

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
118800/FO/2018	19th Jan 2018	12th Apr 2018	Higher Blackley Ward

**Proposal** Erection of three storey extension to existing hotel (Use Class C1) to provide 39 new bedrooms (total of 84) together with the reconfiguration of the car park, associated landscaping and ancillary services, including plant equipment

**Location** Premier Inn, Heaton Park, Middleton Road, Manchester, M8 4NB

**Applicant** Premier Inn Hotels Limited, Whitbread Court, Houghton Hall Business Park, Porz Avenue, LU5 5XE

**Agent** Miss Robin Jones, CBRE, Belvedere, Booth Street, Manchester, M2 4AW

## Description

The application site relates to the rear car park area of an existing three storey, 45 bedroom hotel (Premier Inn) which incorporates areas of soft landscaping with tree planting.

The existing hotel is situated along Middleton Road and is immediately adjoined by an associated, three storey, Beefeater restaurant.



View of rear elevation of existing hotel and the area to be extended

The site is bounded to the north east by Bowker Vale Primary School and its associated grounds to the north-east, an area of riparian woodland and the River Irk to east and a children's day nursery and residential dwellings to the south along Northbrook Avenue.

In terms of its immediate surroundings, with the exception of the neighbouring river valley corridor, neighbouring primary school and Heaton Park on the opposite side of Middleton Road, the immediate area is predominantly residential in context.

With reference to this application, full planning permission is sought for the erection of a three storey rear extension (Class C1) in order to create an additional 39 hotel bedrooms, forming 84 in total. The proposed extension will extend into the rear car park and involves the reconfiguration of the existing car park area and landscaping works.

## **Consultations**

Local Residents/Occupiers – 2 letters of objection have been received from neighbouring residents. Principal concerns surround overlooking, loss of daylight, noise levels during construction and the insufficient provision of on-site car parking spaces and potential for parking demand associated with the development to overspill onto surrounding roads.

Highway Services - There are currently 86 on site car parking spaces, it is proposed the car park will be reconfigured resulting in a loss of 3 spaces. The number of disabled spaces will be increased from 5 to 6. Overall, the number of spaces will be reduced from 91 to 89.

The applicant has provided details of car park occupancy surveys that indicate that the car park is sufficient to meet demands of the existing and additional bedrooms. The applicant also suggests that previously unauthorised parking was observed in the car park. This was attributable to a local school and also to an event at Heaton Park. The applicant has suggested that should this be an on-going issue then it may be possible to introduce car park access control measures in the future.

A Transport Assessment has been provided, that details expected trip numbers with the data obtained from similar sites and suggests that during peak times there would be circa 10 additional 2-way trips in the morning peak period and 8 additional 2-way trips in the evening peak period. This level of additional trips does not raise any highway safety or operational concerns.

A swept path has been provided indicating that the vehicle used currently for deliveries can adequately access the site. Delivery activity is from the car park. These arrangements are considered acceptable.

It is proposed that 3 cycle stands (to accommodate 6 bicycles) will be provided. It is recommended that these are secured and weather proofed

A Travel Plan for the site has been provided. This is welcomed by Highways. The implementation and monitoring of a full Travel Plan should be included in the condition of any planning consent.

Environmental Health – No objection. The submitted Waste Management Strategy is considered acceptable. Conditions are suggested in relation to air quality mitigation, external equipment insulation and construction management.

Contaminated Land – Whilst the submitted desktop study is adequate, further information is required with respect to site investigation proposals, risk assessment, remediation proposals and verification of works post completion. A condition is recommended in this regard is recommended.

Arboriculture - No objection from an arboricultural perspective. Mitigation planting should be secured by way of a planning condition.

MCC Flood Risk Management – Following initial concerns about the lack of details submitted in relation to surface water drainage, a drainage strategy was submitted.

The submitted strategy is considered acceptable. A condition is advised which requires a verification report to be submitted to demonstrate that the development has been implemented in accordance with the agreed details. The strategy is also to be maintained thereafter.

Greater Manchester Police – The proposed development should be constructed in accordance with the recommendations contained with the submitted Crime Impact Statement.

Greater Manchester Ecology Unit - Any potential risks to ecology are low. Informatives are suggested should works lead to the disruption of nesting birds or roosting bats.

## **Policy**

### Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

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

There are no site specific policies relating to the application site. However, the following policies within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principle) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. This requires developments in all parts of the city to create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

This is an overarching policy, the strands of which are covered on more specific policies below.

