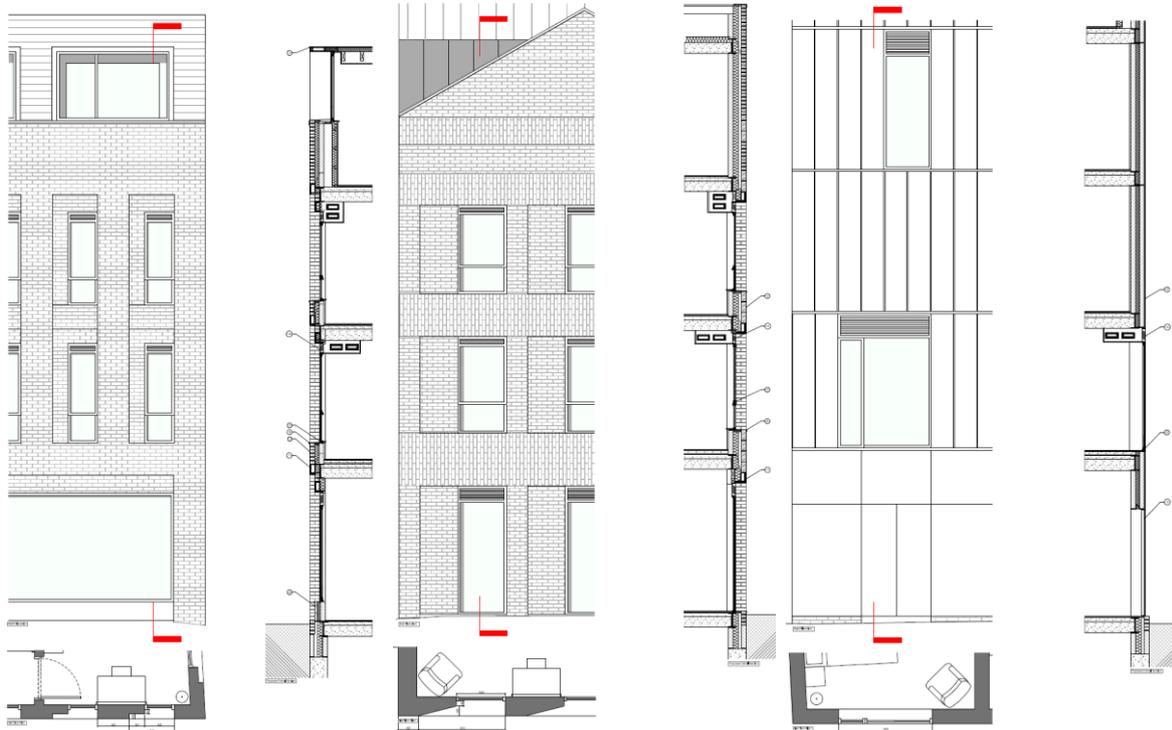


The scheme has been designed to reflect the terrace-like quality of Thomas Street and the Northern Quarter, where each unit is an individual property with its own design approach, materials and scale. This addresses the local character and historical development of the area and reflects the eclectic nature of the area in terms of its identity, building style and materials. The proposal balances the design of the new-build element with the retention of the heritage components.

The variety of building materials used in the Northern Quarter is quite diverse, but is more rugged in character than other parts of the city centre due to its industrial heritage. Stone, brick and slate are used extensively. Brickwork would be the primary material as it relates to the retained heritage asset and the surrounding context. However, the new development would be a contemporary response and not a pastiche of the adjacent buildings.

The proposed materials are appropriate and with the right detailed design would deliver a high quality scheme. Their colour and texture would reflect those found within the wider area.

The layout would animate the street and would improve the streetscape considerably. The high quality contemporary design would add to the quality of the locality and enhance legibility.



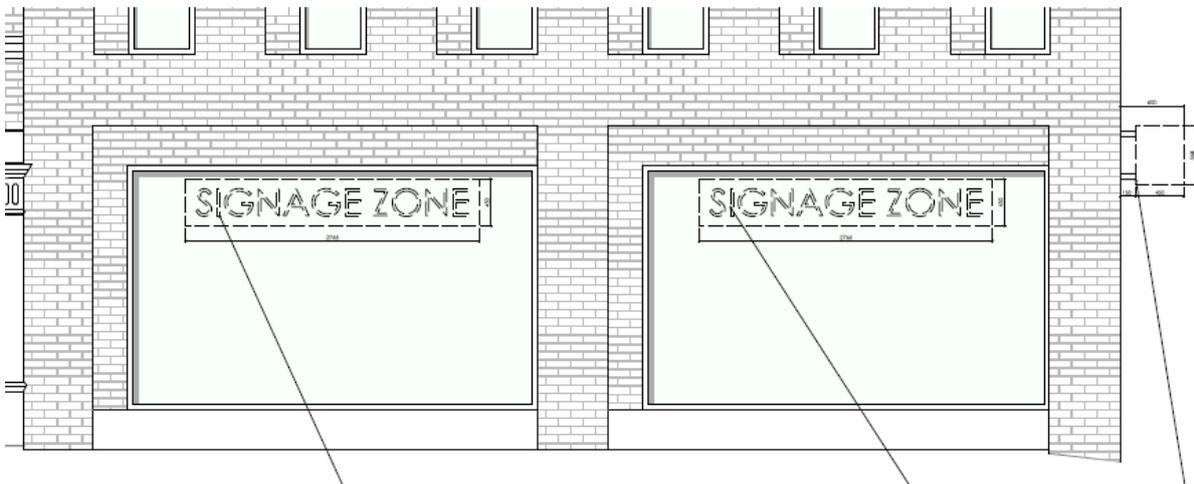
The main facades have deep reveals and definition to relate to the vertical rhythm of 56-58 Thomas St and other buildings along the street. The zinc clad dormer elements adds a contemporary element to a traditional form. Deep and splayed windows reveals add further interest to the façade.

