

Planning Statement

Plot H5, land at Chicago Avenue north of the Voyager office building and south of the Tribe Hotel

Manchester Airport

November 2024

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1. Introduction

- 1.1 This planning statement has been prepared in support of an application by Airport City Limited Partnership for the development of land on land known as Plot H5 at Manchester Airport, situated between the Voyager office building to the south, the Tribe Hotel to the north and surface car parks to the east and west.
- 1.2 The proposed development is for the construction of a new 9-storey hotel building together with a loading bay and external landscaping.
- 1.3 The hotel will have 276 bedrooms and be operated by Premier Inn.
- 1.4 The purpose of this planning statement is to detail the application proposals, examine the site context and consider the proposed development against the current planning policy framework. It also addresses the merits of the scheme which should be taken into account in any planning decision. It should be read in conjunction with the following documents and the submitted application drawings:
 - Design & Access Statement (including Waste Management Strategy)
 - Transport Statement (including Servicing Strategy)
 - Crime Impact Assessment
 - Technical Ecology Report
 - Acoustic Assessment
 - Air Quality Assessment
 - Glint and Glare Assessment
 - Bird Hazard Management Plan
 - Drainage Strategy
 - Sustainability Statement
 - BREEAM Pre-Assessment
 - Outline Ventilation, Extraction and Odour Statement
 - Phase 1 Desktop Land Contamination Study
 - Energy Strategy Report
 - Site Waste Management Plan
 - Local Skills and Employment Plan
 - MCC Waste Management Strategy proforma
- 1.5 This statement demonstrates significant policy support and identifies the material benefits of the scheme. The proposed development is wholly consistent with adopted local and national policy and given the close proximity to the existing Airport public transport infrastructure, the application site is considered to be a sustainable location for development.
- 1.6 As such, the proposal is in accordance with the Development Plan and national planning policy.

2. Site Context and Planning History

Site Context

- 2.1 The site is located on the northern side of the Manchester Airport campus, which falls within the administrative boundary of Manchester City Council. Plot 'H5' is situated very close to the airport's Ground Transport Interchange (GTI), located between the newly constructed Tribe Hotel to the north, the Voyager office building located to the south and existing surface car parks to the east and west. The application site area is 0.28 hectares.
- 2.2 The site does not lie within a Conservation Area and there are no listed buildings within its boundary or nearby.
- 2.3 The site falls within the Manchester Airport Operational Area, the designated Manchester Airport Strategic Site (area 1a – Existing Uses) in the adopted Manchester Core Strategy and is also within the designated Greater Manchester Airport City Enterprise Zone (EZ).
- 2.4 The new hotel will be set adjacent to a newly installed area of high-quality public realm of hard and soft landscaping around the Tribe hotel. This placemaking is being delivered on a phased basis that once complete by other new hotels, will create a distinctive hotel district used by airport passengers and by business occupiers within the Mix Manchester (formerly Airport City) commercial district to the north, accessed by the recently constructed pedestrian bridge.

Planning History

- 2.5 The application site was previously an airport car park but for the past two years, the site has been used as a construction compound for the recently completed Tribe hotel immediately adjacent to the north. Following closure of the compound, the site is being temporarily used as a coach and taxi drop off area pending planning permission being granted for its long-term hotel use. The application does not therefore involve any loss of existing car parking.
- 2.6 The immediately adjacent and nearby plots have a recent history of planning permissions being granted for hotel use:

Permission: 125848/FO/2020

Plot H3 – Tribe hotel – 9 storeys, 412 bedrooms

Permission: 105121/FO/2014/S2

Plots G1/G2 - no operators named – 8 storeys, 350 bedrooms

Permission: 119802/FO/2018

Plot P1 – Holiday Inn and Ibis Budget – 7 storeys each, 262 and 280 bedrooms

3. The Proposed Development

- 3.1 The proposed development of a hotel on the application site follows the principles established in the Airport policy within the Manchester Core Strategy (2012) and in the 2017 Airport City masterplan.
- 3.2 The development will consist of a 9-storey, 276 room hotel, to be operated by the Premier Inn brand. The hotel rooms will be complemented by a ground floor reception area and food and beverage facilities for hotel guests. Conference and meeting room facilities for external events are not proposed.
- 3.3 Accessible rooms for guests are provided on every floor, including one on the ground floor, with 14 in total.
- 3.4 The building builds upon the contextual forms of the new Tribe hotel and the pedestrian bridge's strong geometric lines and repeating patterns. The building provides a strong edge to frame the public realm and reflects the shapes on site as a simple grid facade contrasted with a coloured pattern around the windows. The colours on the building reflect the browns of the pedestrian bridge and the oranges of the Tribe hotel and work to provide a cohesive colour palette across the area.
- 3.5 The external public realm aims to create a pedestrian-friendly environment, following the principles initiated by the plaza space created outside the Tribe hotel and the landing from the new pedestrian bridge. The arrival zone is designed to create an active space with the movement of pedestrians traversing from the airport and Ground Transport Interchange to the hotels and in the future, to the business district north of the M56 airport spur via the pedestrian bridge. Pockets of dwell spaces are created amongst planting within the public realm and outside the ground floor restaurant.
- 3.6 The new trees and plants have been chosen for their contrasting forms and all-round interest with maroon and red flowers in the spring/summer and burnt orange in the autumn months. These colours will complement the weathered steel of the pedestrian bridge and existing features within the plaza space.
- 3.7 Lighting and seating elements will be integral to the space and encourage activity and animation both day and night. The hard materials will mirror those implemented as part of the Tribe hotel public realm works. Space around the hotel has been allowed for access, maintenance, and cleaning.
- 3.8 The site is located in very close proximity to the airport's Ground Transport Interchange, with its extensive range of bus, coach, Metrolink tram and rail services - one of the largest multi modal

transport interchanges outside Manchester city centre. The hotel is also very close to a major new pedestrian and cycle bridge linking the site to Wythenshawe. The site is therefore in a very sustainable location.

