

Planning Statement

Temporary surface car park at Hillkirk Street, Manchester
Manchester City Council

February 2026

Contents

1.	Introduction	1
2.	Site Location and Context	3
3.	The Proposed Development.....	7
4.	The Development Plan and Other Material Considerations	9
5.	Assessment of the Principle of Development	17
6.	Assessment of Design and Technical Considerations	25
7.	Conclusions.....	29

Appendices

- Appendix I Submission Schedule
- Appendix II Relevant Planning Policies

Document Details

Report title: Planning Statement
Prepared by: RB
Status: Final
For and on behalf of AshtonHale Limited



1. Introduction

1.1 This Planning Statement has been prepared by AshtonHale Limited ("AshtonHale") on behalf of Manchester City Council ("the Applicant") in support of a full application submitted to Manchester City Council ("MCC") for a temporary surface car park on land at Hillkirk Street, Manchester ("the Site").

1.2 The description of development as stated on the application form is:

"Full planning application for a temporary surface car park and any associated works"

1.3 This application is accompanied by a suite of supporting plans and technical reports, appropriate to the scale of development, which should be read alongside this Planning Statement. A full list of submitted information, the scope of which was agreed with MCC during pre-application discussions is provided at **Appendix I** of this Statement.

1.4 The purpose of this Planning Statement is to provide a detailed description of both the application site and development proposals, assessing the proposed development against all relevant policies of the Development Plan and other material considerations.

1.5 The following chapters of this Planning Statement are structured as follows:

- **Chapter 2: Site Location and Context** - this chapter provides a description of the application site and the local context;
- **Chapter 3: The Proposed Development** - this chapter provides a description of what planning permission is being sought for;
- **Chapter 4: The Development Plan and Other Material Considerations** - provides a summary of relevant planning policy, and other material considerations;
- **Chapter 5: Assessment of the Principle of Development** - this chapter discusses the proposed uses and compliance with relevant planning policy through consideration of the key issues posed by the Development Plan and other material considerations;



- **Chapter 6: Assessment of Design and Technical Considerations** – this chapter sets out a summary of any design issues alongside technical work undertaken to support the planning application, and compliance with relevant policies;
- **Chapter 7: Conclusion** - this chapter provides a summary of each of the above chapters and reaches the firm conclusion that the scheme is appropriate for full planning permission to be granted.



2. Site Location and Context

- 2.1 Figure 2.1 below illustrates the location of the Site and the extent of the planning application boundary (edged red). The Site extends to approximately 0.6 hectares ('ha') in area.

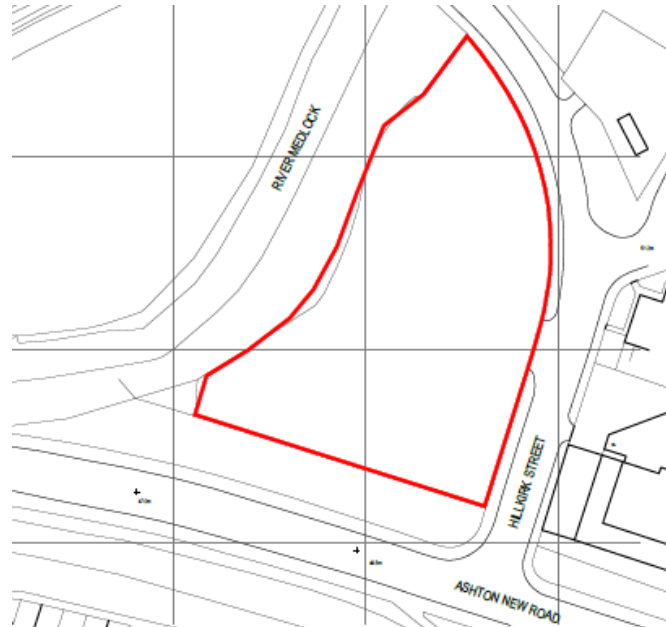


Figure 2.1: Location Site Plan (dwg ref. AS907-01)

- 2.2 The Site, also known as the 'Green Car Park', is located adjacent to Hillkirk Street in Manchester and forms part of the Edwin Road Industrial Estate, to the west of Sportcity and the Etihad Campus. The Site is bounded by Ashton New Road (A662) to the south, Hillkirk Street to the east, Cambrian Street to the north, and a wooded area and the River Medlock to the west.
- 2.3 The Site is currently vacant and comprises hardstanding ground. It is utilised by Manchester City Football Club (MCFC) for Etihad Stadium matchday and event parking on a temporary basis, in accordance with Schedule 2, Part 4, Class B of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), which permits temporary use of land for up to 28 days in any calendar year. Based on information provided by MCFC, the existing car park has a capacity of 173 standard parking spaces, which are pre-booked in advance of matchdays.

- 2.4 The surrounding buildings to the north and east, across Cambrian Street and Hillkirk Street, comprise a mix of commercial, industrial, and office uses. To the south of the Site, across Ashton New Road, the surrounding area is predominantly residential.
- 2.5 Access to the Site is provided from Hillkirk Street, with an entrance capable of accommodating two-way traffic. The access currently comprises secure manual vehicle gates, enclosed by boundary fencing and railings.
- 2.6 The Site is not subject to any environmental designations.
- 2.7 Figure 2.2 below shows the Site's location in relation to the existing Etihad Campus Sports and Innovation Zone. The Site falls within the Eastlands Regeneration Framework area and is located adjacent to the Holt Town Neighbourhood Development Framework boundary. Chapter 4 provides further context of the area.



Figure 2.2: Surrounding Context of the Site

Planning History

- 2.8 A desktop review of MCC's online Planning Register has been undertaken, the pertinent planning history of the Site has been set out in the table below to detail relevant planning applications.