Dark standing seam cladding would provide a contrasting material, and signify a change in buildings. The dark colour relates to the Margolis building. The standing seam also adds a further contemporary element and contrasts with the heritage surroundings.

The roof garden would create some green space. It would have timber decking with fixed and loose seating and a mix of native planting.

The quality of the detail, including the corner interfaces, 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 variety and different tones of the materials and the quality, and variety of brick patterning and modelling, would add richness to the façades.

The principle construction would be traditional bricks. A condition requiring samples of materials and details of jointing and fixing details and a strategy for quality control would be attached to any permission granted. This should result in high quality building that would be appropriate to its context.



Relationship to Public Transport Infrastructure (Parking, Servicing and Access, Green Travel Plan / Cycling Provision/ Parking (including Disabled Parking provision) – This highly accessible location would encourage the use of more sustainable forms of transport. The proximity to shops, restaurants, bars and visitor attractions mean that many guests would access these facilities by walking.

The hotel would be marketed as a car-free but parking space is available within nearby car parks including the adjacent MSCP. No dedicated cycle parking is provided due to space constraints and the marginal viability of the scheme. However there are 11 cycle parking stands at the junction of John Street and Thomas Street opposite the site and as such this is considered an acceptable alternative to onsite provision in this instance.

A condition would require a Travel Plan to be agreed prior to occupation with implementation to be monitored and revised within 6 months of occupation.

Servicing to the building would be from Back Turner Street from a servicing bay on Thomas Street. Taxi drop off would be on Thomas Street or Oak Street (depending on the restrictions in place on Thomas Street in relation to vehicle movements). Highways are satisfied that the proposal is unlikely to generate any significant impact in terms of highway safety.

A condition would require details of a Servicing Management Strategy to manage all refuse use and delivery requirements. A scheme of highway works to include footway improvements needs to be agreed and would be secured through a condition.

The development would be based around sustainable transport modes which would reduce CO2 emissions and the proposal would not produce a significant increase in traffic flow/ loading requirements on surrounding streets.

### Sustainability

An Energy Statement (ES) sets out 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 sites highly sustainable location should reduce its impact on the environment.

The development would accord with a wide range of principles that promote energy efficiency. It would integrate sustainable technologies from conception, through feasibility, design and build stages and also in operation. The development would aim to achieve a BREEAM 'Very Good' rating. It would aim to minimise CO2 emissions by reducing the need for energy and providing some renewable/sustainable means. Issues such as water, waste and biodiversity are also addressed. Preliminary assessments suggest that the hotel would achieve an 18.49% reduction in CO2 emissions can be found over the Part L 2010 target and that there is potential to provide up to 22.45% of the on-site demand through the use of renewable technologies.

Good design can minimise energy use by improving the efficiency of the fabric including its thermal performance and air tightness above Building Regulations requirements. Energy reducing and low carbon technologies would be applied. The Energy Strategy aims to improve the building thermal envelope, increasing the efficiency of the M&E services and incorporating a suitable LZC technology (CHP)

The design utilises improved fabric parameters and high efficiency LED lighting in conjunction with on-site renewables (7.5%) via a Variable Refrigerant Flow (VRF) system, which utilises Air Source Heat Pump (ASHP) technology.

The refurbishment and replacement of the existing buildings, provides the opportunity to progress a modern, efficient building which would provide enhanced levels of climate change mitigation.

### **Effects on the Local Environment/ Amenity**

Sunlight and overshadowing, air quality, noise and vibration, construction, operations and TV reception.

## Privacy and Overlooking

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 historically had windows close to those within adjacent blocks.

## Daylight, Sunlight and Overshadowing

The need for high density developments in the City Centre means that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in an appropriate manner. Historically this was a commercial area with Victorian warehouse buildings built in close proximity to each other. Recent regeneration of the area has seen a number of these warehouses converted to office or residential use. Streets are narrow and expectations for daylight need to be balanced against the benefit of regeneration to this area of central Manchester

An assessment of daylight, sunlight and overshadowing has been undertaken, using specialist computer 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).

This type of assessment is not mandatory but is generally accepted as the industry standard and local planning authorities use it to assist consideration of these impacts. 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.

Residential developments at 6 Kelvin Street and 54 Back Turner Street have been identified as residential receptors which could potentially be affected by the proposal. The baseline is the site prior to demolition.

## **Daylight Impacts**

The BRE Guidelines provides methodologies for daylight assessment. The methodologies are progressive, and can comprise a series of 3 tests.

Firstly, the guidance advises an assessment of how much Daylight can be received at the face of a window which is generally referred to as the Vertical Sky Component (or VSC). This measures the percentage of the sky that is visible from the centre of a window. The less sky that can be seen means that the daylight available would be less. Thus, the lower the VSC, the less well-lit the room would be. In order to achieve the daylight recommendations in the BRE, a window should attain a VSC of at least 27%. However, in relation to higher density environments, within the guidelines if a window already receives less than 27% VSC, then a reduction in the existing value of up to 20% (i.e. 0.8 x) is considered to be acceptable on the basis that such a reduction is unlikely to be noticed by the room's occupants.