Policy DM1 (Development Management) states that new development should have regard to specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

Policy CC4 (Tourism Culture and Leisure) - Proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported. The improvement of facilities for business visitors.

Proposals for new hotels outside of the City Centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.

Policy C9 (Out-of-Centre Development) - Development of town centre uses in locations which are outside a centre identified in policy C1 or a strategic location identified for such uses will be inappropriate unless it can meet the following criteria:

- There are no sequentially preferable sites, or allocated sites, within the area the development is intended to serve that are available, suitable and viable;
- The proposal would not have unacceptable impacts, either individually or cumulatively with recently completed and approved schemes and having regard to any allocations for town centre uses, on the vitality and viability of the City Centre and designated district and local centres. An assessment of impacts will be required for retail developments of more than local significance; and,
- The proposal is appropriate in terms of its scale and function to its location.

Development that improves the environment of an existing out-of-centre facility or its relationship with surrounding uses will be supported, providing that it also meets the other criteria in this policy.

Policy EC1 (Employment and Economic Growth in Manchester) looks to ensure priorities for economic growth, the Council will support significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities, and other employment generating uses.

Policy EC2 (Existing Employment Space) - The Council will seek to retain and enhance existing employment space and sites.

Policy EC3 (Regional Centre) – states that within the Regional Centre development for employment generating uses including offices and other commercial development will be encouraged.

Policy EN1 (Design Principle and Strategic Character Areas) relates to design principles and strategic character areas and states that all development in

Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

Policy T2 (Accessible Areas of Opportunity and Need) - states that the Council will actively manage the pattern of development to ensure that new development: is located to ensure good access to the City's main economic drivers and is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

Policy EN4 (Reducing CO<sub>2</sub> Emissions by Enabling Low and Zero Carbon Development) concerns reducing CO<sub>2</sub> emissions and states that where possible, new development and retrofit projects must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies. The use of building materials with low embodied carbon in new development and refurbishment schemes is also sought.

Policy EN6 (Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies) states that developments over 1000 sqm will be expected to meet targets shown with the policy unless this can be shown not to be viable.

Policy EN14 (Flood Risk) – refers to flood risk and amongst other issues states that all new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of green infrastructure.

Policy EN16 (Air Quality) – states that the Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.

Policy EN17 (Water Quality) states that developments should minimise surface water run-off and minimise ground contamination into the watercourse construction.

Policy EN19 (Waste) states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

#### Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policy of the Unitary Development Plan is also considered relevant:

DC4.1 (Bed and Breakfast Establishments) – states that there is a growing need for short-term, inexpensive accommodation and that they can be appropriately located within residential areas.

Policy DC26 (Development and Noise) states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

#### The Guide to Development in Manchester (SPD) (2007)

The Guide to Development in Manchester is a supplementary planning document which contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve, include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability.

#### Greater Manchester Spatial Framework (GMSF)

The Association of Greater Manchester Authorities (AGMA) is preparing a sub-regional spatial framework in order to prepare a vision for a better, more productive and successful Greater Manchester.

The draft plan is at early stage of preparation, but it sets out a number of key strategic approaches and issues and objectives that a successful Greater Manchester needs to address in the coming years.

#### National Planning Policy Framework

The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role (paragraphs 6 & 7).

Paragraph 8 of the NPPF goes on to state that these roles should not be undertaken in isolation:

*“...to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system”*

Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment as well as in people's quality of life. This includes making it easier for jobs to be created in cities.

Section 2 relates to town centre uses in order to ensure their vitality.

Paragraph 24 states that local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.

Section 7 'Requiring Good Design' outlines the Government's expectations in respect of new developments:

*"The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people" (paragraph 56)*

Paragraph 58 states that local plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. In particular, planning policies and decisions should aim to ensure that developments:

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Respond to local character and history, and reflect the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation;
- Are visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 59 goes on to state that:

*"Local planning authorities should...concentrate in guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally"*

Paragraph 64 specifically states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

#### National Planning Policy Guidance (March 2014)

The Government produced a suite of documents to act as a live resource which set out advice and best practice on a wide range of planning issues following a detailed review of planning policy guidance as a way of streamlining policy.

The Government produced a suite of documents to act as a live resource which set out advice and best practice on a wide range of planning issues following a detailed review of planning policy guidance as a way of streamlining policy.

