

Application Number	Date of Appln	Committee Date	Ward
087455/OO/2008/N1	8th Dec 2008	12th Feb 2009	Ancoats And Clayton Ward

Proposal OUTLINE APPLICATION for layout and means of access for erection of 8 storey hotel with 150 hotel bedrooms and 20 serviced hotel apartments on top two floors with ancillary facilities on ground floor and 3 levels of basement car parking to provide 120 spaces

Location Mason Street/Cable Street, Ancoats, Manchester,

Applicant Cheshire Homes (UK) Ltd, C/o Agent

Agent T And G Associates Ltd 1st Floor, Westwood House, Greenwood Office Park, Manchester, M5 4QH,

Description

This application relates to a cleared site currently used for parking and is bounded by Addington Street/ Cable Street/ Mason Street and Cross Keys Street. It is situated just to the north of the city centre. The site is surrounded by a mix of building types , from Victorian warehouses and workshops to more recent residential developments, these varying in height from 2 -4 storeys to 19 storeys. The application has been submitted in outline with the siting and means of access for consideration at this stage. The proposal involves an eight storey building to provide 150 bedrooms and 20 serviced apartments on the top two floors. It is proposed to have basement parking on three levels to provide 120 parking spaces. Vehicular access to the basement will be off Cable Street and two car lifts are to be installed. It is also proposed to have a vehicle drop off point on Mason Street in front of the main entrance to the hotel. The ground floor will comprise a restaurant /bar plus kitchen, four meeting rooms, reception , baggage storage room and a gymnasium. The hotel takes the form of rooms/ corridor off a central atrium. There would be thirty en suite bedrooms on each of the first five floors and twenty 2 bedroom apartments on the top two floors.

Outline planning approval was granted in April 2007 on this site for a six storey building, subject to a section 106 Agreement , for a residential development comprising 50 apartments with 37 car parking within the basement with 5 A1 retail uses on the ground floor under ref 080045/OO/2006/N1.

The Planning and Highways Committee at the meeting held on 16 June 2008 resolved that they were minded to approve, subject to a section 106 agreement, an application for erection of an 8 storey block with three wind turbines on the roof comprising 4 commercial units (A1, A2), 586 sq metres and 62 residential units with associated parking in basement ref 085801/FO/2008/N1 2008 on a site adjacent to the west of this application on Addington Street. Planning permission was granted in March 2005 on the site to the east of the application site for erection of part five , part six building comprising retail/commercial units (A1, A2, A3 and B1) on ground floor and 53 apartments with underground parking (ref 073350/fo/2004/n1).

A report on an application for erection of a seven storey building to accommodate 15 student apartments creating 80 bedrooms and basement

parking with 208 sq metres of commercial space (Use class A1) at ground floor following demolition of the Former Hat and Feathers Public House which is close by on Mason Street can be found elsewhere on this agenda.

Consultations

Local Businesses No objections

North Manchester Regeneration Team - The site falls outside the locational criteria for acceptable hotel developments in policy I 1 . 9 of the UDP .

The City Council / NEM have recently appointed consultants to advise on the current deluge of enquiries / applications for hotel developments around the City Centre fringe , including this neighbourhood . Without wishing to prejudice the outcome of this work , it seems clear from work done so far that it is highly unlikely that hotel proposals in locations such as this will be regarded as acceptable . It is widely accepted that real demand for sites from the hotel market is nowhere remotely near the level of enquiries / applications from landowners and speculative developers over recent months . This proposal does not form part of any wider regeneration scheme and would be located in a back street location away from radial routes and established or proposed district and local centres where we are trying to focus new uses to enliven inner city areas .The North Manchester Regeneration Team therefore believe the application should be refused .

Head of Environmental Health - has recommended that standard conditions be attached to cover delivery times to 7.30 am to 8.00pm Monday to Saturday 10.00am to 6.00pm Sundays. Fume extraction details and external lighting scheme to be submitted. A scheme for noise insulation of accommodation from noise from Addington Street , Rochdale Road and Oldham Road to be submitted. External equipment insulation scheme to be submitted and internal and external refuse storage details required.

Head of Regulatory Services Contaminated Land Section - has recommended that a Preliminary Risk Assessment report is submitted to evaluate all potential sources and impacts of any ground contamination , ground water contamination and or ground gas that are relevant to the site.