- 3.9 Given this sustainable location, no dedicated guest car parking is proposed at the site. Instead, hotel guests will be able to use the airport's extensive supply of over 42,000 short, medium and long stay parking spaces, including over 470 accessible spaces. 4 accessible parking bays for hotel staff, located to the east within an existing airport staff car park, will be provided. Rest points will be created in the public realm between these accessible spaces and the front door of the hotel to assist mobility-impaired staff.
- 3.10 Car parking for hotel staff will be available in the airport's staff car parks which have a capacity of over 5,500 spaces (including over 100 accessible parking spaces).
- 3.11 Guests and staff of the hotel parking elsewhere at the airport or arriving directly from home will be able to utilise a new bus, coach and taxi drop-off facility located immediately to the east (between the Tribe hotel and the existing staff car park), allowing just a short walk across the public realm to the front door of the new hotel. The coach and taxi drop off facility lies outside of the application site and will instead be delivered using the airport's Permitted Development rights.
- 3.12 Service and refuse vehicles will be able to park in a dedicated, off-street loading bay located immediately south of the hotel, within the application site. No alterations to the airport's existing private road network are proposed as part of the application.
- 3.13 Further details of the site layout are provided in the Design and Access Statement, Transport Statement and in the application plans.

4. Planning Policy Framework

National Planning Policy Framework

- 4.1 The National Planning Policy Framework (NPPF), revised in December 2023 sets out that the purpose of the planning system is to contribute to the achievement of sustainable development, which itself is clarified as being composed of three dimensions: economic, social and environmental. These dimensions should be sought jointly and simultaneously.
- 4.2 In specific reference to development at / of airports the NPPF states that local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support strategies for the growth of airports. It explains that when planning for airports, plans should take account of their growth and role in serving business and the Government Framework for UK Aviation.
- 4.3 Tourism development, which includes hotels, has been deemed by the NPPF as a 'main town centre' use. Local Authorities are required to ensure that town centres remain competitive and set policies which ensure that centres are viable and vital. As such, local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. In many ways, the airport campus is analogous to a town centre being a major economic hub with its scale and high density of activity (30 million passengers, 22,600 staff); wide range of uses, and extensive transport services and facilities. In terms of Local Plan policy, the site is within an area designated for hotel uses in the adopted Manchester Core Strategy (2012).
- 4.4 The following sections of the NPPF are relevant to this application:
 - a) Design – paragraph 131 states that *“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”*.
 - b) Transport and Access – Paragraph 116 details that development should be located and designed where practical to, inter alia, give priority to pedestrian and cycle movements; provide access to high quality public transport facilities; create safe and secure layouts minimising conflict between traffic and cyclists or pedestrians, and to consider the needs of people with disabilities by all modes of transport. Furthermore, all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment (paragraph 117);
 - c) Ecology – paragraph 180 states that the planning system should contribute to the enhancement of the natural and local environment by recognising the wider benefits of ecosystem services, while paragraph 186 states that opportunities to improve biodiversity in and around developments should be integrated into their design;

- d) Flood and Drainage – Paragraph 165 requires that development is directed away from areas at highest risk of flooding;
- e) Noise – The planning system should prevent *“preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability”* (paragraph 180). Decisions should also aim to avoid noise from giving rise to significant adverse effects and to mitigate and reduce to a minimum other adverse impacts on health and quality of life as a result of new development (paragraph 191).
- f) Air quality – paragraph 192 of the NPPF refers to air quality and identifies that planning decisions should ensure that any new development in an Air Quality Management Area is consistent with the local air quality action plan.

Aviation Policy Framework

- 4.5 In March 2013, the Government adopted the Aviation Policy Framework which wholly replaces the 2003 Aviation White Paper as Government policy. The measures set out in the Framework aim to achieve a *“balanced approach to securing the benefits of aviation”*¹. It clearly states that the role of aviation in supporting the long-term economic growth of the country is unequivocal, but recognises that it is essential that the aviation sector continues to make a significant and cost-effective contribution towards reducing global emissions.
- 4.6 The Framework contains a chapter relating to Planning explaining its interaction with existing planning guidance and policies. It cites the National Planning Policy Framework’s instructions to local planning authorities to ‘identify and protect’ where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen choice. The Framework suggests that this could apply to airport infrastructure.
- 4.7 The Framework goes on to suggest that all proposals for airport development must be accompanied by clear surface access proposals which demonstrate how the airport will ensure safe and reliable access for passengers and minimise congestion and other local impacts.
- 4.8 Further to this, the framework recommends that airport operators continue to produce masterplans and update these at least once every five years. An airport master plan does not have a statutory status, but the framework is clear that the future development of the airport should be considered in the development of local plans, provide transparency and contribute to the plans of others. Manchester Airport’s latest masterplan, the Sustainable Development Plan, was published in 2016 (further detail set out below).

¹ Page 8, Aviation Policy Framework (2013).

