

Planning Statement

Clayton Hotel

Outwood Lane, off Hotel Road, Manchester Airport, M90 4HL

July 2023



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1 Introduction

- 1.1 This Planning Statement has been prepared in support of an application for an extension to the existing Clayton Hotel, Outwood Lane, Manchester Airport.
- 1.2 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. Finally, it 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 submitted documents and drawings:

Planning Documents:

Design & Access Statement- Leach Rhodes Walker

Transport Statement- AECOM

Noise and Vibration Assessment- Sandy Brown

Ventilation Strategy- Patrick McCaul Ltd

Flood Risk Assessment- Frank Fox Associates

Drainage Strategy- Frank Fox Associates

Ecology Assessment - The Environment Partnership (TEP)

Biodiversity Net gain Assessment(TEP)

Energy Strategy- Patrick McCaul Ltd

BREEAM Pre- Assessment- Sustainability Built Ltd

Crime Impact Statement

Drawings:

LRW_7840_L(90)03A Location Plan

LRW_7840_L(90)01B Existing Site Plan

LRW_7840_L(00)40B Site Plan- Landscaping

LRW_7840_L(26)01 Existing Ground Floor Plan

LRW_7840_L(26)02 Existing First Floor Plan

LRW_7840_L(26)03 Existing Second Floor Plan

LRW_7840_L(26)04 Existing Third Floor Plan

LRW_7840_L(26)05 Existing Fourth Floor Plan

LRW_7840_L(26)06 Existing Fifth Floor Plan

LRW_7840_L(26)07 Existing Sixth Floor Plan

LRW_7840_L(26)08 Existing Seventh Floor Plan

LRW_7840_L(26)09 Existing Eighth Floor Plan

LRW_7840_L(26)10 Existing Roof Plan

LRW_7840_L(26)11 Existing Elevations Sheet 1 of 2

LRW_7840_L(26)12 Existing Elevations Sheet 2 of 2

LRW_7840_L(90)05 Proposed Site Plan

LRW_7840_L(00)90A Proposed Ground Floor Plan

LRW_7840_L(00)91 Proposed First Floor Plan

LRW_7840_L(00)92 Proposed Second to Eight Floor Plan

LRW_7840_L(00)93 Proposed Roof Plan
LRW_7840_L(00)94A Section AA
LRW_7840_L(00)96A Proposed East & West Elevation
LRW_7840_L(00)94A Proposed North & South Elevation
LRW_7840_L(90)04A Secure by Design Proposed Site Plan
Detailed Planting Schedule 7938.01.001
Detailed Planting Plans 7938.01.002-4
217061-DP/01 Drainage Plan

- 1.3 This statement demonstrates significant policy support and identifies the material benefits of the scheme. The proposed development is wholly consistent with adopted national and local policy and given the proximity to the existing Airport infrastructure, including extensive public transport connectivity, the application site is considered to be a very sustainable location for development. It will be demonstrated that the proposal is in accordance with the Development Plan and other national and local policies.

2 Site Context and Planning History

Site Context

- 2.1 The site is in the northern part of the airport campus, which falls in the administrative boundary of Manchester City Council and is shown on Figure 1. The current Development Plan Proposals Map shows that the site is within the Manchester Airport Strategic Site designation (Policy MA1).
- 2.2 The site is approximately 1.8ha in size and currently comprises the Clayton Hotel and associated car parking. To the North it is bounded by the airport rail link and tram line, to the East by the Crowne Plaza Hotel and airport highway and utility infrastructure form the Western and Southern boundaries.

Planning History

- 2.3 A desk-based planning history search for the site has been undertaken utilising the search engine on the Manchester City Council website and the results are set out in Table 1 below.