An assessment known as 'No Sky Line' (NSL) measures daylight distribution and assesses how the light is cast into the room, and examines the parts of the room where there would be a direct sky view and the parts that would not have direct sky view. Daylight may be adversely affected if, after the development, the area in a room which can receive direct skylight is reduced to less than 0.8 times its former value as this would be noticeable to the occupants.

The Guidance states that a reduction of VSC to a window more than 20% or of NSL by 20% does not necessarily mean that the room would be left inadequately lit, but there is a greater chance that the reduction in daylight would be more apparent. Under the Guidance, a scheme would comply if figures achieved are within 0.8 times of baseline figures. For the purposes of the sensitivity analysis, this value is a measure against which a noticeable reduction in daylight and sunlight would be discernible and is referred to as the BRE target.

The Average Daylight Factor (ADF), assesses how much daylight comes into a room and its distribution within the room taking into account factors such as room size and layout and considerations include: the net glazed area of the window in question; the total area of the room surfaces (ceiling, walls, floor and windows); and the angle of visible sky reaching the window(s) in question. In addition, the ADF method makes allowance for the average reflectance of the internal surfaces of the room. The criteria for ADF is taken from the British Standard 8206 part II which gives the following targets based on the room use:

Bedroom – 1% ADF; Living room – 1.5% ADF; Kitchen – 2% ADF

Where a room has multiple uses such as a living kitchen diner (LKD) or a studio apartment, the highest value is taken so in these cases the required ADF is 2%.

A key factor to be considered in relation to the 2<sup>nd</sup> and 3<sup>rd</sup> tests is that these assess daylight levels within a whole room rather than just that reaching an individual window. The assessment submitted with this application has considered the VSC and NSL for daylight assessment.

The VSC level diminishes 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 and the BRE Guide recognises that different targets may be appropriate. It acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. This is common in urban locations in particular. If the guidance were to be applied rigidly in city centres, very little development would be able to be built

For the purposes of this analysis only the VSC and NSL tests have been carried out.

**54 Back Turner Street:** This is a mixed use property with commercial & circulation space at ground floor level. First & second floors are flats, both having a kitchen & bedroom included in the assessment. In the baseline condition 7/12 (56%) of residential windows are compliant for VSC. With the proposed development in place 2/12 (17%) windows would be comply. The majority of affected windows which do not pass (8/12) are to bedrooms, bathrooms or circulation spaces where there is a

lower expectation of daylight levels. The compliant windows are to a living room / kitchen/ diner as are the 2 remaining non-compliant windows.

In the baseline condition 1/4 (25%) of the habitable rooms meet the NSL criteria. 2 of the rooms are bedrooms, bathrooms where there is a lower expectation of daylight levels. The remaining room is a living room / kitchen/ diner.

### **6 Kelvin Street:**

This is believed to be residential property with one assessed room on each of its four floors. In the baseline condition 2/12 (17%) of windows are compliant for VSC. With the proposal in place 0/12 (0%) of the windows would comply. Each room is served by three windows. In each case two windows comfortably meet the BRE Target for VSC while one falls short. When these three windows are considered together the rooms they serve would remain well-lit.

All of the rooms assessed within this property comfortably meet the BRE guidance for daylight distribution.

### **Sunlight Impacts**

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)

As with daylight, a sunlight reduction of over 20% does not automatically mean that sunlight to that room would not be sufficient, but it would be more noticeable.

When assessed against the APSH (Sunlight criterion) all of the affected rooms within 54 Back Turner Street and 6 Kelvin Street are compliant with the targets.

### Overshadowing

There are no open amenity spaces in the vicinity of the Development site that justify the need for a permanent shadowing and sunlight hour's appraisal

### Conclusion Daylight and Sunlight Impacts

The scale of development proposed is not significantly taller than the existing / previous buildings. They are located within a densely developed part of the City Centre where lower levels of daylight and sunlight are a characteristic yet many people have chosen to live in converted buildings. Any reduction to the scale of the development could make it unviable.

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

### Air Quality

An Air Quality Assessment notes that during construction dust and particulate matter may be emitted into the atmosphere but any impact would be temporary, short term and of minor significance and minimised through construction environmental management techniques. A Construction Management Plan would require contractors' vehicles to be cleaned and the access roads swept daily.

The site is within an Air Quality Management Area (AQMA), which could potentially exceed the annual nitrogen dioxide (NO<sub>2</sub>) air quality objective. The principal source of air quality effects would be from more vehicle movements. The hotel would be car free and would not significantly affect air quality. A condition would ensure that emissions from energy and/or heating plant would not impact on 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

During construction, there is potential for short-term major adverse noise impacts especially during the demolition, piling and excavation phases. However, the adoption of appropriate noise and vibration monitoring and management should ensure all impacts are minimised as far as reasonably practicable. The applicant and their contractors would work with the local authority and local communities to seek to minimise disruption.

There are no amenity issues that would impact on surrounding residential properties over and above those expected in the city centre. There would be no noticeable increases in traffic. All fixed plant and equipment and operational noise from commercial activities would be specified to meet the City Councils noise criteria. The glazing would create acceptable internal noise levels. The level of noise and any mitigation measures required in relation to the operation of the ground floor bar and restaurant any plant and ventilation should be controlled through a condition.

The main ground floor unit will be accessed at the corner of John and Thomas Streets, with the hotel access taken from Kelvin Street. Secondary access to the ground floor will also be provided onto John Street, facing on to the existing NCP car park. This positioning of key access points will direct all public footfall away from the residential areas to the rear. Smoking by hotel customers will be limited to the roof garden area and smoking by other customers will be limited to a designated smoking area on John Street.