Application reference	Description of Development	Status
120535/DEM/2018	Prior approval for the demolition of single storey building	Approved 31 July 2018
112521/FO/2016/N2	Change of use of warehouse (Use Class B8) to form 1250 capacity ice skating rink (Use Class D2) together with elevational alteration, new entrance canopy and single storey rear extensions with associated car parking, drop off zone and landscaping for a period of 5 years	Withdrawn 16 December 2016
092225/FU/2010/N2	Change of use to car park for a period of three years	Approved 21 April 2010
093340/REP/2010/N2	Application for new planning permission to replace extant planning permission 083447/OO/2007/N2: OUTLINE APPLICATION for the principle of mixed use development comprising 466,063 sqm of residential floorspace (equating to a maximum of 4,348 residential units), Class A1 retail, Class A2 offices, Class A3 restaurant, Class A4 public houses and Class A5 (hot food takeaways (2028 sqm in total), Class B1 (offices) and Class D1 non-residential accommodation and Class D2 Assembly and Leisure (11,121 sqm in total) and a primary school plus associated access and open space, in order to extend the time limit for implementation	Approved 11 December 2012
083447/OO/2007/N2	OUTLINE APPLICATION for the principle of mixed use development comprising 466,063sqm of residential floorspace (equating to a maximum of 4,348 residential units) Class A1 retail, Class A2 offices, Class A3 restaurant, Class A4 public houses and Class A5 (hot food takeaways (2028sqm in total), Class B1 (offices) and Class D1 non-residential accommodation and Class D2 Assembly and Leisure (11,121sqm in total) and a primary school plus associated access and open space	Approved 02 July 2008
056064/FO/NORTH2/99	Retrospective application for replacement of existing fencing with 2.4m high palisade fencing and replacement gates	Approved 24 January 2000
034548	Change of use from timber warehouse to builders merchants premises	Approved 31 August 1989
F09001	Use of reception area as a trade and retail sales counter.	Approved 06 September 1978

Pre-Application Consultation

- 2.9 Ongoing correspondence has been held with MCC planning officers in the preparation of this application. A meeting was held with MCC and MCFC on 18th November 2025 where the principle of development, wider transport strategy and scope of planning requirements were discussed.
- 2.10 Prior to submission, Astute Transport liaised with MCC Highways, issuing a briefing note setting out the nature of the proposals, the operational context of the Etihad Campus and the scope and conclusions of the Transport Statement. This engagement has been undertaken to inform the Council's highway officers at an early stage and to invite any initial comments ahead of formal consultation.

3. The Proposed Development

- 3.1 The Applicant is seeking temporary planning permission for the use of a surface level car park on land at Hillkirk Street and illustrated in Figure 3.1 below, for a period of 3 years.
- 3.2 The existing car park has a capacity of approximately 173 standard parking spaces. The proposed development will not result in any alteration to the number or type of parking spaces available as demonstrated illustratively in Figure 3.1 below. No physical works are proposed as part of this application.



Figure 3.1: Proposed Site Layout (dwg ref. AS907-03 Rev A)

- 3.3 Accessible parking, electric vehicle charging points, motorcycle parking, and cycle parking are not proposed as part of the proposed development. This is due to the substantial provision of these facilities already available in more appropriate locations across the wider Etihad Campus, which forms part of the Campus' established transport and access strategy. Given the Site's peripheral location within the campus, the temporary nature of the proposed development, and the low demand for motorcycle parking on match and event days, the provision of these facilities is not considered necessary.

- 3.4 The existing traffic management arrangements at the Site operate effectively on matchdays and have no associated highway safety concerns. These arrangements will be retained for the proposed temporary car park use.
- 3.5 On non-match days and for Co-op Live events, the Council are proposing to adopt the same management approach with on-site traffic marshals to ensure consistency with wider Etihad Campus operations. Parking will be pre-bookable in advance and controlled using a manual ANPR system to verify vehicle registrations against the online booking system, as well as on the day use.
- 3.6 For Co-op Live events, Ashton New Road will remain fully open after events, allowing vehicles to exit in multiple directions via Hillkirk Street. This provides improved traffic dispersal compared to matchday conditions, which are considered a worst-case scenario.



4. The Development Plan and Other Material Considerations

- 4.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70 (2) of the Town and Country Planning Act 1990, applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 4.2 This chapter outlines and assesses the proposals against the Development Plan and all other material considerations which the decision taker should have regard to.

The Development Plan

- 4.3 The Development Plan for the Site currently comprises the following documents:
- Places for Everyone (adopted March 2024);
 - Manchester's Core Strategy 2012-2027 (adopted July 2012);
 - The 'saved' policies of the Manchester Unitary Development Plan (adopted July 1995).
 - Greater Manchester Joint Waste Development Plan document (2012); and
 - Greater Manchester Joint Minerals Plan (2013).
- 4.4 The Waste and Minerals Plans are not relevant to the Site or the proposals and as such no further consideration is given to them in this document.

Places for Everyone

- 4.5 Adopted in March 2024, Places for Everyone is a long-term strategic plan for nine Greater Manchester boroughs (Bolton, Bury, Oldham, Rochdale, Manchester, Salford, Tameside, Trafford and Wigan). The plan identifies the amount of new development that will come forward across the nine districts, from new homes to industrial sites, and supports the delivery of key infrastructure, while protecting important environmental assets.
- 4.6 An overview of the policies which are of relevance to the application are set out at **Appendix II**.



Manchester Core Strategy

- 4.7 The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long-term strategic planning policies for Manchester's future development.

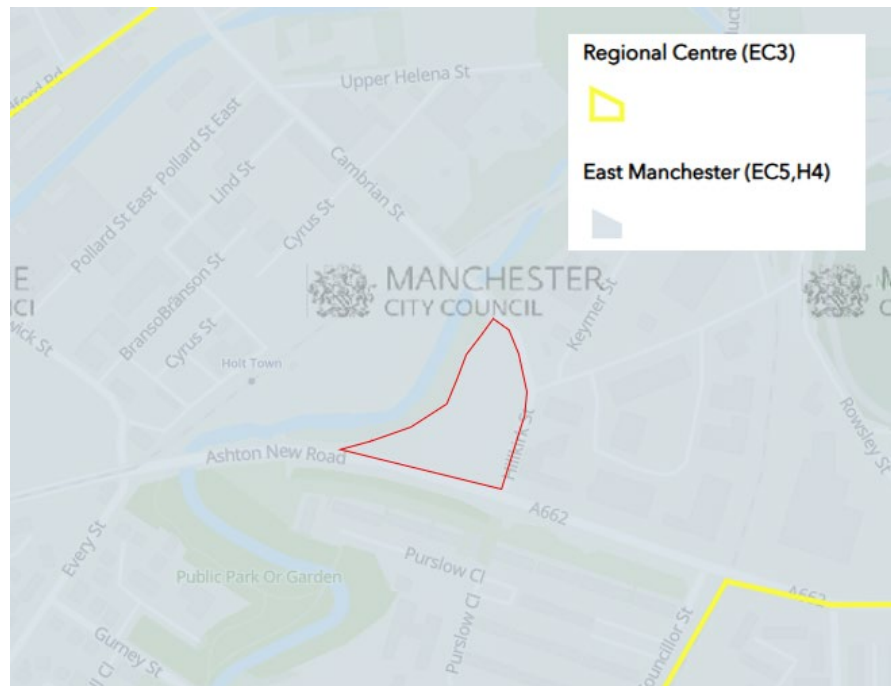


Figure 4.1: Extract of Policies Map (site outlined in red)

- 4.8 An overview of the policies which are of relevance to the application are set out at **Appendix III**, however the Site is covered by the following on the Policies Map extract at Figure 4.1:

- **Policy EC3 The Regional Centre:** Within the Regional Centre development for employment generating uses will be encouraged. The Regional Centre is an appropriate location for large scale leisure uses, for which City Centre sites are unsuitable.
- **Policy EC5 East Manchester:** East Manchester is expected to provide approximately 80-85ha of employment land, with provision to be within Eastlands (EC7), a major leisure visitor destination with ancillary retail and offices.
- **Policy EC7 Eastlands Strategic Employment Location:** Eastlands Strategic Employment Location will accommodate 40-45 ha. of new development and is suitable for a major sports and leisure visitor destination with complementary commercial, retail and hotels.