Table 1: Planning History

Application Ref.	Description	Decision	Date
045551/FO/SOUTH3/94	Erection of a 163-bedroom hotel with ancillary facilities	Approved	12/08/94
054448/FO/SOUTH3/98	Extension to hotel to form 66no. additional bedrooms and back of house facilities	Approved	19/11/98
069406/FO/2003/S2	Erection of 8 storey extension to hotel to form an additional 125 bedrooms, with the erection of single storey extensions to form new entrance foyer, enlarged lounge area with formation of 75 additional car parking spaces and associated landscaping	Approved	24/11/03
070985/FO/2004/S2	Erection of 9 storey extension to hotel to form 144 bedrooms, new entrance foyer, extended dining room, revised car parking layout and associated landscaping	Approved	29/04/04
076628/FO/2005/S2	Elevational alterations comprising over-cladding of existing hotel building with stone and metal cladding	Approved	19/09/05

3 The Proposed Development

- 3.1 The proposed development incorporates a high-quality design set in the context of the existing hotel cluster and neighbouring uses including the Crowne Plaza & Hilton hotels. The development follows the design principles established through the existing extension block fronting Outwood Lane.
- 3.2 The proposed development comprises a 216-bedroom extension to the existing Clayton hotel. 2 bedrooms in the existing hotel are to also be converted to back of house space, therefore a net increase of 214 bedrooms is proposed. (5% of these are considered DDA accessible across the entire hotel in line with building regulations). The extension is to be 9 storeys, with a ground floor area of 1,277sqm (GEA). A single storey element will assist in connecting the new extension to the existing hotel and provides for an enhanced entrance lobby and a new catering offer, suiting the increased number of guestrooms will form the majority of the ground floor of the new extension. The addition of an enhanced landscaped courtyard will also provide a sheltered amenity and outdoor seating area for guests.
- 3.3 The architectural appearance of the proposed extension in terms of mass, arrangement and materials takes its lead from the existing hotel extension which was granted permission in 2004. To achieve a sense of place and connection between the new extension and existing hotel, the south facing courtyard and public area link will be tied back around with additional landscaping in place of existing parking.
- 3.4 The development will utilise the existing access arrangements via Hotel Road, off Outwood Lane. Access for service vehicles is proposed via the main entrance to a dedicated area to the rear of the hotel. 255 parking spaces will be maintained, and it is proposed to increase the number of accessible bays to 19 in accordance with MCC parking standards.
- 3.5 The site is close to The Station, the airport's multi-modal transport interchange with its extensive range of bus, coach, tram and rail services, making it one of the most accessible sites by public transport outside the city centre. The hotel is therefore regarded as being in a very sustainable location, at the core of the Manchester Airport estate.
- 3.6 The hotel will continue to utilise its dedicated shuttle service, which provides 24 hour 7 days a week drop off and pick up service to all Terminals and The Station. Pedestrian access is also maintained allowing guests to walk safe and dedicated, signed routes to / from the main terminal buildings and The Station.

4 Pre-Application Advice

- 4.1 MAG Planning engaged in early pre-application discussions with various stakeholders in 2019/20 set out in Table 2. That scheme was postponed due to the Covid pandemic but now this amended scheme is being brought forward and further discussions were held with MCC Planning Officers to reflect the design changes made since 2019.

Table 2 – Stakeholders Consulted in 2019

Regulators	Details Covered
MCC (as LPA)	Planning history, site constraints, consultees, validation requirements
Aerodrome Safeguarding Office & NATS	Airport operational impacts and safety
Network Rail	Operators of adjoining rail infrastructure, any issues with development
Highway Authority	Accident data, approach to transport assessment, traffic data
Greater Manchester Ecology Unit	Records of statutory sites and species
MAG Utilities	Service and utility constraints & capacities
Greater Manchester Police	Crime prevention guidance, and completion of Crime Impact Statement
Transport for Greater Manchester	Public transport services and facilities

Community	Details Covered
MAG Property	Owner and user of adjacent facilities
Community Outreach	Future airport developments (monthly by area)
Neighbours	Crown Plaza, Hilton- no concerns were raised with the proposed development
Airport Surface Access Manager	Availability of green travel initiatives and services for guests and staff.

Users	Comments
Holiday Extras (key supplier)	Scheme received positively
Existing Staff	Several discussions with the in-house team including a loose timeline and outline plans as part of general meeting- received positively.