- 4.9 Government issued a policy position statement in June of 2018 concerning ‘making best use of existing runways.’ The Government position is clear in its support for airports beyond Heathrow to grow to make best use of their runways subject to the relevant local planning authority taking careful account of all relevant considerations, particularly economic and environmental impacts and proposed mitigation. The draft Aviation 2050- The Future of UK Aviation (2018) advocates ‘making the most efficient use of infrastructure’² and acknowledges the need for an increased range and scale of facilities and services that are needed alongside the growth in passenger numbers. The Government recognises the economic benefits that airports can have on the local area and seeks to maximise support for regional growth and connectivity stating that: *“Airports are vital hubs for local economies, providing connectivity, employment and a hub for local transport schemes”*³.
- 4.10 Work undertaken by the Airport Company for some considerable time pre-empts the approach advocated in the framework by following precisely the route of identifying and safeguarding land for future use and ensuring that the appropriate policy environment exists to facilitate that growth.
- 4.11 The culmination of this work was captured by the strategic policy MA1 of the Manchester Core Strategy (2012); it can therefore be contended that compliance with MA1 of the Core Strategy (see below) also demonstrates compliance with the Aviation Policy Framework. The development subject of this application achieves both. Additionally, the proposed development is fully in line with Government support for ‘making best use’ alongside its preparation of an updated long term Aviation Policy Framework.

Manchester Airport Sustainable Development Plan 2016

- 4.12 The Airport Company adopted the Manchester Airport Sustainable Development Plan (SDP) in 2016. The SDP sets out the strategic context for the long-term development of Manchester Airport and comprises four detailed plans that cover the economic context and surface access proposals, the land use strategy and how the airport intends to develop its environmental and community programmes.
- 4.13 The SDP was prepared in the context provided for by national, regional and local policies; among them the adopted Manchester Core Strategy (2012) and the various economic strategies for the immediate and wider region in which the airport is located.
- 4.14 The objectives of the SDP are to:
- a) explain the long-term opportunities for the growth and development of Manchester Airport and its contribution to the northern economy;
 - b) set out the airport’s vision for the development of the airport site;

² Page 13- Aviation 2050: The Future of UK Aviation, A Consultation December 2018

³ Page 14- Aviation 2050: The Future of UK Aviation, A Consultation December 2018

- c) provide the framework for capitalising on the benefits of the airport's development and for managing and minimising local disturbance and environmental impact;
- d) set out the airport's plans to enable a constructive dialogue with customers, neighbours and business partners;
- e) inform the plans and strategies of others across the north west region and beyond; and
- f) provide evidence to help Government understand the implications of making best use of Manchester's capacity.

4.15 The SDP sets out further detail on the airport's preferred approach to hotel development and states that as:

*"the airport's throughput increases, there will be a requirement for additional hotel accommodation both within the site and within easy access of the site. Our growth in long haul services means that the airport's catchment is extending and hotels on or close to the site enables passengers to access early or late flights. On site hotels help to reduce road traffic journeys by being clustered around the public transport facilities available at the Station or with direct connections to the central terminal area"*⁴.

4.16 The SDP sets out policies for hotels and states:

- *"Land will be allocated for extensions to existing or for the provision of new hotels within the Operational Area.*
- *Hotels will be located to provide convenient connections to the central terminal area and major transport routes"*⁵.

Manchester Core Strategy

4.17 The Core Strategy was adopted by the City Council in 2012, sets out the Council vision and details the planning policies that will help it to achieve that vision. It makes clear the airport's role in achieving the City's economic objectives and vision and is both recognised and actively supported, with appropriate mitigation to manage its impacts.

4.18 The Airport is allocated as a strategic site within the Core Strategy and its future development is captured in Policy MA1 – Manchester Airport Strategic Site.

4.19 It states that the growth of the airport to 2030 will be supported and sets out the uses which are expected across the airport's Operational Area, in a series of sub-areas (Table 8.1). The application site is within sub-area 1a – Existing Area. Within this area, the policy states that expected uses are *'terminal, taxiways, aircraft apron, ancillary operational facilities, offices, **hotels** and other uses, surface access and car parking'* (our emphasis).

⁴ Page 40, Land Use Plan, Manchester Airport Sustainable Development Plan (2016)

⁵ Page 40, Land Use Plan, Manchester Airport Sustainable Development Plan (2016)

- 4.20 It recognises Manchester Airport as a significant catalyst for economic growth and supports its expansion to 2030, acknowledging that *'significant development'* will be required to meet operational requirements. The policy states that all development proposed as part of the airport expansion should seek to ensure any impact is acceptable. This includes a particular focus on conservation, ecological and landscape value; heritage assets; surface access; noise, air quality and training and job opportunities.
- 4.21 It states that the uses mentioned in the policy are supported based on environmental assessments which have demonstrated that these have an acceptable environmental impact. It goes on to state that *"appropriate development within the Airport site should be necessary for the operational efficiency and amenity of the Airport"*⁶.
- 4.22 Development at the airport should seek to improve access to training and job opportunities, particularly for people in Wythenshawe.
- 4.23 Other more general policies relating to the proposed development are assessed below.

Economy

- 4.24 Policy EC1 relates to employment and economic growth in Manchester. This policy advises that a minimum of 200 hectares of employment land will be developed between 2010 and 2027 and recognises that Manchester Airport and surrounding land will be a key location for major employment growth.
- 4.25 Policy EC10 – Wythenshawe identifies Manchester Airport as a focus for economic development in Wythenshawe. The policy states that the Manchester Airport Strategic Site and Airport City Strategic Employment Location are *"suitable for aviation related development and a mix of economic development uses including offices, high technology industries, logistics, warehousing and airport hotels"*.
- 4.26 Policy EC11 defines the 'Airport City Strategic Employment Location' as an area to the north of Manchester Airport presenting a significant opportunity for employment development in Manchester. This is substantially the northern element of the Airport City (now Mix Manchester) opportunity, which should:
- promote functional and spatial links with nearby parts of Wythenshawe; and
 - maximise the catalytic potential of the airport to attract investment and increase economic activity.