Saved Unitary Development Plan

- 4.9 The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council on 21 July 1995. The UDP policies set out the framework for land use, development, and regeneration across the city. The UDP focuses on sustainable growth, economic development, housing, transport, environmental protection, and heritage conservation. Although the UDP has been partially replaced by the Core Strategy (2012) and other local development documents, some saved policies still guide planning decisions.
- 4.10 UDP Policy EM11 Sportcity identifies the Etihad Campus as the central focus of East Manchester regeneration, emphasising its role in driving wider area transformation.

Other Material Considerations

- 4.11 There is a series of other planning policy guidance documents at local and national level that are relevant to the determination of this application which include:
- National Planning Policy Framework (December 2024);
 - Planning Practice Guidance (March 2014 and as updated); and
 - The Emerging Manchester Local Plan
 - Supplementary Planning Documents and Guidance.
- 4.12 These are addressed in-turn below.

National Planning Policy Framework

- 4.13 The most recent National Planning Policy Framework ('NPPF') was published in December 2024 and contains the Government's most up-to-date planning guidance. The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The NPPF is a significant material consideration in the determination of this application. The overall emphasis of the NPPF is to reiterate the Government's key objectives include significantly boosting the supply of homes, facilitating economic growth and securing



sustainable development. Policies within the NPPF that are considered pertinent to the determination of this application are included at **Appendix II**.

Planning Practice Guidance

- 4.14 On 6th March 2014 the Department for Communities and Local Government launched the online Planning Practice Guidance (PPG) as a web-based resource to further simplify and bring together planning practice guidance for England in an accessible and usable way. The PPG is updated at regular intervals and is intended to assist practitioners and provide further guidance on the interpretation of national planning policy within the NPPF. It is therefore a significant material consideration in the determination of the application.

Emerging Local Plan

- 4.15 Consultation on the draft Local Plan ran from Monday 22 September to Monday 17 November 2025. The draft Local Plan sets out how the city will meet the need for new development over the next 15 years. It identifies where new development will happen, which green spaces and other aspects of the environment will be protected or enhanced, and how transport and other infrastructure will be improved.
- 4.16 The Site is covered by the following on the Policies Map extract at Figure 4.2:
- **Policy SP1 Spatial Principles:** The Core Growth Area will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality residential development. This will be focused primarily on the City Centre within the Inner Ring Road, the universities and hospitals along the Oxford Road Corridor and east towards Central Park.
 - **Policy SGL1 Strategic Growth Locations:** Identifies Sportcity as an Employment Growth Location and a strategic growth area within the Draft Manchester Local Plan.



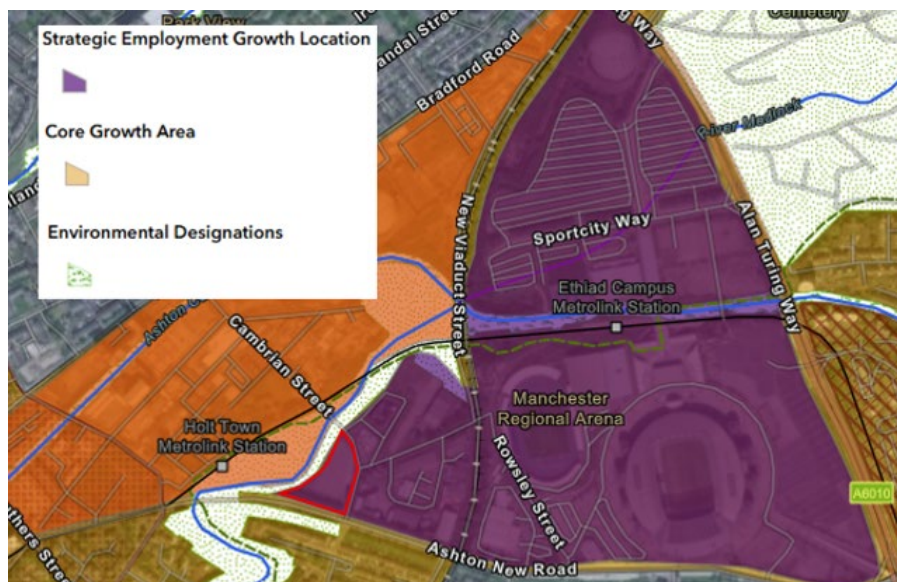


Figure 4.2: Extract of Draft Manchester Local Plan Policies Map (site outlined in red)

- 4.17 The site is allocated under draft Policy SGL6, with Sportcity recognised as a sports and leisure destination of national significance, centred on Manchester City Football Club, the Co-op Live, the National Cycling Centre and a cluster of national sporting organisations. The draft policy supports large-scale sports and leisure development with a wide catchment, alongside a mix of complementary uses including commercial, hotel, community and learning uses and ancillary facilities such as car parking.
- 4.18 Draft Policy SGL6 states that development is required to provide sustainable transport and highway infrastructure to manage visitor and employee movements throughout the day and week, particularly on event days, while ensuring that vehicular access and car parking do not have an unacceptable impact on neighbouring residential areas.
- 4.19 Other relevant draft policies within the draft Local Plan that are considered pertinent to the determination of this application are included at **Appendix II**.

Supplementary Planning Documents and Guidance

- 4.20 There are a number of Supplementary Planning Documents and other documents which are approved and/or published by the Council and therefore are material considerations in the determination of this planning application. Those relevant include:

- The Guide to Development in Manchester (2007)
- Eastlands Regeneration Frameworks

The Guide to Development in Manchester (2007) SPD

- 4.21 The SPD seeks to provide guidance which will help to development and enhance an environment within Manchester that is visually attractive, has a unique and positive sense of place and that properly caters for the functions which it accommodates both now and in the future. The advice covers the following issues: design; accessibility; environmental standards; street hierarchy; parking guidelines; housing density; promotion of a safer environment; design for health; and internal design principles.