- 4.2 Dialogue with Planning Officers at MCC to share the scheme's principles and the design changes since 2019 were held from 2022. Initial comments received were;
- "The further visualisations provided make it clear that the proposed extension would follow the design intent of the previous extension to the hotel and this is accepted.
 - The increase in number of accessible car parking spaces is acceptable to serve extended bedroom spaces at the hotel. It is assumed without full floor plans that there are rooms available that would be designed and sized to be available for customers that have accessibility requirements?
 - Reducing car parking spaces at the current level for increased bed spaces will require a full justification given the hotels location close to the GTI and the need for modal shift of

those accessing the airport. In addition, the proportion of car parking spaces to bedrooms needs to be compared to other hotels in this area recently granted consent at plots P1, H3 and G1/G2 which are lower than currently proposed at this hotel. We would also be looking for improved pedestrian access to the hotel particularly from the GTI.”

- 4.3 Further discussion has been held with Network Rail as they had brought forward proposals to extend the platforms at the airport Station in the intervening period. These proposals would have had a direct impact on and be directly impacted by a previous intention to erect a deck on the hotel’s eastern car park. These proposals have however been removed from the scheme and so any concerns over this interaction have been resolved.
- 4.4 Similarly, further dialogue with the Airport Surface Access Manager has resulted in a commitment to work in conjunction with the Airport to achieve its site-wide travel plan objectives.
- 4.5 It should also be noted that contact has been maintained with the Aerodrome Safeguarding Officer who has continued to identify areas for consideration such as height, materials, bird hazard attractants and design requirements for any proposed lighting.

5 Planning Policy Framework

National Planning Policy Framework

- 5.1 The National Planning Policy Framework (NPPF), revised July 2021, 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.
- 5.2 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.
- 5.3 The following specific paragraphs of the NPPF are relevant to this application:
- a) Transport and Access Paragraphs 110 - 113 detail that, *inter alia*, development should be located and designed where practical to 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, to consider the needs of people with disabilities by all modes of transport, allow for the efficient delivery of goods, and be designed to enable the charging of plug-in and ultra-low emission vehicles . Furthermore, all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment and a Travel Plan (paragraph 113).
 - b) Design – paragraph 126 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.”
 - c) Flood and Drainage – Paragraphs 159 - 169 describe the requirement to steer new developments to the areas with the lowest risk of flooding from any source.
 - d) Ecology – paragraph 170 states that the planning system should contribute to the enhancement of the natural and local environment by recognising the wider benefits of ecosystem services; minimising impacts on biodiversity and providing net gains to

biodiversity where possible;

- e) Ground Conditions and Pollution– paragraph 183 requires that a site is suitable for its proposed use taking account any risks arising from land stability and ground contamination. Paragraph 185 refers to both noise and light pollution and states that decisions should mitigate and reduce to a minimum any potential impacts resulting from noise from the new development as well as considering the sensitivity of the site to wider impacts. Paragraph 186 refers to air quality and states 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

- 5.4 In March 2013, 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.
- 5.5 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.
- 5.6 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.
- 5.7 Further to this, the framework recommends that airport operators continue to produce master plans 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 master plan, the Sustainable Development Plan, was published in 2016 (further detail set out below).
- 5.8 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 make best use of their runways subject to the relevant local planning authority

¹ Page 8, Aviation Policy Framework (2013).

taking careful account of all relevant considerations, particularly economic and environmental impacts and proposed mitigation. In response to the consultation document 'Aviation 2050- The Future of UK Aviation (2018)' the Government published 'Flightpath to the Future – a strategic framework for the aviation sector' In May 2022 which sets out its ambitions and commitments for aviation over the next 10 years. advocates '*making the most efficient use of infrastructure*'² and acknowledges the need for increase range and scale of facilities and service that are needed to 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.

- 5.9 Strategic policy MA1 of the Manchester Core Strategy already captures the points set out above; it can therefore be contended that compliance with MA1 of the Core Strategy (see below) also infers compliance with the Aviation Policy Framework and Making Best Use policy.

Manchester Airport Sustainable Development Plan 2016

- 5.10 The Airport Company adopted the Manchester Sustainable Development Plan (SDP) in 2016. The SDP sets out the strategic context for the long-term development of Manchester Airport and updates and replaces the 'Manchester Airport Masterplan to 2030' (published in 2007). The SDP 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.
- 5.11 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.
- 5.12 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;
 - 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 across the north west region and beyond; and
 - f) provide evidence to help Government understand the implications of making best

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

use of Manchester's capacity.