The implementation of 'best practicable means' would minimise noise and vibration during construction such as observing hours of construction, selection of appropriate plant and equipment, the use of barriers and enclosures and the implementation of on-site management and monitoring of noise and vibration levels. The contractors would be required to engage directly with local residents and a Construction Management Plan would be required through a condition.

### TV and Radio reception

A baseline TV Reception Survey based off field work including inspection of buildings within the shadow zone notes that there are no satellite dishes or antennas facing the Winter Hill transmitter. Given the scale of the proposal there is unlikely to be any impacts but this report provides baseline data against which any impacts post completion of during construction can be benchmarked and a condition could require the applicant to mitigate for such impacts. Suggestions are provided within the Report in relation to appropriate mitigation.

### Crime and Disorder

Increased footfall and improved lighting would improve security and surveillance. Greater Manchester Police confirm that the scheme should achieve Secured by Design accreditation and a condition is recommended.

### Archaeological issues

Greater Manchester Archaeological Unit have identified potential archaeological interest of local importance, in particular the cellars beneath the former site of 52-54 Thomas Street. They have recommended that prior to any soft-strip, demolition or development, a programme of archaeological recording is undertaken. This should commence with an internal survey of the cellars of 56-58 Thomas Street. There will then be an excavation of the cellars of 52-54 Thomas Street.

GMAAS recommends that the archaeological interests should be secured through a condition.

### Waste and Recycling

There would be dedicated recycling and refuse areas in the ground floor. The hotel, retail, bar/restaurant unit have their own individual dedicated secure bin store located on Back turner Street. Each bin store provides 2 types 1100L Euro bins, 1 for general waste and 1 for recycling.

Each operator would be responsible for arranging their waste collection. The frequency as per the vast majority of operators within the Northern Quarter, this is likely to be daily.

The number of bins for each waste stream Complies with MCC standards and bins for each type would be clearly marked.

### Floor Risk and Drainage Strategy

The site lies within Flood zone 1 and is low risk site for flooding. 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.

A 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.

Conditions would require the investigation of measures that maximise the use of SUDS for both water quantity and water quantity and would be confirmed upon completion of a feasibility review. The proposal would not increase impermeable area and surface water runoff restricted to the permitted flow granted by United Utilities plus a 30% allowance for climate change.

Surface water drainage opportunities on the constrained island site are limited. It is intended to connect to the existing drainage network. Roof-top landscaping, including planters will contribute to a modest reduction in run off rates. Limited external works are proposed and the building line is to the back of the public footpath leaving no space for swales or filter trenches. The perimeter footpath is public highway and therefore would not be altered to permeable paving.

Any increase in foul water discharge would be insignificant in flood risk and drainage terms with foul and surface water flows discharged into existing combined sewer.

#### 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. 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 presence of bats is reasonably discounted.

Despite the urban location and poor potential for wildlife activity, the introduction of the roof garden provides the opportunity to attract birds and insects. The planting would include insect friendly flowers and herbs and pesticides will be avoided as far as practical.

The buildings are considered to have low suitability for roosting bats given the number of external potential roosting features but poor surrounding habitats. A precautionary pre-commencement bat presence / absence survey is required in order to determine if bats are roosting within the buildings prior to the start of works on site. The survey should be undertaken by an appropriately licensed ecologist during the bat survey season, May to September inclusive.

#### Contaminated Land Issues

A phase 1 Desk Study & Phase 2 Geo- environmental Report conclude that site remediation is not necessary. A watching brief should monitor the situation during

the site preparation process. The site presents a low to medium risk to future users and construction workers.

Given the history of bomb damage on the site, there is moderate potential for unexploded bombs. Prior to any demolition a radar survey would be performed prior to any demolition works taking place, once the ground had been cleared sufficiently to enable safe working in the area. A requirement for this investigation can be secured via a condition attached to any consent granted.

If ordinance is found, a specialist UXB team would be engaged to assess next steps and to draw up risk assessments for any continuing works which would be carried out in accordance with provide best practice guidance for the industry (CIRIA).

Disabled access – All floors would be accessible via the passenger lift and the stairs are designed to be ambulant standard. Both the lift and stairs are clearly located and easily accessed within the building, corridors on the upper floors run straight along the building length and are easy to navigate along. The lift car is sized to be capable of carrying 8 persons, and will have an internal dimension to accommodate wheelchair manoeuvring with adequate turning space in the lift lobby.

4 of hotel rooms are fully accessible and have been designed with accordance to wheelchair space standards set out within Part M. All spaces within the rooms allow for minimum turning circles, including around fixed furniture.

Although no dedicated disabled parking is proposed to serve the hotel, the following provision is close by:

Thomas Street – 1 space, approx. 10m (opposite site)

Edge Street – 1 space, approx. 75m (at junction with Oak Street)

High Street – 3 spaces approx 100m

Copperas Street – 2 spaces approx 150m (by NQ restaurant)

There are 6 spaces allocated for disabled badge holders only, in the Tib St MSCP Park, adjacent to the Tib St entrance approx. 120m from the site along Thomas St.

Local Labour - A Local Labour Agreement document confirms that opportunities would be maximised and this would be secured by planning conditions. The Council's Work and Skills team would agree the detailed form of the Local Labour Agreement.