The relevant sections of the NPPG are as follows:

*Noise* - Local planning authorities' should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

*Design* states that where appropriate the following should be considered:

- layout – the way in which buildings and spaces relate to each other;
- form – the shape of buildings;
- scale – the size of buildings;
- detailing – the important smaller elements of building and spaces;
- materials – what a building is made from

*Air Quality* – Guidance states that when air quality is considered relevant to a planning application, which includes when proposals:

- Give rise to potentially significant impact (such as dust) during construction for nearby sensitive locations.;
- Significantly affect traffic in the immediate vicinity of the proposed development site or further afield; or
- Expose people to existing sources of air pollutants. This could be by building new homes, workplaces or other development in places with poor quality.

*Travel Plans, Transport Assessments in decision taking* states that applications can positively contribute to:



- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;
- reducing carbon emissions and climate impacts;
- creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads.

*Ensuring the Vitality of Town Centres* states that Local Planning Authorities should plan positively for town centres to generate local employment, promote beneficial competition and create attractive, diverse places where people want to live, visit and work.

The two tests that should be applied when planning for town centre uses, sequential and impact, identify development that cannot be located in town centres and whether there would likely be significant adverse impacts of locating main town centre development outside of existing town centres respectively.

The guidance states in particular that tourism is extremely diverse and covers all activities of visitors. It is advised that local planning authorities should:

- Consider the specific needs of the tourist industry, including locational or operational requirements;
- Engage with representatives of the tourist industry;
- Examine the broader social, economic and environmental impacts of tourism;
- Analyse opportunities for tourism to support local services, vibrancy and enhance the built environment; and
- Have regard to non-planning guidance produced by other Government departments.

It is advised that regard should be had to the guidance produced by Visit England.

Visit England advises of the following:

- In order to be commercially successful, tourism sites must be accessible to their target market of visitors;
- Many tourism developments are car-dependent and the use of the car does not by default make the proposal unsustainable;
- Encouraging greater domestic tourism has the potential to support jobs and facilities, especially in rural areas, reducing out-commuting from those areas.

*Pre-application Engagement* offers a significant potential to improve both the efficiency and effectiveness of the planning system and improve the quality of planning applications and their likelihood of success. This is achieved through providing:

- An understanding of relevant policies

- Working collaboratively and openly with interested parties at an early stage to identify, understand and seek to resolve issues associated with the proposed development.
- Discussion of possible mitigation methods against impact of proposed development; and
- Identifying the information required to accompany a formal planning application.

## **Issues**

### Principle

Having regard to the existing local planning policy framework and national planning guidance, the principle of the proposal is considered acceptable.

The proposed development will add value to the existing hotel offer which on this occasion is not viable to disaggregate from the existing hotel. It will also lead to job creation whilst responding to the needs of visitors to this part of the city.

The proposal seeks to provide an increase in accommodation following the identified needs of a national hotel operator and will cater for a variety of customer needs including tourism related to Heaton Park opposite.

It is believed that due to the existing use of the site, the proposed development makes best use of existing resources and infrastructure, whilst also harnessing central policy objectives which promote sustainable and economic development.

There are however more detailed matters that require consideration and these are set out and addressed further in the report. These include the design of the development, whether the proposed development is appropriately located, the impact on the highway and any impact upon residential amenity. All such issues must be assessed against the aforementioned policies and a judgement made as to whether there are material considerations which affect the principle of development.

### Use

The proposed extension has a gross footprint of 1,206 sqm and will facilitate the creation of 39 additional bedrooms to create a total of 84.

The hotel operates a 24 hour reception desk and presently provide employment for 13 members of staff.

Each floor will comprise 13 bedrooms, lift space and a fire escape. Of the 39 additional rooms, 3 on each floor will be universally accessible. The ground floor will also incorporate a plant room.

The applicant is a national provider of hotel accommodation and the proposal has emerged following an identified need for additional accommodation as the hotel has experienced a high level of occupancy both during the week and at weekends. The proposal has been designed to satisfy such demand.

## Site Layout

Policies EN1 and DM1 of the Core Strategy, along with the Guide to Development in Manchester (SPD) require that consideration be given to the layout of new developments, ensuring that they respond to the surrounding context and maximise frontages with the street scene (including main road routes) and other important features of sites.

In this case, the extension has been designed to reflect the footprint of the existing building and has been designed to be read as a subservient addition which takes account of its setting and relationship with neighbouring properties and land.



The extension is sited perpendicular to the rear of the existing hotel, occupying a central position within the site. The extension will involve the loss of an area of soft landscaping and a small number of trees, as well as 14 car parking spaces. These are to be re-provided as part of a reconfigured arrangement. Access to the car park is to remain unchanged from Middleton Road. Similarly, external access to the existing building is to remain as existing.