Head of Engineering Services - Car lift accesses too narrow, left turn in cannot be made without using the wrong side of the carriageway. Any fob car lift access system would involve hand held devices by drivers of cars waiting on the highway which may be illegal and not acceptable. The nature of the development is such that proximity readers/transponder fixed to vehicles would not be a viable method of access. Any valet parking system, due to drop-off location and one-way streets, would result in cars waiting too long on the highway to turn right and enter the car lifts. Evidence is required that two car lifts serving 120 spaces will adequately cope with the traffic flow entering and would not cause undue obstruction to Cable Street.

Pedestrian splay provision is unacceptably zero. Drop-off layby would require a 2m. adopted footway alongside the current layout leaves an insufficient 1.4m. wide pedestrian route.

Traffic Regulation Order amendments required, including deletion of meter bays on Cross Keys Street, a review of existing traffic orders and accurate survey of street detail would be required as submitted detail is not extensive enough. Vehicular servicing plan, including any valet parking system, and a Travel plan required. Drop-off layby requires that the building overhang is set back a further 0.45m. or increased in height to 5.3m. to avoid high vehicle collision with building.

New East Manchester - consider that this is a totally wrong location for a hotel. A Spatial Review and an in depth analysis of hotel demand and disposition has commenced and is due to be completed at end of April. No decision should be made pending the outcome of the study.

GMPTTE - The site is very well located in relation to public transport being within walking distance of bus stops on both Rochdale Road and Oldham Road and also Shudehill Interchange and Victoria Rail station. Future staff and visitors to the proposed hotel development would therefore have access to a choice of travel mode which would help to reduce the amount of car travel otherwise generated by this development. It is suggested that submission, implementation and monitoring of the Travel Plan be attached as a condition should planning consent be granted.

Greater Manchester Police - have confirmed that a Crime Impact Statement has been prepared and subject to incorporation of the crime measures and recommendations within the report can see no problem with the proposal. Due to the location it is recommended that the proposal is built to Secure by Design Standards.

Issues

Relevant Planning Policies

Planning Policy Statement Note No.1 (PPS1): Creating Sustainable Communities

PPS1 encourages the promotion of urban and rural regeneration to improve the well being of communities, improve facilities, promote high quality and safe development and create new opportunities for the people living in those communities. Policies should promote mixed-use developments that create linkages between different uses and create more vibrant places.

PPS 6 Planning for Town Centres the government's key objective for town centres is to promote their vitality and viability by planning for the growth and developments of existing centres, and promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all. The policy statement applies to a variety of uses found in town centres including hotels. Applications need to show the need for the development, that the development is of an appropriate scale, that there are no more central sites for the development, there are no unacceptable impacts on existing centres and that

locations are accessible. The applicant has not demonstrated that their development meets these requirements.

North West of England Regional Spatial Strategy for 2021

Policies DP1 Spatial Principles, DP2 Promote Sustainable Communities. DP3 Promote Sustainable Economic Development, DP4 Make the Best Use of Existing Resources and Infrastructure, DP5 Manage Travel Demand , Reduce the need to travel and increase accessibility. DP7 Promote Environmental Quality are all relevant .

Collyhurst Local Plan

The site is within the City Fringe Neighbourhood of the Collyhurst Local Plan which was adopted in December 2006 .The Local Plan seeks that development within the City Fringe Neighbourhood, will generate high density, high quality mixed use development providing a variety of residential and business accommodation, encourage housing development, which will predominantly be apartments, to include a mix of tenure and prices as part of affordable housing options. Nurture the growth of the successful creative and media cluster in the Northern Quarter through providing suitable accommodation for creative and independent industries. Generate active frontages at ground floor level. This is particularly important along the Rochdale Road and the other key arterial roads within the neighbourhood. Explore the potential of exploiting the historic character of Mason Street to form a cluster of shops cafes restaurants and creative workspace that connects the Northern Quarter. The Local plan will also seek to create a dense City fabric, ensure development to the back of pavement edge to contribute to a clearly defined street frontage. Retain the traditional grid street pattern. Development should not subsume existing streets and alter the established grain of the area. Development should ensure buildings are of a scale height and massing complimentary to the neighbourhood. Buildings would be expected to reinforce active frontages on the main arterial routes particularly Rochdale Road and key junctions as southern gateways into North Manchester.

Unitary Development Plan

Part 1 Policies

I1.9 The Council will allow a range of new hotel developments in appropriate locations in the City Centre, along radial routes, in District Centres , in the vicinity of the airport and , where appropriate in areas devoted to leisure and recreational activity . In predominantly residential areas hotel development will be permitted only where there would be no adverse impact on local residential amenity.

Policy R1 states that the Council will pursue an area based regeneration strategy working with local communities, public sector and the private and voluntary sectors and Central Government in order to achieve a holistic approach to dealing with economic, social and environmental problems. The scheme accords with the objectives of policy R1.