5.13 The SDP sets out further detail on the airport's preferred approach to hotel development on site 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

5.14 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

5.15 Between 2008 and 2012, the City Council embarked on the production of their Core Strategy, the key component of the Local Development Framework approach. It is crucial to setting out the Council's vision for 2027 and detailing the planning policies that will help it to achieve that vision. Throughout the process, it has been clear that the airport's role in achieving the City's economic objectives and vision for the City is at once recognised but also actively supported, with appropriate mitigation to manage impact. The Core Strategy is supported by a Sustainability Appraisal that assesses the economic, social and environmental effects of the policies set out in the Strategy.

5.16 In drawing together the evidence to support a policy approach to the airport a great deal of evidence was gathered. Studies were commissioned to examine the impacts of removing the Airport from the Green Belt (a move facilitated by the adoption of the Regional Spatial Strategy) full ecological, landscape and heritage surveys, economic impact surveys and a detailed examination of Airport land requirements.

5.17 All of these studies informed a composite document entitled '*The Need for Land*' and formed Manchester Airports Group's (MAG) response and evidence to the Core Strategy process. This document reinforced the main principle that has governed development at Manchester Airport over the years and that is one of land use efficiency and technological improvement.

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

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

Making more intensive use of the existing site; within a strong landscaped framework, has led to the limiting of the physical spread of the site relative to its increasing throughput. The Airport Company's approach has been and continues to be the redevelopment of land within the existing boundary as far as possible and directing activities that do not need direct connection to the airfield to the periphery of the site.

- 5.18 In turn, the Airport was allocated as a strategic site within the Core Strategy. The development of the Airport is captured in Policy MA1 – Manchester Airport Strategic Site.
- 5.19 The Policy recognises the Airport's role as a key economic driver for the City region and beyond and reflects that this contribution has been identified in the Regional Spatial Strategy and the Manchester Independent Economic Review as well as national policy. It cites the Need for Land as the demonstration of how the Airport needs to grow to meet its potential and how the principles regarding the efficiency of the use of land within it as being the appropriate approach to delivering that capacity.
- 5.20 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. Table 8.1 in that Manchester Core Strategy policy outlines that land within the 'existing area' (area 1a) is suitable for hotel uses. The application site lies in this allocated area.
- 5.21 This development will help deliver the airport passenger growth, up to 45 million passengers by 2030. Furthermore, development at the airport should seek to improve access to training and job opportunities, particularly for people in Wythenshawe. The continuing development of economic development that is associated with both the Airport and Airport City will assist significantly toward this aim.

General Policies

- 5.22 Other more general policies relating to the proposed development are assessed below.

Economy

- 5.23 Policy EC1 relates to employment and economic growth in Manchester. This policy advises that a minimum of 200ha 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

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

employment growth.

Transport

- 5.24 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.
- 5.25 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

- 5.26 Policy EN1 deals with required design principles and strategic character areas. The specific character area relevant to this scheme is the 'Airport & urban fringe' Character Areas. The development adheres to both character areas in its design. Policy EN6 requires that development over 1,000 sqm will be expected to comply with the target framework for CO₂ reductions from low or zero carbon energy supplies. 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.
- 5.27 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. The site is in an area of low risk of flooding, and given it is currently an area of hard standing there will be limited change to the flood risk on site.
- 5.28 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. As a result of these proposed there will be a increase in the amenity landscaping which will ensure compliance with this policy. Moreover, no protected species will be affected by this proposal.
- 5.29 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.

- 5.30 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.
- 5.31 Priority is given to remediation of contaminated land at strategic locations as identified in the Core Strategy. Policy EN18 'Contaminated Land and Ground Stability' details that any proposal for development of contaminated land must be accompanied by a health risk assessment.
- 5.32 Policy EN19 relates to waste. This policy states that the Council will require all developers, to demonstrate the proposal's consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling/composting, energy recovery, final disposal).
- 5.33 Details of existing waste management are included within the Design & Access Statement. A Site Waste Management Plan will be produced to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of end users will be met.

Development Management

- 5.34 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 road safety and traffic generation;
 - Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin and birds;
 - 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.