### Design, Scale and Appearance

The Guide to Development in Manchester SPD advocates that consideration should be given to the scale of new developments and ensure that they are informed by their context. Where buildings are of a different scale to their surroundings, they should be of the highest quality and be of landmark status.

In this case, the proposed three-storey extension forms a subservient addition that has been designed to reflect the scale and design of the host building.

The proposed extension extends in an easterly direction from roughly the centre of the existing building facing the river.

Due to mature vegetation along the eastern perimeter and due to the topography of the application site which sits at a higher level than the river valley, only obscured views of the extension are possible. In the context of the existing hotel building, any impact is considered negligible.

Similarly the proposed extension is obscured from view from the main road frontage as it lies behind the existing building and as such it can only be seen when viewed northwards from the rear of properties along Northbrook Avenue.

The proposed wing would be connected to the existing building by a central lift core and incorporates materials that mirror that of the host building. The first floor is to consist of brickwork with cream coloured render to the second floor. The third floor comprises metal cladding.

It is considered that the proposed external changes and building form will satisfactorily assimilate into the immediate context without any adverse impact upon the character of the original building. It is further believed that the extension is of an appropriate design, scale and appearance which will not be at odds with adjoining or neighbouring built form.

### Sequential Assessment

Paragraph 24 of the National Planning Policy Framework (NPPF) which is reflected within Policy C9 of the Core Strategy, states that Local Planning Authorities should apply a sequential test to planning applications for town centre uses that are not located within an existing centre, with preference given to town centres, then edge of centre locations and only if suitable sites are not available should out of centre sites be considered. The guidance advocates that applicants and local planning authorities should demonstrate flexibility on issues such as format and scale'.

In this case, the applicant contends that whilst the need for a sequential assessment has been considered, the proposal would not be viable if the additional accommodation proposed was disaggregated from the existing building.

A core theme that underpins the NPPF is that of sustainable development. It is maintained that the application site is located within a sustainable location well connected by public transport and the motorway network. The use of the existing site

will allow existing resources and infrastructure to be shared and given the existing operations of the hotel, the applicant does not feel that the accommodation with the hotel can be located elsewhere.

As advised in the aforementioned guidance, the Government allows Local Planning Authorities to demonstrate flexibility with respect to the sequential assessment.

It is believed that on this occasion, it would be more sustainable to allow the extension of the existing site, rather than seek an alternative in centre or edge of centre site. The proposal is considered appropriate in terms of its scale and function to that of its location and will lead to the improvement of an existing site.

The existing hotel serves an identified need and serves visitors of nearby Heaton Park which regularly host events, as well as the nearby town of Bury.

The sequential assessment is designed to protect the vitality of town centres and given the locational needs of the hotel, its locational relationship with nearby centre and the demand identified by the operator, it is not considered that the extension of the site would undermine economic health of nearby centres. Further given the relatively modest scale of the proposed accommodation, it is not felt that the impact would be so significant to resist the proposal on sequential grounds.

### Residential Amenity

Given the residential context of the site and immediate area, specifically those properties which adjoin the site to the south along Northbrook Avenue, it is important to fully assess the impact upon residential amenity.

The principal issue raised by the representations received during the notification process, surrounds the overlooking of rear gardens and properties. Notably those along Northbrook Avenue which adjoin the site along its southern boundary.

Whilst the windows of on the south facing elevation of the extension will face the rear of properties along Northbrook Avenue, it is considered that due to the set back of the extension from the host building, its position within the centre of the site and the distance between the proposed extension and neighbouring properties, there is unlikely to be any direct overlooking.

The proposed extension is sited 37 metres from the rear boundary of the nearest residential property, with a distance of approximately 50 metres between facing habitable windows.

It is not believed that there would be any undue loss of privacy as consequence of the proposed juxtaposition and any perceived impact would be lessened by the screening formed by areas of landscaping and tree planting which separate the facing buildings.

It should also be noted that in response to the concerns raised, the applicant has provided a revised landscaping plan which include the provision of 4 additional trees to those initially proposed to be planted between the proposed extension and the

residential properties along Northbrook Avenue. It is considered that such planting will form a robust barrier between the neighbouring uses and help lessen any impact of perceived overlooking.