⁶ Para 8.100, Manchester's Local Development Framework Core Strategy Development Plan Document (2012).

- 4.27 The policy defines the area is suitable for high technology industries, logistics, offices, warehousing and ancillary commercial facilities which will support further the business destination role at Airport City. The application site lies immediately to the south of the Airport City Strategic Employment Location.
- 4.28 Although the application site is part of the Airport Strategic Site (Policy MA1) and in itself not economic development defined by Policy EC11 (i.e. use classes B1(c), B2 and B8), the positive elements of this proposal are synergistic with economic policy. Specifically, the proposal seeks to assist in the delivery of employment land which, in line with the requirements of Policy EC1 and EC11, as it will:
- Improve access to jobs – This will be achieved through provision of employment opportunities with excellent public transport links as well as pedestrian and cycle routes linking the site with nearby residential areas;
 - Provide employment opportunities for local people – This is a key aspiration of the proposal as part of the wider Airport City / Mix Manchester development. An 'Airport City Employment Strategy' has been developed which will ensure that every opportunity is taken to improve job opportunities for local people where appropriate both during the construction and operational phases of the development;
 - Ensure the continued regeneration of the City – The development is a single piece of a wider development that in its totality will provide the scale, location and specification development that will ensure the social, economic and environmental regeneration of a deprived ward within Manchester City Region; and
 - Connect to international markets – The site as part of the wider Airport City / Mix Manchester development will create a business location with unparalleled connectivity, facilitating the import and export of goods to ensure competitiveness in international markets.

Transport

- 4.29 Policy T1 relates to Sustainable Transport. This policy advises the Council will support proposals that deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport.
- 4.30 Policy T2 seeks to actively manage the pattern of development to ensure that new development is located to ensure good access to the City's main economic drivers (including the Airport) and to ensure good national and international connections. In addition, this policy seeks to ensure that new economic development is easily accessible by walking, cycling and public transport and that residents in the south of Manchester benefit from improved connectivity with the Airport.

The Environment

- 4.31 Policy EN1 deals with required design principles and strategic character areas. Specific character areas relevant to this scheme are the 'Wider Wythenshawe' and 'Airport & urban fringe' Character Areas.
- 4.32 Policy EN6 requires that development over 1,000 sqm will be expected to submit an Energy Statement demonstrating how the development minimises energy use. Parts of the policy have now been replaced by Places for Everyone Policy JP-S2 (see further below). Policy EN8 requires that all new development is adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces.
- 4.33 Policy EN14 relates to flood risk and states that development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding.
- 4.34 Policy EN15 relates to biodiversity and advises that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity.
- 4.35 The Council seeks to improve air quality within Manchester, particularly within the Air Quality Management Areas that are located along principal traffic routes including routes around Manchester Airport. Policy EN16 'Air Quality' sets out an expectation of developers to take measures to minimise and mitigate the local impact of emissions from the development, including its use and traffic generation. The Council will consider the impacts on air quality of development, including the cumulative impacts, particularly in Air Quality Management Areas.
- 4.36 Policy EN17 'Water Quality' requires that development avoids any adverse impact on water quality and where possible seeks to enhance water quality. Surface water run-off should also be minimised from development and associated roads and where appropriate maximise the use of sustainable drainage systems to minimise groundwater contamination and avoid pollutants reaching watercourses.
- 4.37 Policy EN19 relates to waste. This policy states that the Council will require all developers, to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling/composting, energy recovery, final disposal).

Development Management

- 4.38 Policy DM1 advises that all development should have regard to the following specific issues:
- Appropriate siting, layout, scale, form, massing, materials and detail;
 - Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;

- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation;
- Accessibility;
- Community safety and crime prevention;
- Design for health;
- Adequacy of internal accommodation and external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking;
- Effects relating to biodiversity, landscape, archaeological or built heritage;
- Green Infrastructure including open space, both public and private;
- The use of alternatives to peat-based products in landscaping / gardens within development schemes;
- Flood risk and drainage;
- Existing or proposed hazardous installations; and
- Sustainable construction techniques including the application of the Building Research Establishment Environmental Assessment Method (BREEAM) standards.

4.39 Policy DM2 – Aerodrome Safeguarding states that any development that would affect the operational integrity or safety of Manchester Airport or Manchester Radar will not be permitted.

Places for Everyone

4.40 Places for Everyone was adopted in 2024 and recognises Manchester Airport as providing “a major opportunity to boost the competitiveness and prosperity of Greater Manchester, and the wider UK, and support higher levels of economic growth”⁷. Furthermore, Airport City (Mix Manchester) is recognised as a major new economic asset for the city-region, attracting global occupiers and investment.

4.41 Policy JP-Stat10 directly focuses on the Airport, seeking to “*maximise the benefits of the continued operation and sustainable growth of Manchester Airport and its surrounding locality*”.