5.35 The information provided within this Planning Statement demonstrates compliance with Policy DM1. Furthermore, specific details are provided within the Design and Access Statement, Crime Impact Statement (to follow) and other supporting documents which accompany this application.

5.36 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. The development has been prepared in consultation with the airport’s specialist aerodrome safeguarding officers.

Greater Manchester Places for Everyone Joint Development Plan

5.37 The Greater Manchester Places for Everyone Plan will be the overarching framework within which nine of the Greater Manchester local planning authorities identify and manage the supply of land for jobs and new homes and associated infrastructure in Greater Manchester.

5.38 The plan has just completed Examination stage with modifications expected to be issued for consultation in the summer.

5.39 The document recognises Manchester Airport as a key asset that functions as a major economic driver. Paragraph 4.66 states ‘More locally, the emerging Airport City development (part of the Greater Manchester Enterprise Zone) is creating a major new economic asset for Greater Manchester, attracting global occupiers and investment attracted by the unrivalled connectivity.’ Paragraph 4.69 goes on to state *‘...the airport therefore provides a major opportunity to boost the competitiveness and prosperity of Greater Manchester, and the wider UK, and support higher levels of economic growth... there is considerable potential to increase the scale of economic activity and housing near to the airport and the proposed HS2 station, enabling more residents and businesses to take advantage of the outstanding connectivity in an area of high market demand.’*

5.40 Policy GM-Strat 10 supports the continued operation and sustainable growth of Manchester Airport.

Summary

5.41 It is clear from the above review that the application proposal enjoys considerable policy support from the latest relevant National and Local Planning Policy as well as other material

strategy documents.

- 5.42 The application proposal is supported at every tier of planning policy and promotes the key objectives of national regional and local planning policy. It is an important component in the delivery of these policy objectives and will be a catalyst for regeneration and growth of the local and regional social well-being, economy and environment.

6 The Planning Considerations

- 6.1 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

- 6.2 Policy MA1 confirms that hotel development is acceptable in principle within this part of the Airport Operational Area, as defined in the Core Strategy. The proposed development makes more intensive use of an existing facility which provides recognition of the wider ‘land use efficiency’ objective contained in National Policy.
- 6.3 Considering the current use on site, the land is compatible with the current strategic policy for Manchester Airport and the principle of the development is acceptable.

Hotel Room Assessment

- 6.4 Hotels are a vital part 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.
- 6.5 The provision of hotel space at the Airport is intended to meet the needs arising from the Airport’s future growth. It is recognised that this is appropriate by allocating hotels as suitable uses in Policy MA1 (and also EC11).
- 6.6 The existing Clayton Hotel provides 365 bedrooms and occupancy levels at on-airport hotels invariably run at over 90%, therefore there is a clear need for additional hotel provision to be provided for within the airport site to keep track with passenger and operational growth at the airport. The hotel’s location is well placed to meet airport core demand, being in close proximity (walking distance) to the multi modal transport interchange and all three terminals. It is also in a sustainable location to provide for additional conferencing, event and catering space. They are also an important job provider; with approximately 124 staff employed directly, and an additional 40 agency staff. 30 additional jobs (20 FTE and 10 agency) are to be provided through this development.
- 6.7 In tandem, hotel provision for the Airport itself is required to grow in line with the passenger number growth; accommodating both passengers as well as based and visiting air crew as detailed in the Manchester Airport Sustainable Development Plan.
- 6.8 Provision of hotels at airports generally reduces the need to travel, as guests are more inclined

to either utilise public transport access or drive themselves rather than rely on drop-off / pick up activity which generates two vehicle movements on the highway rather than 4. It is therefore a sustainable form of development in respect of accessibility. The only comparable market is Manchester City Centre as the Regional Centre; it has an active hotel market with a number of hotel developments in the pipeline.

6.9 Hotel spaces at the Airport have grown in line with passenger growth and do not necessarily correlate with the speed or quantum of hotel development in the Regional Centre.; it can therefore be concluded that the two markets do not compete.