With regard to increased activity, whilst it is acknowledged that the proposed additional accommodation will lead to an increase in guest and staff numbers, it is considered that in the context of the existing use of the site, any impact is unlikely to be problematic. The number of parking spaces has been marginally reduced (2 spaces) and therefore there would be no increase in parking activity or vehicular emissions that is presently possible as part of the current layout.

On balance it is felt that whilst there will be some impact due to the siting of the extension and an increase in visitors, any impact can be satisfactorily sustained without a serious, detrimental impact upon the living conditions of the nearest residential occupiers.

### Noise

Given the context of the existing use of the site as an established hotel and restaurant with associated car park, coupled with its relationship with the nearest noise sensitive occupiers, it is not considered that any significant noise impact will result as a consequence of increased activity.

This type of development can however generate noise through plant equipment and new equipment is proposed as part of this development including a plant room within the ground floor.

It is considered that any undue noise impact can be addressed through acoustic attenuation and an appropriate condition is proposed in this respect. This will ensure that all such equipment is selected or treated to achieve a noise level rating within the City Council's standards.

### Impact on the Highway

Policy T2 of the Core Strategy states that all new developments should provide appropriate car parking facilities and also that the circumstances of each proposal should be taken into account to establish an appropriate level of parking.

Policy DM1 requires that adequate parking should be provided for all new developments and consideration should be given to traffic generation and road safety, whereas policy SP1 goes on to state that new developments should improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

In the case of the proposed development, a Transport Statement and Travel Plan accompanies the application which sets out the baseline condition, trip generation, access condition and consideration of parking demand.

In terms of parking provision, the proposed extension will lead to the loss of 14 car parking spaces from the existing parking area which is shared between the hotel and

adjoining restaurant. 12 of these will be re-provided within a reconfigured parking area, resulting in a net loss of 2 spaces, with an increase in 1 disabled space. Overall the number of spaces will be reduced from 91 to 89 spaces. The 12 replacement parking spaces will be located towards the south-eastern corner of the site in an area presently occupied by soft landscaping.

The parking ratio for the hotel is within the standards set out within the Core Strategy, with the existing provision in itself able to accommodate the proposed increase in bedrooms without the need for any alterations to the car park.

The on-site parking provision is for the shared use of the extended hotel and adjoining restaurant. The two uses operate in a complementary manner, with each use experiencing different peaks in parking demand.

A parking beat survey was undertaken by the applicant over a two week period prior to submission of the application. The survey indicates ample provision, with a peak accumulation of 44 parked cars within the 91 space (48%) capacity. Overnight, the number of vehicles reduced to an accumulation of 35 vehicles (38%).

Given above and as agreed by Highway Services, through an extrapolation of the data, it has been adequately demonstrated that the car park will be sufficient to meet the demands of both existing and additional bedrooms.

The parking survey does however indicate a degree of unauthorised parking on occasions generated by visitors to events held at Heaton Park and by parents of the neighbouring primary school. The hotel management have indicated that any future parking abuse will be monitored and if such parking activity becomes a problem, the management will consider implementing a greater range of parking control measures.

With respect to trip generation, the submitted Transport Statement has modelled traffic generation on other Premier Inn developments, rather than simply relying on the industry standard TRICS database.

The assessment anticipates that during peak times there would be circa 10 additional 2-way trips in the morning peak period and 8 additional 2-way trips in the evening peak period. Highway Services have reviewed the assessment and consider that the local highway network can satisfactorily accommodate the uplift in trips and the increase in trips does not raise any highway safety or operational concerns.

In addition to the above, it should be noted that the site is highly accessible by public transport with the nearest bus stop a 2 minute walk away and Bowker Value Metrolink stop situated approximately half a kilometre from the site. The proposal also includes the provision of 8 cycle parking spaces within the rear car park area.

The application has been accompanied by Travel Plan which provides a framework for reducing reliance on the private car for both staff and guests and a way of promoting alternative means of travel. The Travel Plan aims to offer realist transport choices for journeys associated with hotel and restaurant and to increase awareness

of alternative modes. An appropriate condition has been included which will require the ongoing monitoring of the Travel Plan.

Taking account of the minimal trip generation, sufficient off road parking capacity and the commitment of the hotel to introduce travel planning, it is considered that combined, there will be no significant impact upon local roads as a consequence of the proposed development.

### Servicing

All deliveries and servicing is undertaken within the on-site car parking with arrangements to remain unchanged in terms of the size and frequency of delivery vehicles.

A swept path analysis demonstrates that delivery vehicles can safely manoeuvre within the site and access and egress the site in a forward gear. Highway Services confirm that this arrangement is acceptable.