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;

- The proposal would not cause harm to the natural environment and would reduce carbon emissions 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 Public Consultation

The primary feedback from the public consultation as detailed within the submitted Statement of Community Consultation was as follows:

- Retention of the historic building facades is pleasing
- The project if moved forward will be a benefit to the local neighbourhood
- Dark zinc cladding provided a good contrast to the brick
- Dark brick on the Thomas Street Elevation should be changed
- More greenery / planting should be incorporated into the scheme
- Roof terrace is a great addition to the street
- Hotel should not be low budget
- Hotel to be well sound proofed to ensure no noise complaints
- Proposed A1/ A3/A4 unit should be an independent operator

From reviewing the comments supplied through the feedback forms and general discussion from the consultation evening, it was felt that the main negative feature of the proposal was the use of dark brick to the Thomas Street elevation. The submitted design response was therefore to revise the proposal and lighten the brickwork to a stone colour taken from the original brick frieze on the retained corner building.

### Response to Panel Comments

Pre application comments from the Panel have informed the final design.

The submitted concept was based on historical maps. The site was historically split into 4 key quarters with further sub divisions. The historic ginnel would be reinstated as the hotel entrance and act as a division between two of the proposed 3 new buildings. Each of the 3 new buildings will have its own identity to recreate the ad hoc nature of the site and reflect the vernacular of the Northern Quarter.

### Responses to objections

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

The adjacent residential accommodation lies within part of the City Centre which historically has been a mixed use area with commercial premises and therefore residents within the area would be used to some impacts from the comings and goings of such premises including deliveries and refuse collections. Conditions attached to any consent granted would control the hours during which such activities would take place in order to limit such impacts.

### Conclusion

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.

The proposals would be consistent with a number of the GM Strategy's key growth priorities. It would deliver a high quality building and regenerate a site which is principally characterised by a poor quality environment. The site is considered to be capable of accommodating a building of the scale and massing proposed whilst avoiding any substantial harm to the setting of adjacent listed buildings or the Smithfield Conservation Area.

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 setting of the adjacent listed buildings and the character of the 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 197 of the NPPF and the less than substantial harm would be outweighed by the benefits of the development.

Feedback from pre-application consultation events held by the application has informed the submitted designs and it is considered that potential impacts on adjacent residents have been fully considered and as appropriate will be mitigated through compliance with conditions relating to hours of operation, management of customers, hours during which deliveries can take place, construction management (including consultation with residents and contract details for residents' complaints) acoustic insulation and the extraction of fumes.

**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 policies 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      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**

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 Location Plan L(-1)000, Site Plan as Existing L(-1)010 and Site Plan as Proposed L(-1)011;

(b) Basement as proposed L(-2)-11, ,Ground floor Plan as Proposed L(-2)001, First floor Plan as Proposed L(-2)011, Second floor Plan as Proposed L(-2)021, Third floor as proposed L(-2)030, Fourth floor as proposed L(-2)041 and Roof Plan as Proposed L(-2)051;

(c) Section AA as Proposed L(-3)001, Section BB as Proposed L(-3)011, Section CC as Proposed L(-3)021, and Section DD as Proposed L(-3)031;

(d)North elevation as Proposed L(-4)001, East elevation as Proposed L(-4)011 South elevation as Proposed L(-4)021Rev 01 and West elevation as Proposed L(-4)031 Rev 01;

(e) Detailed Elevational Study North L(-3)041, Detailed Elevational Study East L(-3)042, Detailed Elevational Study South L(-3)043, Detailed Elevational Study West L(-3)044;

(f) Signage Zone Elevations North, East L(-4)071 and Signage Zone Elevations North, West L(-4)072;

(g) Context elevations as Existing North / South L(-4)040, Context elevations as Existing East / West L(-4)050  
Context elevations as Proposed North / South L(-4)041 and Context elevations as Proposed East / West L(-4)051;

(h) Servicing Strategy Route L(99)011;

(i) Existing Building Retention Study L(99)0001;

(j) Measures detailed within CWC 52-58 Thomas Street, Manchester, Part L2A 2013 Assessment and Energy Hierarchy 14.03.2019  
1843 - R003 Rev 1:

(k) 52-58 THOMAS STREET Air Quality Assessment Prepared for: Agecroft Investment Company Ltd by SLR Ref: 427.09586.00001 Version No: V00 February 2019;

(l) Watts Environmental Audit 52 - 58 Thomas Street Manchester, M4 1EG, Version B, Report Date 29 March 2019; and

(m) Agecroft Investment Company LTD Operating Statement stamped as received on 02-04-19;

(n) Ruth Jackson Planning e-mail dated 10-07-19 in relation to food retail, independent operators, taxi drop off and re-use of windows:

(o) Ruth Jackson Planning e-mail dated 15-07-19 in relation to Disabled Rooms; and

(p) Ruth Jackson Planning e-mail dated 16-07-19 in relation to window set backs.

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 policies DC18.1 DC19.1, DC20 and DC26.1.

3) The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the building works for the redevelopment of the site has been made, and evidence of that contract has been supplied to the City Council as local planning authority.

Reason - In the interests of visual amenity and for the avoidance of doubt, and to ensure that redevelopment of the site takes place following demolition of the existing

building pursuant to saved policy DC18 of the Unitary Development Plan for the City of Manchester, policies SP1, EN3 and DM1 of the Core Strategy and the National Planning Policy Framework.

4) (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 include 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.

5) 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).

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 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.

b) 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.

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 policies DM1 and EN18 of the Core Strategy.

6) 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;

Mitigation against risk of accidental spillages into watercourses

- \*Communication strategy with residents and local businesses which shall include details of how there will be engagement, consult and notify them during the works;
- \*Mitigation measures for potential UXB's.

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).