6.10 A major international airport needs a wide range of hotel accommodation that meets the 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. They serve business and leisure passengers and also the 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 8 hotels (including the Clayton Hotel) from budget to full-service:

- Radisson Blu 360 rooms (4*+)
- Double Tree by 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 – 280 rooms
- Ibis Budget 262 rooms

6.11 In addition, it is noted that permission has been granted for a further 3 hotels within the airport campus and forming a part of Airport City North comprising the following;

- Plot G1- 375 rooms - permission commenced but no operator on board
- Plot G2- 254 rooms – permission commenced but no operator on board
- Plot H3- 412 rooms – permission commenced, completion Spring 2024.

6.12 Despite the permissions being granted, as the airport's throughput increases there will continue to be a requirement for additional hotel accommodation both within the site and within easy access of the site. The airport is in a period of growth in the hotel market; as the historic shortfall in demand is redressed and supply catches up with demand. Manchester's success and growth as a city and airport is also reflected in a very strong market interest from

the hotel sector. Much of this is due to the increasing number of visitors and travellers from the UK, Europe and beyond. The Manchester to Beijing route in 2016 brought the benefit to the visitor economy now stands at £262m⁷ based on the passengers carried (breaking the ten-year forecast in two years) and the export values from Manchester Airport to China grew 41% in the two years after the route launch. Whilst this route was suspended during and for some considerable time after the pandemic, it is now back operating out of Manchester and can be expected to show similar returns shortly. Other long-haul destinations have, however, emerged and are being operated by airlines such as Ethiopian, Kuwait Airlines and trans-Atlantic flights from the likes of Aer Lingus, which will bring similar benefits.

- 6.13 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 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 and with direct or easy pedestrian connection to the passenger terminals.
- 6.14 The proposed additional hotel space as part of this application is based on the direct need arising from not only the forecast growth in the airport business and passenger numbers, but from the specific demand of the existing hotel on site. The hotel provision is calculated accordingly and therefore will not have a significant adverse impact on the Regional Centre.
- 6.15 The hotel developments will help support the anticipated growth of the airport and the series of new developments associated with Airport City and is identified as an existing and suitable use for the site with Policy MA1 – Manchester Airport Strategic Site of the Core Strategy.
- 6.16 The development of hotels at and close to the Airport also reduces the need to travel by promoting supporting uses that facilitate accessibility to the Airport itself as well as Airport City businesses. Due to the proximity of the site to the existing Airport Station, providing access to the full range of public transport modes, the application site is considered to be a very sustainable location. Supporting application documentation for the scheme demonstrates that there is no substantive environmental impact created by the proposed development, and so a balance between the three dimensions of sustainable development is achieved.
- 6.17 As such, the development is considered to be in accordance with the aims of the NPPF and in line with the list of uses detailed in Policy MA1 – Manchester Airport Strategic Site.

Design and Building Sustainability

- 6.18 The development places emphasis on design and access to make the spaces around the development more attractive and active. The development is targeting a BREEAM 'Very Good'

⁷ Page 23- The China Dividend- Two Years In, September 2018

standard.

- 6.19 The physical mass and height of the proposal has therefore taken into consideration the need to make the most efficient use of land, the nature of surrounding development and the physical height restrictions that ensure the safe operation of the Airport. The scale of the extension is required to respond to the context of the site, while achieving the commercial quantum of development required within the footprint and the aerodrome safeguarding height restriction.
- 6.20 The BREEAM Pre-Assessment is the first step in the application of the BREEAM process. The Pre-Assessment predicts the BREEAM performance of the project under a future certified assessment, and provides, at an early stage, an appreciation of the opportunities and risks that will challenge the project as it proceeds. This supporting report presents the outcome of the BREEAM Pre-Assessment process applied to the proposed hotel developments. The outcome of the Pre-Assessment suggests that the hotel could achieve an estimated baseline score of 58.6% against the BREEAM New Construction 2018 scheme and a rating of 'Very Good' based on achieving the *target* credits. The Pre-Assessment also identifies that there are a number of credit options to be explored in detailed design to provide a margin of comfort of at least 5% in achieving Very Good (minimum 55% required for Very Good).
- 6.21 The core environmental policies EN1, and EN6 will be complied with as a result.