### Access

The existing vehicular access to the site off Middleton Road is to be retained, as is external access into the main entrance lobby.

Ramped access to the car park is proposed from the corridor which links the existing building with the proposed extension, incorporating a gradient of 1:15 which is DDA compliant. Visitors can also access the site via a pathway linking the disabled parking spaces to the front lobby where there is level access.

Internally, each of the 3 floors proposed will contain a universally accessible room. Further accessible accommodation is contained within the existing building.

### Trees and Landscaping

As identified by the submitted Arboricultural Assessment, 4 category B trees and 3 category C trees are proposed to be removed from the car park area to facilitate the development. None of these tree are protected.

To mitigate the trees proposed to be lost, a net gain in tree cover is proposed. A planting plan showing new tree provision, including a row of trees along the Middleton Road frontage has been submitted.

It is considered that the proposed development will not have a significant impact upon tree cover, biodiversity or the character and appearance of the area and that because the ultimate level of tree cover will be increased and the existing tree stock improved, the overall impact could be considered neutral or even a beneficial in terms of the Middleton Road street-scene, due to the introduction of trees not presently present along the site frontage.

### Security



Policy DM1 of the Core Strategy underlines that community safety and crime prevention is a specific issue that all development should have regard to.

The application has been accompanied by a Crime Impact Statement prepared by Greater Manchester Police (Design for Security).

The applicant has responded to the issues raised by GMP during the design stage and have incorporated various elements to enhance the security for guests and to the building in general. Such measures include the illumination of external elevations consistent with the existing hotel building, tamper proof restrictors to ground floor bedroom windows, access controlled doors, appropriate boundary treatment and internal and external CCTV monitored by staff.

GMP have advised that provided that all measures identified within the Crime Impact Statement are implemented, no objection is raised. A condition to this reflect this has been included.

### Ecology

Policy EN15 of the Core Strategy states that the Council will seek to maintain or enhance sites of biodiversity and geological value.

Greater Manchester Ecology Unit were consulted as part of the application process and consider the site to be of minimal ecological value that any risk is low. It is advised that the applicant is made aware of the need to cease works if bats or nesting birds are detected and that no works to trees are to be undertaken during the bird nesting season. Informatives are suggested and will be included as part of any approval.

### Drainage

The application site is located in flood zone 1 'low probability of flooding'

In line with the recent strengthening of Government guidance relating to the provision of sustainable drainage systems (SuDs) for major planning applications, the applicant has prepared a surface water drainage strategy in support of their planning application.

This drainage strategy has been considered by the City Council's Flood Risk Management Team who have confirmed that the strategy is acceptable. Measures are recommended to ensure implemented of the agreed strategy and for its continued maintenance. A condition has been included to the effect.

### Environmental Standards

Policies SP1 and EN4 to EN6 of the Core Strategy focus on reducing emissions and achieving low and zero carbon developments. As the application site is located in the regional centre, the development is expected to demonstrate its contribution to this objective.

Policy EN4 in particular, requires the application of the energy hierarchy to ensure that passive measures, energy efficiency and low and zero carbon generation options are considered.

In meeting these policy objectives, the applicant has produced an Energy Statement which underlines the commitment of the applicant to increase energy efficiency across their entire portfolio. The statement details measures aimed at delivering high standards of energy efficiency and measures to reduce carbon emissions involving the use of technology and sustainable materials. It is believed that such measures will meet with the spirit of local and national objectives in reducing the carbon footprint of the development.

### Contaminated Land

Policy EN18 of the Core Strategy requires that consideration should be given to potential sources of ground contamination and the effect on new development.

The application has been accompanied by a Phase 1 Geo-environmental Investigation which includes an appraisal of ground conditions. Further detail is required with respect to site investigation, final risk assessment, any necessary remediation measures and verification of any necessary of site works. An appropriate condition to this effect has been included.

### Waste Management

Policy DM1 of the Core Strategy refers to the need for all new development to have regard to refuse storage and collection.

Waste will be stored within a dedicated timber fenced enclosure to the rear of the site and will comprise 4 x 1100 litre bins for general waste, 7 x 1100 litre bins for recycling and pulvable waste and 6 x 240 litre bins for food waste. All bins will be collected on a twice weekly basis, with collection managed by the hotel's Operations Manager. Environmental Health have considered the strategy and confirm the arrangement is satisfactory. To ensure ongoing compliance with the strategy, a suitable planning condition is included.