4.42 It suggests development which is in line with “*Government policy, and Manchester's local plan policies will be supported delivering a sustainable world class airport which will help to address issues raised by climate change. With high quality services and facilities, it will be the UK's principal international gateway outside London. The airport and its surrounding locality will make a major contribution to the competitiveness of the North, Midlands and Wales by supporting inward investment, international trade and tourism, high quality new homes and supporting our economic*

⁷ Paragraph 4.71 [Places for Everyone Joint Development Plan Document \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk/places-for-everyone-joint-development-plan-document)

and social regeneration. It will be central to raising our global profile and economic performance.”⁸

- 4.43 Policy JP-S2 (Carbon and Energy) aims to deliver a carbon neutral Greater Manchester by 2028 through a range of measures. For renewable energy generation, priority should be given to PV installation where technically feasible. For non-residential developments such as the proposed development, at least a BREEAM ‘Excellent’ standard for the ‘Ene 01 – reduction of energy use and carbon emissions’ should be achieved and a detailed energy statement submitted to demonstrate how carbon emission reductions have been maximised.
- 4.44 Policy JP-S4 (Flood Risk and the Water Environment) expects developments to manage surface water runoff through sustainable drainage systems and as close to source as possible, with development achieving greenfield run-off rates unless it is demonstrated to be impracticable.
- 4.45 Policy JP-S5 (Clean Air) requires applications for development that could have an adverse impact on air quality to submit relevant air pollution data so that adverse impacts on air quality can be fully assessed and development only permitted where they are acceptable and/or suitable mitigation can be provided.
- 4.46 Policy JP-G7 (Trees and Woodland) states that where development would result in the loss of existing trees, replacement on the basis of two new trees for each tree lost, or other measures that would result in a net enhancement in the character and quality of the treescape and biodiversity value in the local area will be required, with a preference for on-site provision.
- 4.47 Policy JP-G8 (A Net Enhancement of Biodiversity and Geodiversity) states that development will be expected to follow the mitigation hierarchy, avoid fragmenting habitats, achieve a measurable net gain of no less than 10% and make appropriate provision for long-term management of habitats connected to the development proposed.
- 4.48 Policy JP-C6 (Walking and Cycling) supports a range of measures to help deliver a higher proportion of journeys made by walking and cycling. This includes creating safe, attractive and integrated walking and cycling infrastructure.
- 4.49 Policy JP-C8 (Transport Requirements of New Development) requires new development to be located and designed to enable and encourage walking, cycling and public transport use and help deliver high quality, attractive, liveable and sustainable environments.

⁸ Page 70 Places for Everyone Joint Development Plan [Places for Everyone Joint Development Plan Document \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk/places-for-everyone-joint-development-plan-document)

Mix Manchester Strategic Regeneration Framework (2024)

- 4.50 The Mix Manchester Strategic Regeneration Framework is a guide to development for the site formerly known as Airport City North, located to the north of Manchester Airport and being promoted by a joint venture partnership.
- 4.51 It is a key regeneration area '*identified as the focus for job creation with the airport and southern growth cluster*⁹' which will be crucial for realising the city-region's potential. The site is part of the Manchester Airport City Enterprise Zone and is set to include a variety of tenants and building typologies such as large and medium scale manufacturing, mid-tech industrial, R&D/office/education and hotels.
- 4.52 The hotel district historically considered part of Airport City North (but now sitting outside the boundary of the draft SRF) is directly south of Mix Manchester, with new hotel developments such as Tribe, Ibis Budget, Holiday Inn and the application site connecting to the area via a pedestrian footbridge over the M56 Spur which opened in 2021.

Summary

- 4.53 It is clear from the above review that the proposal enjoys considerable policy support from the current relevant national and development plan policy as well as other material strategy documents.

⁹ Page 1, MIX Manchester Draft Strategic Regeneration Framework 2024

5. The Planning Considerations

- 5.1 The Planning and Compulsory Purchase Act 2004, S38 (6) requires that the determination of planning applications must *“be made in accordance with the plan unless material considerations indicate otherwise”*. The following section assesses the application proposals against the relevant development plan considerations. Other material considerations are discussed where relevant.

Principle of Development

- 5.2 Policy MA1 of the Core Strategy states that hotels are acceptable in principle within this part of the Airport Operational Area (sub-area 1).

Sequential Test and Impact / Hotel Room Assessment

- 5.3 Hotels are a vital part of both the Regional (city) Centre and of the Airport’s operation and commercial activity. They provide rooms for travellers, visitors and aircrew; both leisure and business, both nationally and internationally, and most importantly play a vital part of tourism and travel.
- 5.4 The provision of hotel space at the Airport and its environs is intended to provide a dual role in meeting need arising from the Airport’s future growth as well as sustaining Airport City / Mix Manchester’s employment potential. It is recognised by the Council that this is appropriate by allocating hotels as suitable uses in Policy MA1.
- 5.5 This has subsequently been evidenced by a series of planning permissions granted immediately adjacent to the application site, within the area subject of Policy MA1 (application references: 118409/FO/2017 and 125848/FO/2020).
- 5.6 This location is well placed to meet the airport’s future core demand, being in very close proximity to the multi-modal transport interchange and to Terminal 2, which from 2025 will become the airport’s main terminal.
- 5.7 A major international airport needs a wide range of hotel accommodation that meets the varying needs and expectations of its passengers and users. This is especially the case at Manchester with its extensive range of domestic, charter, short haul and long haul routes and airlines and its varied mix of leisure and business travellers as well as demand generated by domestic and foreign based airline crews. The range and scale of hotels has steadily expanded since the first airport hotel, The Excelsior, opened in 1963. The airport currently has 10 hotels from budget to full-service:
- Radisson Blu 360 rooms (4*+)
 - The Hilton 225 rooms (4*)
 - The Crowne Plaza 298 rooms (4*)

- Clayton 365 rooms (4*)
- Holiday Inn Express 199 rooms (budget)
- Premier Inn x2 367 rooms combined (budget)
- Holiday Inn 262 rooms (4*)
- Ibis Budget 280 rooms (budget)
- Tribe 412 rooms (4*)