Transport and Access

- 6.22 The impact of the proposed development is addressed in detail in the supporting Transport Statement. Critically, the development will not give rise to highway safety issues and is located at a most sustainable location.
- 6.23 The development has already been assessed strategically within the Greater Manchester (GM) and SEMMMS traffic modelling. This work has assessed and allowed for the growth of the Airport as well as the commercial development of Airport City. Mitigation is already in place (A6 MARR and Enterprise Way) or committed (T2/R2 roads "Rainbow Works") to accommodate this level of development. Thus, there is no adverse impact on the local or strategic highway network arising from this development that hasn't already been assessed in transport modelling and the delivery or planning of mitigation.
- 6.24 The development benefits from excellent levels of connectivity that already exist via The Station and the Airport. The site is located within 200m of The Station, with its extensive range of bus, coach, tram and rail services, making it one of the largest multi-modal transport interchanges outside the city centre. The site is also 1km from the large residential area of Wythenshawe, where access is available by walking or cycling. The site is therefore regarded as being a very sustainable location providing access to the widest range of sustainable travel options for hotel residents and staff, therefore significantly reducing the need to travel to the application

site by car.

6.25 The site's sustainable location is reflected in the number of parking spaces provided on site. Despite the increase in bedroom numbers, the parking provision will reduce, from 320 spaces to 255. The site's location in close proximity to the main airport station & terminals allows for convenient modes of transport other than the private car coupled with constraining the supply of spaces available on site or the removal of vehicles off the application site to elsewhere on the Airport estate. Thus, the provision is well below MCC's normal parking standards.

6.26 Furthermore, the proposed development will include safe cycle storage areas that will provide a total of 32 cycle parking spaces for residents and staff. This will help ensure priority is given

to pedestrian and cycle movements and have access to high quality transport facilities. Whilst this provision is slightly lower than the minimum standard identified in the Core Strategy parking standards, given the location and purpose of the hotels it is considered unlikely that a large number of guests will travel to the site by bike.

6.27 Access to the site is to be via Hotel Road, a private internal airport road.

6.28 The delivery of the proposed scheme will promote Core Strategy policy relating to Transport and will be delivered in conjunction with the Airport Wide Travel Plan. The proposed scheme is therefore considered to be in compliance with policies T1 and T2 of the Core Strategy.

Employment and Economy / Local Labour

6.29 It is anticipated that the proposed development will generate approximately 30 jobs additional during operation and also additional jobs during the construction phase.

6.30 The Greater Manchester Strategy identifies three high level priorities:

- 1) To prevent and reduce youth unemployment, enabling young people (including those Not in Employment, Education or Training (NEET) and at risk of becoming NEET) to make informed choices about their learning and gain the skills and experience that employers seek via high quality advice, guidance, skills and employment support;
- 2) To ensure high quality, evidence based integrated approach to pre-employment and post-employment support, with a focus on long term unemployed and inactive working age residents' and
- 3) To raise business productivity through an employer-led skills programme for workforce development, particularly at advanced and higher skill levels, in Greater

Manchester's existing and emerging growth sectors.

- 6.31 At the centre of delivering this strategy as it relates to opportunities at the Airport site will be the Airport Academy, MAG, local employers, Greater Manchester Skills and Employment Partnership and Wythenshawe Economic Forum. The Airport Academy is a partnership of Manchester Airport and Greater Manchester training providers which assist local people into work and provide airport employers with access to a pool of trained and work ready people.
- 6.32 The proposed development will assist in supporting the strategy and aim to attract and recruit local labour wherever possible. This supports the wider regeneration strategy for Wythenshawe and will also be jobs accessible by walking or cycling. The continuing development of land within the wider Airport site will enable the economic Core Strategy policies to be delivered.