7) a) Prior to the commencement of the development, details of a Local Benefit Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction 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 of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i) the measures proposed to recruit local people including apprenticeships

ii) mechanisms for the implementation and delivery of the Local Benefit Proposal

iii) measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

Reason - The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

8) 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 hotel first commences.

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

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

\*Maximise use of green SuDS in design;

\*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 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;

\*Hydraulic calculation of the proposed drainage system;

\*Construction details of flow control and SuDS elements.

If there is no clear adoption policy in place to take over the proposed drainage system after construction, we suggest the following construction and maintenance condition to be considered by the LPA:

Reason - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution pursuant to Core Strategy policies EN08 and EN14.

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

10) 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.

11) Prior to the commencement of development a programme for submission of final details of the following 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 all site boundaries;
- (b) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include consideration of bat boxes and bricks, bird boxes and appropriate planting; and
- (c) A management strategy for the rooftop garden area including opening hours;

The approved scheme shall be implemented not later than 12 months from the date the proposed building is first occupied.

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 measures to enhance biodiversity are incorporated within the development 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.

12) Prior to occupation of the development a scheme for the acoustic insulation of any externally mounted ancillary equipment associated with

- (a) the hotel / aparthotel accommodation; and
- (b) each commercial unit;

to ensure that it achieves a background noise level of 5dB below the existing background (La90) 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 completed before the premises is occupied and a verification report submitted for approval by the City Council as local planning authority and any non-compliance with the above noise standards suitably mitigated in accordance with an agreed scheme prior to occupation. The approved scheme shall remain operational thereafter.

Reason - To secure a reduction in noise in order to protect future occupiers and adjacent residents from noise nuisance, pursuant to policies SP1, H1 and DM1 of the Core Strategy and saved UDP Policy DC26.

13) Before the development commences a scheme for acoustically insulating and mechanically ventilating (a) the hotel / aparthotel and (b) any A3 or A4 uses against noise from adjacent roads and any noise transfer from the A3 / A4 uses to the hotel/ aparthotel rooms above, shall be submitted to and approved in writing by the City Council as local planning authority.

Where entertainment noise is proposed the LAeq (entertainment noise) shall be controlled to 10dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location, and internal noise levels at structurally adjoined residential properties in the 63Hz and 125Hz octave frequency bands shall be controlled so as not to exceed (in habitable rooms) 47dB and 41dB, respectively

The approved noise insulation scheme shall be completed before each of the approved uses commence. Prior to occupation a post completion report to verify that all of the recommended mitigation measures have been installed and effectively mitigate any potential adverse noise impacts in adjacent residential accommodation arising directly from the proposed development shall be submitted and agreed in writing by the City Council as local planning authority. Prior to occupation any non-compliance shall be suitably mitigated in accordance with an agreed scheme.

Reason - To secure a reduction in noise in order to protect future residents from noise nuisance, pursuant to policies SP1 and DM1 of the Core Strategy and saved UDP Policy DC26.

14) No soft-strip, demolition or development groundworks shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological works. The works are to be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by Manchester Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
  - i) archaeological building assessment and recording of cellars at 56-58 Thomas Street
  - ii) -archaeological (machine assisted) excavation and recording of the cellars at 52-54 Thomas Street
2. A programme for post investigation assessment to include:
  - production of a final report on the significance of the below-ground archaeological interest.
3. Deposition of the final report with the Greater Manchester Historic Environment Record.
4. Dissemination of the results of the archaeological investigations commensurate with their significance.
5. Provision for archive deposition of the report and records of the site investigation.
6. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason - In accordance with NPPF Section 12, Paragraph 199 - To record and advance understanding of heritage assets impacted on by the development and to make information about the heritage interest publicly accessible.

15) The development shall be carried out in accordance with the Crime Impact Statement Version A dated 28-02-19. 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

16) Before development commences details of the following:

(a) locations within the building for the relocation of the salvaged stained glass windows from 52-54 Thomas Street;

(b) Detailed schedule of all external repairs and specification for all of the repair works to the external elevations (including specification for mortar and stone repair / replacement)

(c) 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);

(d) Cleaning of external elevations;

(e) Details of any removals, repair or refurbishment of original doors and windows (Such works should not include for the removal or replacement of any original windows unless otherwise approved in writing by the City Council as local planning authority and any such proposal shall be accompanied by a full justification for such works, including a structural survey, details of why repair and refurbishment of such windows is not viable and provide details, including materials and cross sections, for any proposed replacement windows)

(f) Any proposed structural works; and

(g) Details of making good parts of the building that are to be the subject of removals and / or demolition;

shall be submitted to and approve in writing by the City Council as Local Planning Authority.

Reason: 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 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 DC18.1 of the Unitary Development Plan for the City of Manchester.

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

19) Prior to implementation of any proposed lighting scheme details of the relevant scheme (including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of occupants 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.

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. Any approved Strategy 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.

21) Before the development hereby approved is first occupied a Travel Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority as detailed within the Croft AGECROFT INVESTMENT COMPANY LTD Framework Travel Plan June 2019. In this condition a Travel Plan means a document which includes:

- i) the measures proposed to be taken to reduce dependency on the private car by those guests or employees of the development
- ii) a commitment to surveying the travel patterns of guests or employees 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.

22) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday, Sunday/Bank Holiday deliveries etc. shall be confined to 10:00 to 18:00

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.

23) 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.

24) Prior to the first use of the hotel hereby approved commencing, a scheme of highway works and details of footpaths reinstatement shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved scheme shall be implemented and be in place prior to the first occupation of the hotel element within the final phase of the development hereby approved.