Eastlands Regeneration Framework

- 4.22 The development of the Eastlands area has been guided by a series of long-term Regeneration Frameworks adopted by MCC, originally endorsed in 2011 and updated in 2017 to guide growth around the Etihad Campus and the Ashton Canal Corridor, linking with the expansion of the City Centre through Ancoats and New Islington.
- 4.23 Since the approval of the 2017 Framework, Manchester's economic growth has continued at pace, with the impacts increasingly evident in East Manchester. In response, an updated Eastlands Regeneration Framework was approved in 2019¹ to reflect the growing profile of the Etihad Campus and its long-standing ambition to become a globally competitive destination for sport, leisure, recreation, culture and entertainment.
- 4.24 Throughout its evolution, the Etihad Campus has consistently been identified as a major city-regional and national economic driver, with successive frameworks promoting its role as the focus for a world-class sport and leisure destination supported by significant investment in facilities, education and community infrastructure. The Regeneration Frameworks are supported by complementary strategies, including the Etihad Campus Strategic Sustainability Framework and

¹

<https://democracy.manchester.gov.uk/documents/s5434/Eastlands%20Regeneration%20Framework%20Appendix.pdf>

Movement and Transport Strategic Vision, which provide a coordinated approach to managing the Campus's expanded capacity as approved under the 2014 Etihad Stadium expansion permission.

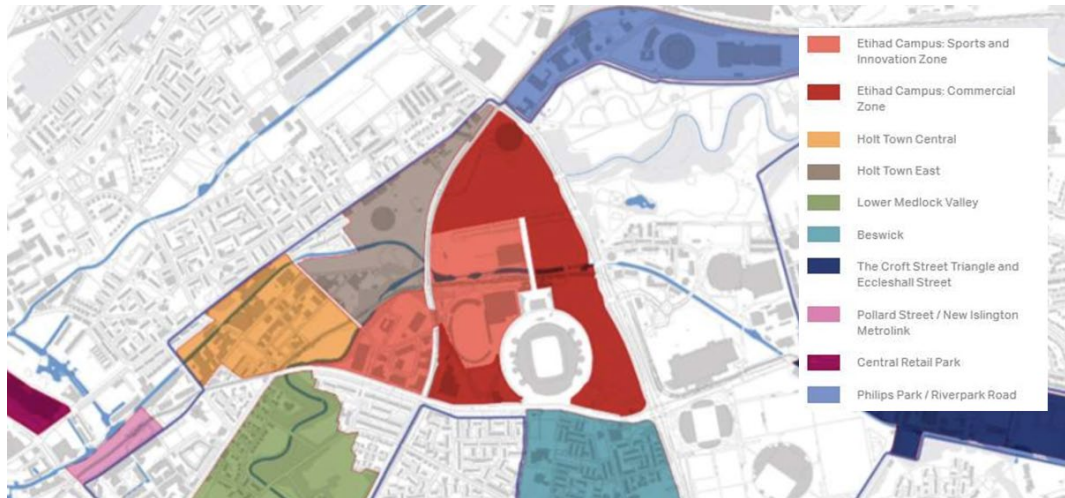


Figure 4.2: Extract of Eastlands Key Sub-Areas

- 4.25 The latest iteration Eastlands Regeneration Framework (2019) identifies the Site within the *Etihad Campus: Sport and Innovation Zone* (Figure 4.3 below), which is allocated as a major centre for education, research, innovation and elite sport.

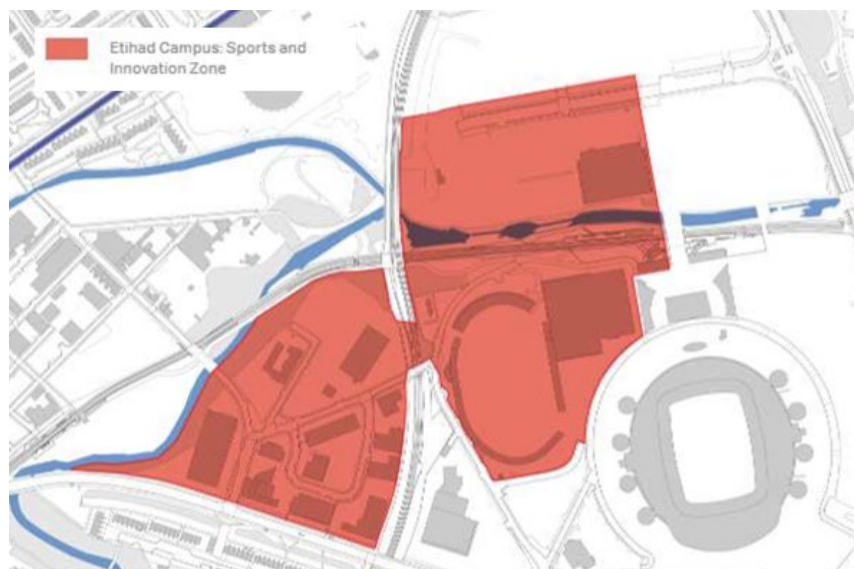


Figure 4.3: Extract of The Etihad Campus: Sport and Innovation Zone

- 4.26 The Framework proposals include improvements to existing sporting facilities, enhanced public realm, green and blue infrastructure along the Ashton Canal, traffic calming and road closures to improve safety and connectivity, and the creation of a vibrant, year-round destination beyond match and event days.

4.27 Overall, the Site forms part of a long-term vision to establish the Etihad Campus as the epicentre of sport, innovation and education in the UK, supporting economic growth, skills development and regeneration in East Manchester.



5. Assessment of the Principle of Development

- 5.1 This application seeks temporary planning permission for a change of use of the Site to allow its continued and extended use as a managed car park in support of activities and events at the Etihad Campus. The Site is currently used by MCFC for Etihad Stadium matchday and event parking under the 28-day permitted development allowance with the General Permitted Development Order without the need for planning permission.
- 5.2 Outside of matchdays and events, the Site remains vacant, despite its highly accessible location within the Etihad Campus. The Site lies within the Eastlands Regeneration Framework, specifically within the Etihad Campus Sport and Innovation Zone², for which a Development Framework is proposed to be prepared. This framework will establish a masterplan for the Zone, setting out the future form, uses and development principles for land within the area.
- 5.3 The proposals do not seek to establish a permanent car park. Instead, they represent a carefully considered meanwhile use of vacant land directly linked to the ongoing function of the Etihad Campus during a period of significant regeneration and transformation across the Campus and the wider East Manchester area, ahead of a more permanent development solution in line with regeneration objectives

Context and Need for Car Parking Provision

- 5.4 The Etihad Campus has evolved into a sports, leisure and cultural destination of national and international significance, anchored by the Etihad Stadium, the Co-op Live, Manchester Regional Arena and the National Cycling Centre. In addition to Premier League and European football fixtures, the campus now hosts major international concerts, women's football fixtures, academy and junior football programmes, City in the Community initiatives, and large-scale sporting

² Please refer to pages 40-43 of the Eastlands Regeneration Framework for further detail on The Etihad Campus Sport and Innovation Zone



competitions, including the UEFA Euro 2028 tournament, during which the Etihad Stadium will host five matches.