Ecology and Landscape

- 6.33 The application site contains hardstanding currently in use as the car parking for the existing hotel. There are no locally designated sites within 1 km of the proposed development site and therefore no impacts on locally designated sites anticipated as a result of the development.
- 6.34 No protected plant species (WCA8) or protected fauna were identified during the extended Phase 1 habitat survey. Some potential roost features (PRF) for bats were identified on the periphery of the site
- 6.35 No direct impacts from construction, indirect impacts from obstruction or disturbance from vibration are anticipated on the PRFs identified as a result of the proposed hotel extension. Therefore there are currently no implications to the development with regard to roosting bats in B2. In addition, the habitats on site provide limited suitability for commuting and foraging bats. Given the small size of the site, lack of suitable habitat and urban locale no significant impacts on the local commuting or foraging bat population as a result of the proposals are anticipated.
- 6.36 The site does not offer any other suitable habitats on site and therefore the proposed will be in compliance with policy EN15 and DM1 in this respect.
- 6.37 In line with current policy objectives for biodiversity net gain, current landscape proposals provide a total net gain of approximately 10%. Proposals include 0.07 ha new planting of dense scrub and enhancement of 0.05 ha of existing amenity grassland to semi-improved grassland to achieve this overall requirement.

Noise and Vibration

- 6.38 A full noise impact assessment has been carried out to understand the implications of the proposed development on its surroundings and to ensure that the amenity of the hotel

residents can be preserved given the location at the Airport.

- 6.39 Night time noise generation is considered to be low from the hotels and the plant required can also be accommodated within appropriately set plant noise limits. Against background noise levels, there is not considered to be a negative impact on the surrounding amenity.
- 6.40 The construction specification of the hotels, taking into account glazing, external wall construction and the use of mechanical ventilation, is also considered to be able to meet the required standard for hotel bedrooms.
- 6.41 The vibration survey indicated that tactile vibration and re-radiated ground-borne noise are unlikely to be problematic for the proposed development.
- 6.42 On this basis it is considered that there is no noise impact or ingress that would give rise to any policy conflict under DM1 of the Manchester Core Strategy and paragraphs 170 of the NPPF.

Drainage

- 6.43 The site is served by the existing surface water and foul systems. The existing site is currently used as a hotel and is predominantly hard standing (approximately 95% impermeable area).
- 6.44 The development is proposed to connect to an existing sewer in the north-west corner of the site before discharging into the MAG drainage network, with the limits set out by the contractual agreement (127 l/s).
- 6.45 As the existing site is currently hard standing, there is no change to the surface water outflow value and the current airport system has adequate capacity and performs well. On this basis it is considered that the proposed is in accordance with policy EN17 of the Manchester Core Strategy.

Air Quality

- 6.46 During the construction phase, there is likely to be a small increase in the number of vehicles on the local highway for the duration of the construction works only but it is considered unlikely that a development of this size will cause a significant adverse effect at any local air quality sensitive receptors. The risk of effects is identified as 'low' for dust soiling and human health.
- 6.47 As the scheme is not anticipated to generate significant additional traffic flows, it is considered unlikely that any significant local air quality effects will arise during the operational phase. The residual effect of impacts during the construction and operational phases are therefore considered to be negligible.
- 6.48 Dust arising as a result of any construction activity can also be suitably mitigated through

management and monitoring (dust and emission mitigation controls) and would therefore not conflict with the development plan policies EN16 and DM1 or paragraph 170 of the NPPF as there is no significant environmental harm.

7 Summary & Conclusion

- 7.1 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. Aviation 2050 recognises the economic benefits that airports can have on a local area and seeks to maximise support for regional growth and connectivity. Policy MA1 of the Core Strategy goes further and states that uses mentioned in the policy are supported based on environmental assessments and continues *“appropriate development within the Airport site should be necessary for the operational efficiency and amenity of the Airport”*.
- 7.2 It is proposed to develop a 216-bedroom extension (net increase of 214 because of the loss of two existing bedrooms) to the existing Clayton Hotel helping to support the growth of the airport, and catering for the needs of a growing number of passengers and visitors. The development will help increase the capacity of hotel rooms at the Airport support the growth of the Airport to meet the Government policy of ‘Making Best Use’. The hotel extension will add much needed facilities and amenities and help support the wider social and economic benefits that are associated with the growth of the Airport.
- 7.3 It has been demonstrated that the development has no significant environmental effects, which reiterates the assessments in respect of wider Airport growth made during the preparation of the Core Strategy. The development of the hotel is therefore wholly consistent with adopted policy. It will enable the Airport to continue to fulfil its economic driver role for the City Region. In addition, the proposed scheme makes more efficient use of previously developed land and given the proximity to the existing Airport Station the application site is considered to be a very sustainable location for development.
- 7.4 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.