Policy E1 advises that new development will be required to be located where it can easily served by public transport.

Policy HC1 states that in deciding its attitude to proposals within Harpurhey, Lightbowne and Collyhurst, the Council will have regard to the general policies in Part 1 of the plan in order to:-

- a) secure the development of Central Park;
 - b) improve the quality of the local environment;
 - c) encourage new housing development and improve the quality of the existing housing stock;
 - d) provide adequate and accessible community facilities for all members of the community, particularly those with special needs;
 - e) create employment opportunities;
 - f) improve accessibility to employment and shopping facilities;
 - g) provide new and affordable housing for local people;
 - h) target public and private sector resources into the area in order to tackle problems of low quality housing, poor environment and derelict land.
- recognize their differing needs in designing new facilities.

Part 2 of the UDP

The site is not allocated within the UDP.

Guide to Development Supplementary Planning Document

It is considered that the principle of the construction of an eight storey high building in this location is acceptable as there are already large buildings visible within the street scene and surrounding area and it would be in line with recent approvals in the area.

Principle of a Hotel on this site.

Addington Street currently operates as a one way street linking Rochdale Road with Oldham Road as part of the main traffic circulation route around the city centre. However, it is not regarded as a radial route and the proposal is therefore contrary to policy I1.9 of the Unitary Development Plan which provides guidance for location of hotels with appropriate locations being amongst other locations along radial routes. In contrast the nearby recently opened Crowne Plaza 228 bedroom hotel at Shudehill/ Swan Street occupies a gateway site on a radial route. The 252 bedroom hotel currently under construction nearby on the east side of Cheetham Hill Road and New Bridge Street as part of the Green Quarter development also occupies a gateway site on a main radial route. Addington Street forms part of the historic grid iron street pattern found in this part of the city centre fringe area. The application site is situated in a central position on Addington Street and is 110 metres away from Rochdale Road and 130 metres from Oldham Road and does not have the kind of visually prominent location that a hotel of this size would normally warrant.

A study has been commissioned to look at the potential for hotel developments around the city centre fringe and until the findings are published this proposal can clearly be regarded as being premature. The proposal does not form part of any wider regeneration scheme and the proposal for a hotel development is not supported by the North Manchester Regeneration Team or

the East Manchester Regeneration Team. It is likely to draw economic activity away from designated centres and main radial routes detrimental to comprehensive redevelopment of the area and the wider city. It is therefore concluded that this site is not a suitable location for a hotel development .

Potential of overlooking of adjacent sites.

Planning permission has been granted to apartments on the adjacent blocks that separated by Mason Street and Cross Keys Street. The separation distance between windows would be between 10 and 11m across the streets which although quite close is typical of the tight urban fabric of the area.

Secure by Design

The Police have raised concerns about a few elements of the design. The internal arrangements provide too much permeability , and there are too many access points to the building from outside . Access should be centralised to the main entrance, with service doors kept to a minimum in number. Access and monitoring to the car park should be carefully considered . Lighting and CCTV strategies have not been provided. Canopies are shown as an external feature on all elevations . These could act as congregation areas , or could allow a criminal to loiter unseen. These should be minimised or removed, or re-designed with the above in mind. These are important design issues that would need to be resolved at the reserved matters stage should the application be approved.

Access for Disabled People.

The approach to the principal entrance will have a gradient of between 1 in 60 and 1 in 20 . A unisex accessible wc will be provided on each floor where there are public toilets and an ambulant disabled cubicle provided in each single sex facility. Entrances doors and all routes within the building will comply with Part M of the Building Regulations.

Vehicular Access to the Building

The Head of Engineering has raised a number of concerns about the car lift access system of operation that could result in traffic and highway safety problems in the surrounding streets. The design of the drop off –layby is not satisfactory and requires alterations to be made.

Parking

The hotel is within easy reach of public transport facilities and the 120 parking spaces proposed in the basement and is considered to be a reasonable level of provision. Additional matters could be covered by submission of a Travel Plan.

Sustainability. A BREEAM pre-assessment has been submitted and the proposal has managed to achieve a good rating.