### Air Quality

The Air Quality Assessment submitted as part of the application considers the potential effects during the construction phase including dust emissions and the impact during the operational phase, taking into account exhaust emissions from additional road traffic generated by the proposal.

Given the existing use of the site, the number of bedrooms and position of the bedroom accommodation, the decrease in parking spaces and the modest increase in vehicular trips, it is considered that the impact upon air quality would not be significant, particularly given the sustainable location of the site.

Policy EN16 of the Core Strategy which is supported by national guidance contained within the NPPF and NPG advises that when Local Planning Authorities are

considering the appropriateness of locations for new development, they should consider the impacts on air quality, alongside other plan objectives.

The submitted assessment anticipates that dust sensitive receptors could experience increased levels of dust and particulate matter before using any mitigation measures. These are predicted to be short term and temporary impacts and throughout this period, any potential impact upon air quality will be managed through site specific mitigation measures detailed within the assessment, resulting in a less than significant impact. Similarly, the effects associated with respect to NO<sub>2</sub> are predicted to be negligible.

In essence, it is considered that if the mitigation measures during the construction and operational phases are adopted, the proposed development will accord with the relevant local policy and national guidance. To ensure this is the case, conditions have been included which will require the mitigation measure detailed with the accompanying assessment to be implemented and for a separate construction management plan to be submitted and agreed.

### Economic Impact

In this case, the proposal will allow the retention of existing jobs and enable 6 permanent jobs to be created. Further employment will be created on a temporary basis during construction.

If permission is granted, it is recommended that a condition of approval requires the applicant to sign a local labour agreement which will give priority to local people when new jobs are created. A condition has been included in this regard.

In addition, it is maintained that the increased capacity proposed could also lead to wider economic benefits to the area through the creation of indirect jobs created by sectors associated with the supply line of the hotel and through an increased spend to shops and services locally.

**Human Rights Act 1998 considerations** – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider

benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation      APPROVE**

**Article 35 Declaration**

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

**Reason for recommendation**

**Conditions to be attached to the decision**

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) No above ground works that are hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that the appearance of the development is acceptable to the City Council as Local Planning Authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

3) The development hereby approved shall be carried out in accordance with the following drawings and documents:

CHQ.15.11419-PL01, CHQ.15.11419-P06, CHQ.15.11419-PL07 CHQ.15.11419-PL08 received by the City Council as Local Planning Authority on 11 January 2018 and revised landscape drawing numbered 754-SW-01/B received by the City Council as Local Planning Authority via e-mail dated 15 March 2018.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Core Strategy.

4) Notwithstanding the details outlined in the submitted Phase I Geo-environmental Investigation report JNP Group Ltd dated November 2017 (Ref: S10230 PH1 Geo) the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land shall be submitted to and approved in writing by the City Council as local planning authority.

When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Core Strategy.

5) The hard and soft landscaping scheme, including replacement tree planting, shown on drawing numbered 754-SW-01/B received by the City Council as Local Planning Authority via e-mail dated 15 March 2018, shall be implemented not later than 12 months from the date of commencement of works. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Core Strategy.

6) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.

- a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)
- b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and

species, and shall be planted at such time, as may be specified in writing by the local planning authority.

- c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Core Strategy.

7) No tree felling or pruning works or vegetation clearance should take place during the optimum period for bird nesting (March to August inclusive) unless nesting birds have been shown to be absent.

Reason - In order to protect wildlife from works that may impact on their habitats pursuant to policy EN15 of the Core Strategy.

8) The reconfigured car parking area indicated on the approved plans shall be surfaced, demarcated and made available for use prior to the extension hereby approved being occupied.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to policies DM1, T2 and SP1 of the Manchester Core Strategy.

9) The development hereby approved shall only be implemented in accordance with the submitted Waste Management Strategy and drawing numbered CHQ.15.11419-PL08 stamped as received by the City Council as Local Planning Authority on 11 January 2018. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interest of residential amenity and public health, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

10) Externally mounted ancillary plant, equipment and servicing shall be acoustically treated in accordance with a scheme designed so as to achieve a noise level of 5dB below the existing background (LA90) in each octave band at the nearest noise sensitive location.

Reason - To safeguard the amenities of the occupiers of nearby accommodation, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies DM1 and SP1 of the Manchester Core Strategy.

11) The development hereby approved shall only be carried out in accordance with mitigation measures detailed within the submitted Air Quality Assessment produced by WYG dated November 2017 and received by the City Council, as Local Planning Authority on the 11 January 2018.