- 5.5 As a result, the frequency and scale of events at the Campus has increased substantially, with a growing number of days where multiple venues operate concurrently. These peak multi-event days generate parking demand that cannot always be accommodated by the permanent car park stock alone. In addition, the Campus increasingly attracts high-profile one-off events (including major music and awards ceremonies such as the BRIT Awards and MOBO Awards in 2026) which can generate distinctive operational requirements and visitor profiles beyond typical matchday patterns.
- 5.6 At the same time, the Etihad Stadium is undergoing a phased expansion programme. As works progress, land uses in the immediate vicinity of the stadium are changing, with existing permanent parking areas being temporarily displaced by construction activity. A clear example of this is the ongoing North Stand expansion at the Etihad Stadium (LPA ref. 136763/FO/2023), which requires a construction compound to be located on areas currently used for permanent parking, resulting in the temporary loss of car parking capacity. As the stadium expansion continues, further temporary displacement of parking provision may occur. In addition, certain major events may require temporary reconfiguration of the surrounding public realm and stadium frontages (for example for broadcast compounds, controlled zones, security perimeters and red-carpet arrivals), which can further reduce available parking and circulation space at peak times.
- 5.7 In parallel, the Etihad Campus operates within a coordinated transport and movement strategy. This is based on achieving a modal shift away from the private car, supported by enhanced Metrolink services, park and ride, shuttle buses, improved walking and cycling routes, cycle hire, new cycle parking, variable message signage and a managed, pre-booked event-day parking system.
- 5.8 Notwithstanding the focus on modal shift, flexible and adaptable parking infrastructure remains essential to ensure that the Etihad Campus can continue



to operate effectively during this period of growth and physical change, and avoid impacts spilling out on surrounding employment and residential areas. This need is heightened by the increasing presence of informal and unauthorised “pop-up” parking on vacant plots in the surrounding area (for example, the circa 100 spaces reported on Edwin Road). Such locations are not subject to the same management, enforcement, safety oversight or technical assessment as formal event-day parking (including no confirmed operational controls, stewarding, capacity management, or consideration of highway impacts). In this context, the provision of lawful, managed and enforceable parking is a public benefit. It allows demand to be accommodated in a controlled manner, reduces the risk of unsafe or obstructive parking, and supports the wider transport strategy through pre-booking, pricing and operational controls.

- 5.9 The Site is intended to function as a temporary overflow location for standard car parking in response to peak event demand. Given its location on the western periphery of the Etihad Campus, and the substantial existing provision of accessible parking, cycle parking and EV charging infrastructure within permanent car parks closer to the Campus’ principal venues, the Site is not proposed to accommodate these specialist facilities. This approach ensures that such provision remains concentrated in the most accessible and appropriate locations, while allowing the Site to perform a clearly defined and necessary supporting role within the wider Campus parking strategy.

The Site’s Role in the Campus

- 5.10 The Site occupies a highly accessible and strategically located position on the western edge of the Etihad Campus. The use of the Site for car parking is well established, and on matchdays the car park operates at or close to full capacity, clearly demonstrating strong demand for parking at this location.
- 5.11 At present, the use of the site is restricted to 28 days per year under permitted development rights. When not in use for Etihad Stadium matchday or event parking, the Site remains vacant. The proposals seek to temporarily extend the number of days the site can be used for parking in order to support non-



matchday events at the Etihad Stadium, Co-op Live and other Sportscity destinations, as well as days when multiple venues operate concurrently.

- 5.12 The proposals seek planning permission for a temporary change of use of the Site to support car parking demand across the Campus for a period of three years. This would allow the Site to be used flexibly in response to event-related and operational demand arising across the Campus, beyond the current 28-day permitted development allowance. In operational terms, it is anticipated that MCFC would make use of the Site on approximately 44 days per year, with MCC operating the Site for up to approximately 150 arena event days per year as well as associated demand from the Campus at other times of the year. However, the purpose of the proposals is not to prescribe a fixed number of days of use, but to enable the Site to perform a consistent and adaptable role within the Campus-wide parking strategy over the temporary permission period.
- 5.13 The Site would also form part of a managed parking offer (with booking, stewarding and enforceability) which, alongside pricing, helps to regulate demand and discourages the use of unauthorised parking areas that can arise on vacant land.
- 5.14 The Site will therefore perform a critical function in supporting the continued growth of the Etihad Campus as a major regional, national and international destination, particularly in the context of:
- More frequent concurrent multi-venue operation
 - One-off major events and tournaments which can create additional and atypical operational requirements; and
 - The ongoing regeneration programme which temporarily displaces permanent parking.
- 5.15 The lawful operation of the Site provides a controlled and safe means of meeting peak demand and helps mitigate the adverse effects associated with unmanaged, informal parking activity in surrounding streets and vacant plots.
- 5.16 The application has been developed in collaboration with, and is fully supported by, the Etihad Campus Working Group. The Working Group provides a coordinated governance framework for managing transport and movement

across the Campus and has identified the temporary use of the Site as an appropriate and necessary component of the overall parking strategy.

- 5.17 The proposed use of the Site forms part of an incremental and adaptive approach to car parking provision across Sportscity, responding to levels of activity, intensity of use and patterns of demand that were not envisaged when earlier parking strategies were developed. The Site should be viewed as one element of a wider and integrated transport network across the Campus, operating alongside established provision for accessible parking, cycle parking and EV charging infrastructure located within permanent car parks in closer proximity to the principal venues.
- 5.18 Given the temporary nature of the proposals, no physical works are required to the Site and no changes are proposed to its existing hardstanding condition. The application seeks solely to allow the wider use of the Site for car parking under established and approved management arrangements for a limited three-year period.