Conclusion. Whilst the site is located on the fringe of the city centre it is essentially a backwater location. It is not located on a radial route and is therefore contrary to Unitary Development Policy I1.9 for the location of hotels. The proposal does not form part of any wider regeneration scheme and the proposal for a hotel development is not supported by the North Manchester Regeneration Team or the East Manchester Regeneration Team. It is likely to draw economic activity away from designated centres and main radial routes detrimental to comprehensive redevelopment of the area and the wider city. It is therefore considered that this is not a suitable location for a hotel development

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 Unitary Development Plan, the Head of Planning 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. He believes that any restriction on these rights posed by the refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

Conditions and/or Reasons

- 1) The proposed hotel is not located on a main radial route resulting in piecemeal development which would not be conducive to the proper planning and regeneration of the area which is likely to draw economic activity away from designated centres and main radial routes to the detriment of the comprehensive redevelopment of this part of the city and would be contrary to policy I1.9 of the Unitary Development Plan for the City of Manchester and government guidance contained in PPS6.
- 2) The applicant has failed to demonstrate that vehicles can safely and effectively access and egress the site without compromising highway and pedestrian safety and the proposal therefore conflicts with Policies E3.5 of the Unitary Development Plan for the City of 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: 087455/OO/2008/N1 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:

North Manchester Regeneration Team
Environmental Health
Contaminated Land Section
Engineering Services
Director Of Housing
Environment & Operations (Highway Authority)
New East Manchester
GMPTE
Greater Manchester Police
D K Haffner, 14 Addington Street, Manchester, M4 5FQ
Pearl Novelty Co, 6 Addington Street, Manchester, M4 5FQ
Edenvale Property Management Uk Ltd, John Swift Building, 19 Mason Street, Manchester, M4 5FT
Priority Travel Club, John Swift Building, 19 Mason Street, Manchester, M4 5FT
39 Mason Street, Manchester, M4 5FX
Javed Signs Ltd, 53 Marshall Street, Manchester, M4 5FU
Lucky Knitwear Ltd, 53 Marshall Street, Manchester, M4 5FU
Habib Allied International Bank Plc, 2 Swan Street, Manchester, M4 5JN
4 Swan Street, Manchester, M4 5JN
Fringe Bar, 8 Swan Street, Manchester, M4 5JN
The Big Issue In The North, 10 Swan Street, Manchester, M4 5JN
Shah Kebab, 12 Swan Street, Manchester, M4 5JN
Cheung & Co, St. Vincent House, 15 Oldham Road, Manchester, M4 5EQ
Homeless Advocacy Project, 14-16, Swan Street, Manchester, M4 5JN
18 Swan Street, Manchester, M4 5JN
3 Cable Street, Manchester, M4 5DF
Swan Properties, Swan Building, 20 Swan Street, Manchester, M4 5JW
24 Swan Street, Manchester, M4 5JQ
22 Swan Street, Manchester, M4 5JQ
Pay & Employment Rights Advice Service, Swan Building, 20 Swan Street, Manchester, M4 5JW
Futuresonic, Swan Building, 20 Swan Street, Manchester, M4 5JW
Citizens Advice Bureau, Swan Building, 20 Swan Street, Manchester, M4 5JW
Nearis, Swan Building, 20 Swan Street, Manchester, M4 5JW
Mac People, Swan Building, 20 Swan Street, Manchester, M4 5JW
Love Supreme, Swan Building, 20 Swan Street, Manchester, M4 5JW
Hall Aitken, Swan Building, 20 Swan Street, Manchester, M4 5JW
Age Concern, Swan Building, 20 Swan Street, Manchester, M4 5JW
42nd Street, Swan Building, 20 Swan Street, Manchester, M4 5JW
Manchester Alliance For Community Care, Swan Building, 20 Swan Street, Manchester, M4 5JW

28 Swan Street, Manchester, M4 5JQ
Peter`s Chippy, 26 Swan Street, Manchester, M4 5JQ
M C C C, 8 Cable Street, Manchester, M4 5EG
30-38, Swan Street, Manchester, M4 5JG
Associated Security Services, Security House, 25 Addington Street,
Manchester, M4 5EU
On Ya Byke, 40 Swan Street, Manchester, M4 5JG
45 Addington Street, Manchester, M4 5EU
Good Look Knitwear, 55 Cable Street, Manchester, M4 5DF
28 Mason Street, Manchester, M4 5EY
1 Mason Street, Manchester, M4 5FT
Bank Of Baroda, 50 Swan Street, Manchester, M4 5JU
Cloud Nine, 56 Swan Street, Manchester, M4 5JU
Supreme Finance, 58 Swan Street, Manchester, M4 5JU
Start Agency, 66 Swan Street, Manchester, M4 5JU
Dallas Knitwear Ltd, 2 Rochdale Road, Manchester, M4 4JR

Representations were received from the following third parties:

North Manchester Regeneration Team
Environmental Health
Contaminated Land Section
New East Manchester
GMPTE
Greater Manchester Police

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