- 5.8 In addition, permission has been granted (and remains extant) for a further 2 hotels immediately to the east of the application site (Plot G1/G2).
- 5.9 The airport's strong growth and potential in developing long haul services means that the airport's catchment is extending across the whole of northern Britain and hotels on or close to the terminals enables passengers to access early or late flights. On-site hotels help to reduce road traffic journeys by being clustered around the public transport facilities available at the Station and with direct or easy pedestrian connection to the passenger terminals.
- 5.10 It is intended that the Airport and the Regional Centre remain complementary hotel markets and that an additional hotel at the airport will not have a significant adverse impact on the Regional Centre.
- 5.11 As such, it is considered that the development accords with the aims of the NPPF, with the list of uses detailed in Core Strategy Policy MA1 – Manchester Airport Strategic Site as well as Policy EC10 – Wythenshawe.

Further benefits of hotel use

- 5.12 Hotels provide passive surveillance 24 hours a day. They enable a day and night economy to flourish and encourage different land uses to the area. Hotels have become important in urban design, with attractive buildings and public realms proving popular with guests.
- 5.13 The specific use of this site for a hotel in relation to the access between the Station and the main Airport City/Mix Manchester development area to the north will ensure that there is both a safe and vibrant environment in between and on what will become a major new pedestrian link (via the new bridge) between The Station, the new commercial areas to the north and Wythenshawe. To support the application, a Crime Impact Assessment has been undertaken by Greater Manchester Police, concluding that the proposed layout of the site is acceptable subject to some recommendations to enhance security.
- 5.14 The development is therefore considered to accord with DM1 – Development Management with respect to community safety and crime prevention.

Design and building sustainability

- 5.15 The approach to the design of the building is set out in the submitted Design and Access Statement.
- 5.16 The proposed building is orientated on an east-west axis with the principal elevation facing the newly installed high quality public realm, creating activity. The wider development will include an additional area of hard and soft landscaping and will create a positive urban edge to the walking and cycling route between the new pedestrian bridge and the airport's Ground Transport Interchange.
- 5.17 The building design takes signals from the new Tribe hotel and the pedestrian bridge's strong geometric lines and repeating patterns., reflecting the shapes on site as a simple grid facade contrasted with a coloured pattern around the windows. The colours on the building reflect the browns of the pedestrian bridge and the oranges of the Tribe hotel and work to provide a cohesive colour palette across the area.
- 5.18 The building's scale and mass will assimilate into the surrounding area with other high-density buildings such as the Tribe hotel and Voyager on either side and further afield, the 4M offices, Holiday Inn, Radisson Blu and Ibis Budget hotels. The approved 7-storey hotels on adjacent plots G1 and G2 will also be of a similar scale.
- 5.19 The physical mass and height of the proposal has therefore taken into consideration the need to make the most efficient use of land, the context of surrounding development and physical height restrictions imposed to ensure the safe operation of the Airport.
- 5.20 The submitted BREEAM Pre-Assessment predicts the BREEAM performance of the project and provides, at an early stage, an appreciation of the opportunities and risks that will challenge the project as it proceeds. The report presents an outcome that the hotel could achieve an estimated baseline score of 73.9% against the BREEAM V6 New Construction Residential Institution (Short Term Stay) Design Stage and a rating of 'excellent' based on achieving the target credits.
- 5.21 The core environmental policies EN1, EN6 and EN8 will be complied with as a result.

Transport and Access

- 5.22 The impact of the proposed development upon the local highway network is addressed in detail in the supporting Transport Statement.
- 5.23 As the hotel is intended to be used by airport passengers and in the medium term additionally by business customers related to Airport City North / MIX Manchester business district to the north, rather than being a destination in itself, the development will not generate new vehicular trips.

Accordingly, the new hotel will not create an adverse impact on the local or strategic highway network.

- 5.24 Secondly, the hotel will be one of the closest buildings to the Ground Transport Interchange – the main transport interchange for the Airport and a major public transport hub for the south of Greater Manchester / north Cheshire, maximising the opportunity to arrive at the hotel by means other than the private car.
- 5.25 For those hotel guests that do choose to travel by car (who will already be travelling to the airport), demand for car parking will be met by the airport's pool of 42,500 short, medium and long term customer spaces. In addition, planning permission remains extant for a new 1,800-space multi-storey car park on the north side of the A538, on the opposite side of the recently built pedestrian bridge and this is anticipated to start construction in 2025 and be open in 2026.
- 5.26 This 'pooled' approach is a long-standing principle for airport hotel car parking and makes far more efficient use of land than dedicated car parks for individual hotels. It allows more intensive use to be made of the airport's car parks, with shared users and the ability to accommodate different peaks in demand.
- 5.27 4 accessible parking spaces will be allocated in the existing airport staff car park to the east of the hotel. These will be available for hotel staff, while there is a pool of over 450 accessible spaces available for hotel guests, spread across the airport's short, medium and long term customer car parks.
- 5.28 The proposals also include 12 cycle parking spaces for staff, using 6 Sheffield stands. The on-site cycle parking is supplemented by the existing cycle parking at The Station, which currently provides for 108 bikes, in both covered and uncovered stands, only 100 metres away.
- 5.29 The airport company has a detailed airport-wide Travel Plan and the operator of the hotel has committed to actively work with the Airport and its Transport Forum to improve the range of alternative modes of transport to access the airport site and drive down the reliance of staff driving to the airport. By working with the Airport and the Forum to deliver the Airport Travel Plan, a far greater range of alternatives will be deliverable. The operator will conduct annual staff travel surveys as part of their monitoring and share that data (subject to GDPR Regulations) with MAG's Surface Access Strategy Manager to inform the Airport Travel Plan. The operator will develop their own individual Travel Plan, based upon the Framework Travel Plan set out in section 5.0 of the Transport Statement.
- 5.30 The proposed scheme complies with policies T1 and T2 of the Core Strategy.