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).

25) The development hereby approved shall include for full disabled access to be provided to all publically accessible communal areas of the hotel and identified accessible rooms via the main entrances and to the floors above via lifts.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions Core Strategy policy DM1

26) No infiltration of surface water drainage into the ground on land affected by contamination is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason - To prevent pollution of controlled waters from potential contamination on site. Infiltration methods on contaminated land carries groundwater pollution risks and may not work in areas with a high water table. Where the intention is to dispose to soakaway, these should be shown to work through an appropriate assessment carried out under Building Research Establishment (BRE) Digest 365.

27) Before any use of the ground floor A3 or A4 use hereby approved commences details of the proposed opening hours shall be submitted to and approved in writing by the City Council as local planning authority. The units shall be not be operated outside the hours approved in discharge of this condition.

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.

28) Final details of the method of extraction of any fumes, vapours and odours from the hotel / restaurant kitchen shall be submitted to and approved in writing by the City Council as local planning authority prior to commencement of those uses. The details of the approved scheme shall be implemented prior to occupancy and shall remain in situ whilst the use or development is in operation.

Defra have published a document entitled 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems' (withdrawn but still available via an internet search). It describes a method of risk assessment for odour, guidance on minimum requirements for odour and noise control, and advice on equipment selection. It is recommended that any scheme should make reference to this document (particularly Annex B) or other relevant guidance. Details should also be provided in relation to replacement air. The applicant will therefore need to consult with a suitably qualified ventilation engineer and submit a kitchen fume extract strategy report for approval.

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

29) 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. No action shall be required in relation to television interference complaints after the date 12 months from the completion of development.

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

30) Prior to occupation of the development an investigation of opportunities to plant street trees within the pavements on Thomas Street and John Street including details of overall numbers, size, species and planting specification, constraints to further planting and details of on going maintenance shall be submitted to and approved in writing by the City Council as local planning authority in accordance with the planting scheme 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.

32) The window(s) at ground level, fronting onto Thomas Street and John Street shall be retained as a clear glazed window opening at all times and views into the premises shall not be screened or obscured in any way.

Reason - The clear glazed window(s) is an integral and important element in design of the ground level elevations and are important in maintaining a visually interesting street scene consistent with the use of such areas by members of the public, and so as to be consistent with saved policy DC14 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

33) 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))

34) No amplified sound or any music shall be produced or played in any part of the site outside of the building other than in accordance with a scheme detailing the levels at which any music shall be played and the hours during which it shall be played which has been submitted to and approved in writing by the City Council as local planning authority.

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.

35) In the event that any of the commercial units, as indicated on drawings L (-2) 001 REV 01 and L (-2) 0-11 are occupied as an A3 or A4 use, prior to their first use the following details must be submitted and agreed in writing by the City Council, as Local Planning Authority.

These details are as follows:

Management of patrons and control of external areas. For the avoidance of doubt this shall include:

\*An Operating Schedule for the premises (prevention of crime and disorder, prevention of public nuisance, Management of smokers)

\*Details of a Dispersal Procedure

\* Mechanism for ensuring windows and doors remain closed after 9pm

The approved scheme shall be implemented upon first use of the premises and thereafter retained and maintained.

Reason - To safeguard the amenities of nearby residential occupiers as the site is located in a residential area, pursuant to policies SP1, DM1 and C10 of the Manchester Core Strategy and to saved policy DC26 of the Unitary Development Plan for Manchester.

36) The commercial units, as indicated on drawings L (-2) 001 REV 01 and L (-2) 0-11 can be occupied as A1(with the exception of food retail), A2, A3 and A4.. The first use of each commercial unit to be implemented shall thereafter be the permitted use of that unit and any further change of use may be the subject of the requirement of a new application for planning permission or subject to the requirements of the Town and Country Planning (General Permitted Development) Order 2015.

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, ensuring the vitality of the units and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester.

37) Prior to the first use of each of the commercial units as indicated on drawings L (-2) 001 REV 01 and L (-2) 0-11 details of any roller shutters to the ground floor of the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the shutters shall be fitted internally to the premises. The approved details shall be implemented prior to the first occupation of each of the commercial units and thereafter retained and maintained in situ.

Reason - To ensure that the roller shutters are appropriate in visual amenity terms pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

38) If during works to demolish the buildings hereby permitted any sign of the presence of bats is found, then all such works shall cease until a survey of the site has been undertaken by a suitably qualified ecologist and the results have been submitted to and approved by the Council in writing as local planning authority. Any recommendations for the protection of bats in the submitted document shall be implemented in full and maintained at all time when the building is in use as hereby permitted.

Reason - for the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15.

39) The (a) ground floor and basement commercial units and (b) hotel / aparthotel accommodation shall not be occupied until a scheme for the storage (including segregated waste recycling) and disposal of refuse for each unit; has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In order to ensure that adequate provision is made within the development for the storage and recycling of waste in accordance with policies DM1 and EN19 of the Core Strategy for the City of Manchester.