Planning Policy Context

- 5.19 The Site is located within the Etihad Campus in East Manchester and is covered by a number of adopted development plan policies which establish the area as a strategic location for major sports, leisure and visitor-related development. Policy EC7 further identify Eastlands as a major sports and leisure visitor destination, suitable for large-scale development supported by complementary commercial, retail and hotel uses. In addition, UDP Policy EM11 identifies the Etihad Campus as the central focus of East Manchester's regeneration, emphasising its role in driving wider economic transformation and supporting major visitor attractions. Together, the adopted development plan policies establish strong in-principle support for development which facilitates the effective operation of large-scale sports and leisure uses at the Etihad Campus.
- 5.20 The Eastlands Regeneration Framework identifies the Site within the Etihad Campus Sport and Innovation Zone, which is intended to accommodate a concentration of elite sport, education, research and innovation uses. The Framework is supported by complementary strategies, including the Etihad

Campus Strategic Sustainability Framework and the Movement and Transport Strategic Vision, which together provide a coordinated approach to managing the increased intensity of use and visitor numbers associated with the Campus's growth.

- 5.21 Within this adopted policy and framework context, the provision of managed and flexible car parking is an essential enabling component of the Etihad Campus's continued operation and evolution. The proposed temporary car park supports the effective functioning of existing and emerging sports and leisure uses, assists in managing visitor movements on event days, and forms part of a wider, integrated transport strategy for the Campus.
- 5.22 In addition, the Site lies within the Sportcity allocation identified in the Draft Manchester Local Plan (Regulation 18) under Policy SGL6. Whilst limited weight can be afforded to this emerging policy, it is consistent with the adopted development plan and Eastlands Regeneration Framework in recognising the Etihad Campus as a sports and leisure destination of national significance and in identifying ancillary uses, including car parking, as appropriate to support large-scale visitor facilities.
- 5.23 Taken together, the adopted development plan policies, the Eastlands Regeneration Framework and the emerging Local Plan provide clear and consistent support for the principle of managed car parking as part of the Sportcity / Etihad Campus destination. The proposed development accords with these policies by supporting nationally significant facilities, assisting in the management of visitor demand and helping to protect surrounding residential areas from inappropriate on-street parking.

Justification for Temporary Permission and Meanwhile Use

- 5.24 The Site is allocated for future development within the Eastlands Regeneration Framework and the emerging Local Plan, and its long-term redevelopment is fully supported. However, regeneration of this scale is delivered through a phased



masterplan, with individual plots coming forward at different times depending on infrastructure delivery, funding and market conditions.

- 5.25 In the interim period, land can remain vacant for extended periods while regeneration proposals are brought forward. The proposed temporary car park represents an appropriate, low-impact and reversible meanwhile use that makes productive use of vacant land while supporting the current and short-term future operational needs of the Etihad Campus to accommodate expansion and increased activity. It also provides lawful, managed and enforceable event-day parking, helping to reduce reliance on informal and unauthorised parking activity on nearby vacant plots.
- 5.26 The temporary nature of the application is intrinsically linked to the ongoing transformation of the Campus, including the North Stand expansion, the growth of events at the Co-op Live, the increasing frequency of peak multi-event days, the lead-in period to UEFA Euro 2028, and the attraction of major one-off events (including awards ceremonies and broadcast-led events) that can generate additional ancillary uses and temporary operational requirements. A temporary permission allows the Campus to respond to short-term operational pressures while maintaining full flexibility for the delivery of long-term regeneration objectives.
- 5.27 The temporary nature of the proposals mean they will not prejudice the future redevelopment of the site in line with established regeneration objectives.

Planning Balance and Summary

- 5.28 Sportscity and the Etihad Campus is a destination of national significance that is experiencing rapid growth in both the scale and frequency of events, alongside a programme of long-term regeneration and physical transformation. This combination of increasing visitor demand, one-off major events with additional operational requirements, and the temporary displacement of permanent parking provision has created an immediate operational need for flexible, well-located parking capacity, that was not necessarily envisaged under previous planning applications.



- 5.29 The Site already operates successfully as a matchday and event car park for the Etihad Stadium for 28 days per year and is well positioned to support the wider Campus offer, which does not currently benefit from the site. The proposals seek to make more efficient use of this vacant land through a carefully managed temporary use that will improve the resilience and effectiveness of the Campus-wide parking strategy, including by providing lawful and enforceable parking that can be operated in a controlled manner. This will help with the day-to-day use of the Campus as well as its ability to successfully attract and host events of a regional, national, and international importance to Manchester.
- 5.30 The proposals are fully aligned with draft Local Plan Policy SGL6, which explicitly supports ancillary car parking and recognises the need for transport infrastructure that responds to visitor movements on event days. The temporary nature of the application ensures that the proposals support, rather than prejudice, the long-term regeneration of East Manchester.
- 5.31 In this context, the proposed temporary car park represents a sustainable and an appropriate meanwhile use that delivers clear operational and community benefits during a period of transition.



6. Assessment of Design and Technical Considerations

- 6.1 This chapter of the Statement summarises the findings of the individual technical assessments which accompany the detailed planning submission and demonstrates that the proposal accords with both national and local planning policy criteria.

Transport and Car Park Management Strategy

- 6.2 A Transport Statement has been prepared by Astute and submitted in support of this application. Astute has undertaken ongoing liaison with the MCC Development Team, as well as representatives from the City Football Group and Manchester City Football Club (MCFC), to ensure that the application proposals reflect the current operational requirements at the Site and they are aligned with the wider Etihad Campus activities and future masterplan proposals, including the associated transport strategy and infrastructure provision.
- 6.3 As part of the report, Astute details the existing and proposed site operation and associated management arrangements for the car park. The existing car park is managed by Tracsis as part of Manchester City Football Club's campus-wide traffic management operation. Site observations confirm that the internal and surrounding traffic management arrangements operate effectively and safely, with no highway safety concerns identified in accident data relating to the Hillkirk Street access.
- 6.4 Vehicles access the Site via Ashton New Road or Cambrian Street and are admitted by Tracsis marshals using a manual ANPR system linked to an online booking platform. While there are no formal pedestrian routes or road markings within the car park, the site is well marshalled, vehicle speeds are low, and pedestrian movements are managed safely.
- 6.5 On Etihad Stadium match and event days, temporary road closures are implemented on surrounding streets to facilitate pedestrian movement away from the Etihad Stadium. As a result, vehicles exiting the Site are temporarily

required to turn left onto Cambrian Street only, with this arrangement enforced through cones, signage, bollards, and on-site marshals.