Employment and Local Labour

- 5.31 It is anticipated from the proposed operator that the hotel will generate approximately 30-40 jobs (both managerial and operational) during operation. Additional jobs will be created during the construction phase. This would be a net increase figure as the site does not at the present time generate any direct employment.
- 5.32 An Employment and Skills Plan for the construction phase has been prepared by the proposed contractor for the development (BCEGI) and submitted as part of the planning application.
- 5.33 The use of local labour wherever possible will support the wider regeneration strategy for Wythenshawe and will also be jobs readily accessible by walking, cycling and bus and tram services direct to Wythenshawe.

Ecology, Landscape and Biodiversity Net Gain

- 5.34 A Technical Ecology Report has been submitted with the application. It explains that the application site comprises predominantly hard-standing tarmac which does not support any natural habitats (0.267 ha). A small, eastern part of the main application site (0.008 ha) is comprised of a strip of landscaping (including two trees) that has recently been planted under the Tribe hotel planning permission. The only alteration to this soft landscaped area will be creation of a footpath to the coach and taxi drop off area and the hotel's accessible parking spaces to the east.
- 5.35 11 new trees will be planted to the south and east of the hotel building, in addition to the 2 that will be retained – the detail of the species is provided in section 5.6 of the Design and Access Statement. The planting palette of the soft landscaping around the trees will mirror that implemented for the Tribe hotel public realm immediately to the north. It has been selected to reflect the warm reds and oranges of the weathering pedestrian bridge over the M56 airport spur road.
- 5.36 The proposed development will therefore be in compliance with Core Strategy policies EN15, EN16 and DM1 and Places for Everyone policy JP-G7.
- 5.37 The Technical Ecology Report (section 5) explains the national guidance that developments are considered not to require a Biodiversity Net Gain assessment if they impact less than '25 square metres (5m x 5m) of on-site habitat' and '5 metres of on-site linear habitats such as hedgerows'¹⁰.

¹⁰ [Biodiversity net gain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/biodiversity-net-gain) Paragraph: 003 Reference ID: 74-003-20240214

- 5.38 The existing trees do not qualify as 'priority habitat' due to size, species and location, nor do they equate to 25 square metres of habitat. These trees are also being retained and therefore not impacted. The site is therefore considered to be below the threshold of requiring a BNG Assessment on the 'de minimis' exemption.
- 5.39 The proposed development will therefore be in compliance with national planning guidance, Core Strategy policy EN15 and Places for Everyone policy JP-G8 in respect of Biodiversity Net Gain.

Noise

- 5.40 An Acoustic Assessment has been carried out to understand the implications of the proposed development on its surroundings and also to ensure that the amenity of the hotel residents can be preserved given the location at the Airport.
- 5.41 The current development proposals and the measured noise levels have been reviewed to provide guidance on façade sound insulation requirements and noise limits for external plant. Outline mitigation measures have been provided to ensure satisfactory conditions are met.
- 5.42 This report assesses the environmental noise impact upon the proposed hotel use, along with the noise impact from the proposed development upon the nearest noise-sensitive receptors. It demonstrates at this early stage that the noise targets can be achieved through good design and suitable engineering solutions and plant selection.
- 5.43 On this basis it is considered that there is no noise impact or ingress that would give rise to any policy conflict under DM1 and MA1 of the Manchester Core Strategy and would accord with the Noise Policy Statement for England.

Drainage

- 5.44 A Drainage Strategy has been submitted with this application.
- 5.45 Current policy and best practice encourages the use of Sustainable Urban Drainage Systems (SuDS) and, in particular, infiltration systems. As indicated in the Drainage Strategy, the approach for the new hotel development is to discharge into the existing MAG surface water drainage system at a restricted rate. This is due to the ground conditions precluding any infiltration-based solution and the lack of any watercourse in the vicinity of the site.
- 5.46 Given the nature of the development and building footprint occupying the majority of the application site area, the options for green SuDS solutions within the drainage design are severely limited. In particular, due to the risk of bird strike, open water features are not permitted at the airport for aerodrome safeguarding reasons.

- 5.47 The proposed development does not propose an increase in hardstanding over the existing conditions and therefore will not cause an increase in surface water runoff. The strategy is for the new hotel to be connected to the surface water drainage attenuation tank installed by the recently constructed Tribe hotel. This tank's capacity was designed at the outset to accommodate the surface water from both the Tribe and the application site's hotel and this combined site strategy was approved under the Tribe's planning permission (125848/FO/2020 and the subsequent discharge of condition 13). The construction of the Tribe hotel provided an interim state with the Plot H5 application site transitioning the attenuation tank to a permanent state.
- 5.48 It is proposed to reduce the surface water discharge rate and offer a 50% betterment to the existing (pre-Tribe construction) surface water scenario. The site currently (with Tribe constructed) discharges at a temporary rate of 11.5 l/s, and it is proposed to be amended to an end state of 20 l/s based on an approximate additional attenuation (beyond that permitted and installed by the Tribe permission) of 25m³ in the form of an over-sized pipe.
- 5.49 The below ground drainage network will collect foul water discharged from the proposed hotel and will convey the foul water towards a demarcation chamber to the south east of the site. The demarcation chamber will discharge foul water into the airport-wide MAG foul drainage network.
- 5.50 Therefore, the proposal complies with Policy EN17 of the Core Strategy, Policy JP-S4 of Places for Everyone and the NPPF.