40) a) No development, hereby approved, shall commence until a detailed risk management programme / plan for unexploded ordnance (UXO) and mitigation as appropriate, is submitted in writing to the local planning authority for approval. Development shall be carried out fully in accordance with the approved UXO risk management and mitigation programme / plan.

b) No property, hereby approved, shall be occupied until the approved UXO risk management and mitigation programme / plan has been implemented in full as to the removal of high risk UXO matters or implemented in full as to other necessary mitigation which are covered under the detailed risk management programme / plan approved pursuant to paragraph a) above and a mitigation completion verification report has been submitted to and approved in writing by the Local Planning Authority, confirming that that all risks to (including the possible evacuation of) existing and proposed premises have been satisfactorily mitigated.

c) If, at any time during development, high risk UXO not previously identified (as part of the approved UXO risk management and mitigation programme / plan approved under 40a) is encountered / found to be present , no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a revised and/or additional UXO risk management and mitigation programme / plan is submitted detailing how the high risk UXO not previously identified shall be dealt with, and is approved in writing by the Local Planning Authority. The revised and/or additional UXO risk management and mitigation programme / plan shall be implemented as approved and following completion of mitigation a completion verification report shall be prepared and submitted in writing to the Local Planning Authority for approval confirming that that all risks to (including the possible evacuation of) existing and proposed premises have been satisfactorily mitigated.

REASON: To ensure that the risks from unexploded ordnance to future users of the land and existing neighbouring land are eliminated and or minimised to ensure that development can take place without unacceptable risk to workers and neighbours including any unacceptable major disruption to the wider public on and off site that may arise as a result of evacuation/s associated with the mitigation of UXO, pursuant to policies EN18 and DM1 of the Core Strategy for Manchester.

**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: 123215/FO/2019 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.

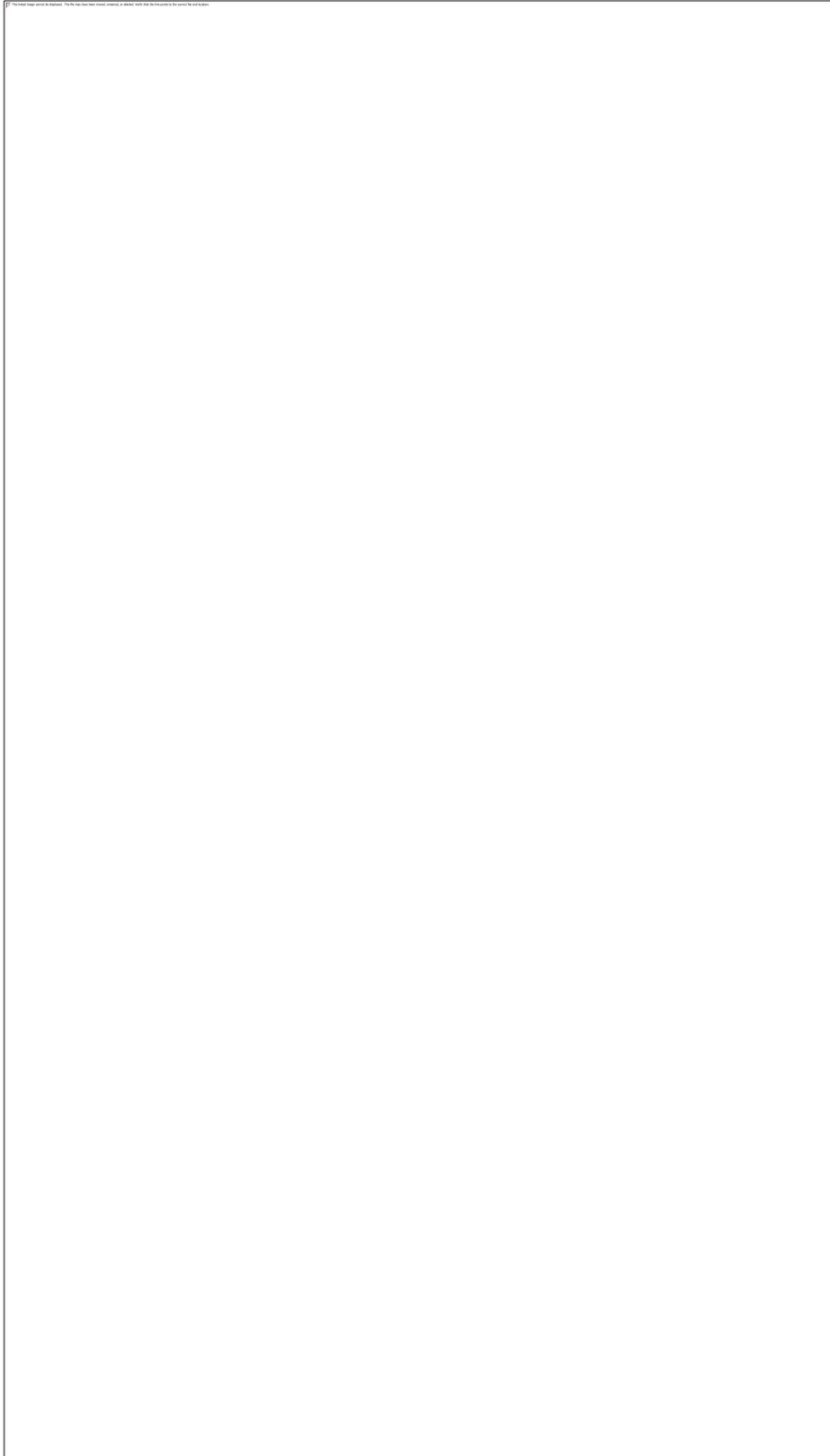
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**Highway Services  
Environmental Health  
Oliver West (Sustainable Travel)  
MCC Flood Risk Management  
City Centre Renegeration  
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  
Northern Quarter Forum**

**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:**

<b>Relevant Contact Officer :</b>	Angela Leckie
<b>Telephone number :</b>	0161 234 4651
<b>Email :</b>	a.leckie@manchester.gov.uk



 Application site boundary  Neighbour notification

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