Reason - To minimise the impact upon air quality and In order to minimise the environmental impact of the development, pursuant to policy EN16 of the Core Strategy, National Planning Guidance and National Planning Policy Framework (NPPF).

12) Prior to the commencement of development, a construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Parking of construction vehicles; and
- Sheeting over of construction vehicles.

Development shall only be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

13) If any lighting at the development hereby approved, when illuminated, causes glare or light spillage which in the opinion of the Council as local planning authority causes detriment to adjoining and nearby residential properties, within 14 days of a written request, a scheme for the elimination of such glare or light spillage shall be submitted to the Council as local planning authority and once approved shall thereafter be retained in accordance with details which have received prior written approval of the City Council as Local Planning Authority.

Reason - In order to minimise the impact of the illumination of the lights on the occupiers of nearby residential accommodation, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

14) The development hereby approved shall only be implemented in accordance with the surface water drainage scheme received by the City Council as Local Planning Authority on 15 March 2018 (Ref: GDP, 18014/PG).

Prior to the first occupation of the development hereby approved, a verification report shall be submitted, including relevant photographic evidence, to demonstrate that the scheme has been implemented in accordance with the approved details.

Prior to the first occupation of the development hereby approved, details of the implementation, maintenance and management of the sustainable drainage scheme shall also be submitted and approved in writing by the Local Planning Authority. The

approved scheme shall then be thereafter managed and maintained for as long as the development remains in use.

Reason - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policies EN8 and EN14 of the Core Strategy, National Planning Guidance (NPG) and the National Planning Policy Framework (NPPF).

15) The bicycle storage area show on approved drawing numbered CHQ.15.11419-PL05 stamped as received by the City Council as Local Planning Authority on 11 January 2018 shall be implemented in full and made available for use prior to first occupation of the extension hereby approved. The approved scheme shall remain in use whilst the development is occupied.

Reason - To ensure there is adequate bicycle parking provision, pursuant to policies DM1, T1 and SP1 of the Manchester Core Strategy.

16) The development hereby approved shall be carried out in accordance with the Travel plan prepared by prepared by RGP dated January 2018 (Ref: JDF/WHIT/15/2807/TP01 received by the City Council as Local Planning Authority on 11 January 2018.

In this condition a Travel Plan means a document which includes:

- i. the measures proposed to be taken to reduce dependency on the private car by those living at the development;
- ii. a commitment to surveying the travel patterns of patient/visitors/staff during the first three months of the first use of the building and thereafter from time to time
- iii. mechanisms for the implementation of the measures to reduce dependency on the private car
- iv. measures for the delivery of specified travel plan services
- v. measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

Within six months of the first use of the building, a Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority. Any Travel Plan which has been approved by the City Council as Local Planning Authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel for residents, pursuant to policies T1, T2 and DM1 of the Manchester Core Strategy.

17) Prior to above ground development commencing, a local labour agreement shall be submitted to and agreed in writing with the City Council as Local Planning Authority. The approved scheme shall be in place prior to first occupation of the development and shall be kept in place thereafter.



Reason - To safeguard local employment opportunities, pursuant to policies EC1 of the Manchester Core Strategy.

18) The development hereby approved shall be implemented in accordance with the measures detailed within Sections 3.3 of the submitted Crime Impact Statement (Ref: 2017/1105/CIS/01) received by the City Council as Local Planning Authority on 11 January 2018 in order to reflect the physical security measures listed within section 4 of the same report.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy and to reflect the guidance contained in the National Planning Policy Framework.

### **Local Government (Access to Information) Act 1985**

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 118800/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

Highway Services  
Environmental Health  
Neighbourhood Team Leader (Arboriculture)  
MCC Flood Risk Management  
Greater Manchester Police  
Greater Manchester Ecology Unit



A map showing the neighbours notified of the application is attached at the end of the report.

### **Representations were received from the following third parties:**

Highway Services  
Environmental Health  
MCC Flood Risk Management  
Greater Manchester Police  
Greater Manchester Ecology Unit  
7 Northbrook Avenue, Manchester, M8 4WB  
9 Northbrook Avenue, Manchester, M8 4WB

**Relevant Contact Officer :** Steven McCoombe  
**Telephone number :** 0161 234 4607  
**Email :** s.mccoombe@manchester.gov.uk



 Application site boundary  Neighbour notification  
© Crown copyright and database rights 2018. Ordnance Survey 100019568