Energy

- 5.51 An Energy Statement submitted with the application sets out the key energy considerations which have been considered to ensure the development is in accordance with building regulations and local planning policy.
- 5.52 It states that the development will follow the energy hierarchy approach in order to demonstrate carbon dioxide reductions by:
- Reducing the need for energy through passive design and energy efficiency;
 - Where possible supplying energy efficiently through passive design and energy efficiency; and
 - Using on-site and zero carbon energy technologies.
- 5.53 The proposed development will benefit from 400 square metres of roof-mounted Solar Photovoltaic panels and ground-based Air Source Heat Pumps which in combination reduces CO₂ emissions and meets the requirements of Places for Everyone Policy JP-S2 by achieving a BREEAM 'Excellent' rating for the Ene-01 category for reduction of energy use and carbon emissions.

Air Quality

- 5.54 An Air Quality Assessment has been undertaken and is submitted with this application.

- 5.55 The report assessed the air quality impacts during the construction phase, considering the impacts from fugitive dust emissions from the site. Residual air quality impacts from dust generated by earthworks and construction activities are predicted to not be significant. Measures to mitigate air quality impact during the construction phase are discussed within the Assessment.
- 5.56 Potential impacts during the operational phase such as road traffic exhaust emissions associated with vehicles travelling to and from the site are not considered to be significant, as the hotel will not generate any additional vehicular trips (as occupants of the hotel are already travelling to the airport).
- 5.57 Overall, air quality impact, either during the construction phase or operational phase, is not deemed to be significant. As such the proposal complies with the Core Strategy policies DM1 and EN16 and Policy JP-S5 of Places for Everyone.

Waste

- 5.58 The Council's Waste Management Strategy proforma has been completed and submitted with the application relating to the waste for the operation of the hotel once completed. In addition, the proposed contractor has compiled a Construction Site Waste Management Plan for the construction phase, demonstrating how waste will be minimised and recycled on site wherever possible.

Ground conditions

- 5.59 Land contamination risks for the proposed hotel and external works have been assessed through the provision of a desktop study submitted as part of the application.
- 5.60 The report identifies that the site was agricultural fields until 1990 when a car park (the use immediately before the current construction compound in situ) was constructed. These uses provide a potential source of contamination in the form of metals, PAHs and TPH. Additionally, there is potential for naturally occurring elevated levels of sulphates and sulphides within natural soils and bedrock. It found that there are limited potential pathways to both current and future receptors, particularly construction workers and future site users. Any contamination, if present, will likely be minor and localised – construction workers are at the greatest risk, but the implementation of good practice measures will likely mitigate any risk from contaminants in soils.
- 5.61 It is recommended that a programme of intrusive site investigation works be completed to further establish the presence of any potential contamination sources in site soils as well as assessing the presence of any ground gas. If considered necessary, planning conditions could be imposed requiring the results to be provided to the Council and if required, a remediation strategy to be developed and implemented prior to development commencing.

- 5.62 Accordingly, it is considered that the proposed development is in accordance with policy DM1 of the Core Strategy and the NPPF.

Aerodrome Safeguarding

- 5.63 The design development of the hotel has been undertaken in conjunction with Manchester Airport's Aerodrome Safeguarding team.
- 5.64 The submitted Bird Hazard Management Plan seeks to minimise the potential for bird strike risk arising from the proposed new hotel and the associated soft landscaping within the new public realm. It sets out a number of measures that if implemented can minimise the identified risks.
- 5.65 A Glint and Glare Assessment has been prepared and submitted with the application. It concludes that solar reflections are not geometrically possible towards the ATC tower.
- 5.66 For the approach and departure aircraft paths for the two runways and the overhead 5km x 5km area, solar reflections with a maximum intensity of 'low potential for temporary after-image' are predicted and no mitigation is required.
- 5.67 The height, siting and design of the proposed development will not therefore compromise the safe operation of the airport and is in compliance with Core Strategy policy DM2 – Aerodrome Safeguarding.

6. Summary & Conclusion

- 6.1 The growth of Manchester Airport is supported nationally, regionally and locally and it is acknowledged that growth in the number of passengers will also require growth in the core facilities of the airport, including hotels. The Government's 'Making Best Use' policy recognises the economic benefits that airports can have on a local area and seeks to maximise support for regional growth and connectivity.
- 6.2 Policy MA1 of the Core Strategy goes further and states that uses mentioned in the policy (including hotels) are supported based on environmental assessments and continues that *"appropriate development within the Airport site should be necessary for the operational efficiency and amenity of the Airport"*.
- 6.3 The proposed development supports the growth of the airport, catering for the accommodation needs of a growing number of passengers. It also forms part of the economic and employment growth in the Airport City Enterprise Zone and the Mix Manchester business development. The development will help increase the capacity of hotel rooms at the Airport, as well as adding choice and competition to the hotel market.
- 6.4 It has been demonstrated that the development has no significant environmental effects. The development of the hotel is therefore wholly consistent with adopted development plan policy. It will enable the Airport to continue to fulfil its economic driver role for the City Region and help deliver the Airport City / Mix Manchester business district scheme. In addition, the proposed hotel makes use of previously developed land and given the close proximity to the existing Airport Station the application site is considered to be a very sustainable location for development.
- 6.5 As such, the proposal is in accordance with the Development Plan, and with no material considerations pointing to the contrary, as per the statutory test and the advice in NPPF, planning permission should be granted.