- 6.6 Some localised congestion was observed on Hillkirk Street during arrival and departure periods; however, this was primarily attributable to wider network constraints rather than the operation of the car park itself. Overall, the existing traffic management arrangements are considered to function effectively and safely.
- 6.7 The Transport Statement concludes that the proposals comply with national and local planning policy, including the NPPF, and would not result in unacceptable impacts on highway safety or the surrounding road network. No accident blackspots were identified, the existing car park capacity of approximately 173 spaces will remain unchanged, and traffic management arrangements are considered effective.
- 6.8 Overall, the development is not expected to have a severe transport impact and is considered acceptable in highways terms. On this basis, it is considered that the proposed development accords with Core Strategy policies T1, T2 and T3, and the NPPF.

Noise Impact

- 6.9 A Noise Impact Assessment has been prepared by Sol Acoustics and submitted to support this application. The report details the baseline noise levels measured at the Site, assess the proposed development in accordance with relevant national guidance and MCC's Planning and Noise Technical Guidance, and determine the acoustic impact of the car park on the worst affected noise sensitive receptors.
- 6.10 The report concludes that there will be a negligible change in noise level, and the predicted worst-case incident noise level is more than 5dB below the typical daytime background noise and at least 4dB below the typical nighttime background noise level. Predicted external incident maximum noise event levels do not exceed guidance and are in line with MCC's local plan requirements.

Air Quality

- 6.11 An Air Quality Assessment has been prepared by Redmore Environmental to determine baseline conditions, assess potential impacts associated with fugitive dust emissions during the construction phase and road transport emissions during the operational phase, and identify any requirement for mitigation measures.
- 6.12 Potential construction phase impacts arising from earthworks and track-out activities were assessed, and it is considered that the implementation of appropriate site-specific control measures would provide suitable mitigation for a development of this size and nature, reducing potential impacts to an acceptable level.
- 6.13 During the operational phase, potential impacts from road traffic exhaust emissions associated with vehicles travelling to and from the Site were assessed using standard screening criteria and, due to the low number of vehicle trips generated, were not predicted to be significant.
- 6.14 On this basis, air quality is not considered a constraint to planning consent, and the assessment meets the requirements of local and national planning policy, including Core Strategy Policies DM1 and EN16 and paragraph 199 of the NPPF.

Ecology

- 6.15 Ecology surveys were undertaken in December 2025 and documented in the Preliminary Ecological Appraisal prepared by Rachel Hacking Ecology.
- 6.16 The report confirms that the site has a negligible level of ecological interest. Habitats on site are limited to hardstanding, artificial unsealed surface and occasional scattered trees. Woodland and the River Medlock are present immediately to the northwest. Trees offer suitable nesting habitat for birds. Hedgehogs may forage and commute on site. Bats are likely to forage along the river corridor and adjacent woodland edges but habitats on site are of low suitability. As no physical works are taking place, no further survey is required.



- 6.17 The proposal accords with Core Strategy Policies EN9 and EN15. As stated, the site should be categorised as a 'de minimis exemption site' for the purposes of BNG legislation.

Flood Risk and Drainage

- 6.18 A Flood Risk and Drainage Strategy has been prepared by Shaw Stephens Consulting, which concludes that The Environment Agency flood maps confirm the Site is entirely within Flood Zone 1 (low flood risk). There is a small, localised surface water flooding area at the south-east corner near Hillkirk Street and along the western kerb of Hillkirk Street, with predicted water depths of less than 200mm even under climate change conditions up to 2060.
- 6.19 The existing site surface comprises stone covering the footprint of a former (now demolished) building, with the former external concrete yard slab remaining in situ. As it is intended to retain the surface in its current condition, the only surface water drainage risk relates to localised standing water caused by a lack of positive drainage over the stoned-up areas. Due to the relatively flat nature of the Site, this is expected to be limited to shallow ponding and can be managed MCC as part of the operation and maintenance strategy for the proposed temporary car park.
- 6.20 There is no risk from reservoir flooding, and groundwater mapping shows no potential for groundwater flooding. As there are no basement proposals, groundwater flood risk is considered negligible.
- 6.21 The proposed development therefore complies with Core Strategy Policies EN14 and EN17.

Summary

- 6.22 It has been clearly demonstrated that the proposals accord with the relevant policies of the Development Plan with regards design and technical matters, and there are no constraints that would prevent the development coming forward.



7. Conclusions

- 7.1 This Planning Statement has been prepared by AshtonHale Limited (“AshtonHale”) on behalf of Manchester City Council (“the Applicant”), in support of a full application submitted to Manchester City Council (“MCC”) for a temporary surface car park on land at Hillkirk Street, Manchester (“the Site”).
- 7.2 This application seeks temporary planning permission for the continued and extended use of the Site as a managed car park to support the growing range of events and activities at Sportscity and the Etihad Campus. The Campus has evolved into a destination of national and international significance, with increasing numbers of large-scale and concurrent events generating peak parking demand that cannot always be accommodated by existing permanent provision, particularly during ongoing regeneration works which are displacing established parking areas.
- 7.3 The Site is strategically located, well established as a matchday and event car park and demonstrably operates at or near full capacity, highlighting strong demand for parking in this location. The proposals represent a carefully considered meanwhile use of vacant land, enabling the Site to play a more consistent and crucial short-term operational role within the Campus-wide parking strategy while regeneration is delivered on a phased basis.
- 7.4 The proposed temporary car park accords with the adopted development plan and the Eastlands Regeneration Framework, which together establish Sportscity and the Etihad Campus as a strategic location for major sports and leisure uses supported by appropriate ancillary infrastructure, including managed car parking. The proposals support the effective operation of nationally significant venues, assist in managing visitor movements on event days, and help reduce pressure on surrounding residential streets, while remaining fully reversible and not prejudicing the Site’s future redevelopment in accordance with the Framework.
- 7.5 The proposals are also consistent with the direction of travel set out in the Draft Manchester Local Plan Policy SGL6, which recognises Sportscity as a destination



of national significance and supports ancillary car parking and transport infrastructure to facilitate major events. Taken as a whole, the proposal represents a sustainable, policy-compliant and temporary meanwhile use that delivers clear operational and community benefits during a period of growth and transformation at the Etihad Campus.

- 7.6 The project team have undergone positive pre-application consultation with the Council, and this application has been supported by a series of technical reports that confirm the proposals will not have an impact on the Site and its neighbouring uses.
- 7.7 This report has identified a series of Development Plan Documents and other material considerations to be taken into account in the determination of this application. It has been clearly demonstrated that the principle of residential development in this location can be robustly justified in line with local and national policy.
- 7.8 The proposed development constitutes sustainable development in accordance with the NPPF. The development would deliver positive economic, social and environmental benefits which should be afforded substantial weight in the determination of this planning application.
- 7.9 As the proposal is in conformity with the Development Plan when read as a whole and there are no material considerations to the contrary, s38(6) of the Planning and Compulsory Purchase Act 2004 requires planning permission to be granted.

Appendix I

Submission Schedule





Application Submission Schedule – Hillkirk Street, Manchester

Document	Reference	Author
Plans		
Location Plan	AS907-01	Cube Architecture
Existing Site Plan	AS907-02	Cube Architecture
Proposed Site Plan	AS907-03 REV A	Cube Architecture
Documents and Reports		
Air Quality Assessment	10161r1	Redmore Environmental
Application Forms and Certificates	-	AshtonHale
Covering Letter	Dated 13 February 2026	AshtonHale
Flood Risk and Surface Water Drainage Review	Dated 12 February 2026	Shaw Stephens Consulting
Environmental Noise Survey and Noise Impact Assessment Report	P2812-SOL-REP-01 P02	Sol Acoustics
Planning Statement	Dated February 2026	AshtonHale
Preliminary Ecological Appraisal Report	Dated 21 January 2026	Rachel Hacking Ecology
Transport Assessment	Dated February 2026	Astute

Appendix II

Relevant Planning Policies



Relevant Planning Policies

The following chapter of this Planning Statement sets out the planning policies relevant to the proposed scheme at 188 Wilmslow Road, Manchester.

In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70 (2) of the Town and Country Planning Act 1990, applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.

Places for Everyone

Adopted in March 2024, Places for Everyone is a long-term strategic plan for nine Greater Manchester boroughs (Bolton, Bury, Oldham, Rochdale, Manchester, Salford, Tameside, Trafford and Wigan). The plan identifies the amount of new development that will come forward across the nine districts, from new homes to industrial sites, and supports the delivery of key infrastructure, while protecting important environmental assets.

The following policies are of relevance to this application:

- Policy JP-S1: Sustainable Development
- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-S5: Clean Air
- Policy JP-G7: Trees and Woodland
- Policy JP-P1: Sustainable Places
- Policy JP-P6: Health
- Policy JP-C1: An Integrated Network
- Policy JP-C2: Digital Connectivity
- Policy JP-C3: Public Transport
- Policy JP-C5: Streets for All
- Policy JP-C6: Walking and Cycling
- Policy JP-C8: Transport Requirements of New Development

Manchester Core Strategy

The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long-term strategic planning policies for Manchester's future development. A number of

UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

The following Core Strategy policies are relevant to this application:

- Policy EC3: The Regional Centre
- Policy EC5: East Manchester
- Policy EC7: Eastlands Strategic Employment Location
- Policy DM 1: Development Management
- Policy CC5: Transport
- Policy T1: Sustainable Transport
- Policy EN16 – Air Quality

Saved Unitary Development Plan

The Unitary Development Plan for the City of Manchester (“UDP”) was adopted by the Council on 21st July 1995 as the statutory document which set out guidelines for all development in Manchester and provided a framework from which to base decisions about planning applications. The Manchester Core Strategy however has replaced a significant number of elements of the UDP document.

The following Core Strategy policy relevant to this application is Policy EM11 (Sportcity) which identifies the Etihad Campus as the central focus of East Manchester regeneration, emphasising its role in driving wider area transformation.

Draft Manchester Local Plan

Consultation on the draft Local Plan ran from Mon 22 September to Mon 17 November 2025. The Local Plan sets out how the city will meet the need for new development over the next 15 years. It identifies where new development will happen, which green spaces and other aspects of the environment will be protected or enhanced, and how transport and other infrastructure will be improved.

The following Draft Local Plan policies are relevant to this application:

- Policy SP1: Spatial Principles
- Policy SL1: Strategic Growth Locations
- Policy SGL6: Sportcity
- Policy EN7: Air Quality

- Policy EN8: Water Quality
- Policy EN9: Flood Risk
- Policy T2: Sustainable location of development
- Policy DM1: Development Management

National Planning Policy Framework

The most recent National Planning Policy Framework ('NPPF') was published in December 2024 and contains the Government's most up-to-date planning guidance. The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The NPPF is a significant material consideration in the determination of this application. The overall emphasis of the NPPF is to reiterate the Government's key objectives of facilitating economic growth and securing sustainable development. The following policies are of relevance to this application:

The Presumption in Favour of Sustainable Development

Central to the NPPF is the presumption in favour of sustainable development and the need for the planning system to support economic growth.

Paragraph 8 of the Framework states that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) **an economic objective** - to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) **a social objective** - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) **an environmental objective** - to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 11 of the Framework sets out the presumption in favour of sustainable development and the application of the policy for decision making states:

"Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁸, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or*
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination".*

Promoting Healthy and Safe Communities

Chapter 8 of the NPPF (Promoting healthy and safe communities) sets out the need to achieve healthy, inclusive and safe places. Paragraph 96 supports safe places which "promote social interaction... are safe and accessible...[and] enable and support healthy lifestyles".

Promoting Sustainable Transport

The NPPF sets out that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

Paragraph 115 states:

"In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;

b) safe and suitable access to the site can be achieved for all users;

c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and

d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach.

Paragraph 116 states:

"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios."

Making Effective Use of Land

Paragraph 124 sets out that decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land.

Paragraph 125 states that planning decisions should:

d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure)

Meeting the Challenge of Climate Change, Flooding and Coastal Change

In relation to flood risk, paragraph 181 states:

When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment. Development should only be allowed in areas at risk of flooding where, in the

light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

- a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;*
- b) the development is appropriately flood resistant and resilient such that, in the event of a flood, it could be quickly brought back into use without significant refurbishment;*
- c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;*
- d) any residual risk can be safely managed; and*
- e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.*

Paragraph 182 requires applications which could affect drainage on or around the site to incorporate sustainable drainage systems to control flow rates and reduce volumes of runoff, and which are proportionate to the nature and scale of the proposal. These should provide multifunctional benefits wherever possible, through facilitating improvements in water quality and biodiversity, as well as benefits for amenity.

Sustainable drainage systems provided as part of proposals for major development should:

- a) take account of advice from the Lead Local Flood Authority;*
- b) have appropriate proposed minimum operational standards; and*
- c) have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development.*

Conserving and Enhancing the Natural Environment

Paragraph 193 states:

When determining planning applications, local planning authorities should apply the following principles:

- a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;*
- b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;*
- c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused,*

unless there are wholly exceptional reasons and a suitable compensation strategy exists; and

d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.

More specific guidance on ground conditions and pollution is set out at Paragraphs 196-198.

