

Ward: Radcliffe - East

Item 06

Applicant: Sam Golding C/O

Location: 25 Thomas Street, Radcliffe, Manchester, M26 2UH

Proposal: Change of use from Public House (sui generis) to a 10 Bedroom (single occupancy) HMO

Application Ref: 71353/Full

Target Date: 06/02/2025

Recommendation: Approve with Conditions

Description

The application relates to a former public house which is located in Radcliffe Town Centre which has been vacant since 2022.

The property is a part two storey, part single storey detached building with an external staircase and side entrance on the southern elevation and an enclosed yard and patio area at the rear.

The property is located fronting Thomas Street directly between two public car parks (to the north and south) with a further car park to the east accessed from Seymour Street. To the west is a cobbled back street beyond which are shops and business premises fronting Blackburn Street.

The application seeks the change of use of the property to a 10 bed House of Multiple Occupation (HMO) for single occupancy.

Externally, it is proposed to demolish the external staircase and side entrance and provide a bike store for 10 cycles and bin store which would be located within the rear yard together with a communal amenity area.

Within the building at the ground floor there would be 6 bedrooms and a communal kitchen/diner with a further 4 bedrooms at the first floor.
Each bedroom would be en-suite with a living/kitchenette facility.

Relevant Planning History

N/a

Publicity

Letters sent to 32 properties on 16/12/24.

Site notice posted 19/12/24.

Seventeen objections received with the following planning related comments -

- There is already a large affordable complex being currently built within a short distance of this building.
- We already have enough flats in this area It is also close to a nursery so again not appropriate
- There is extremely limited parking in this area
- Why is every building in the Radcliffe area being looked at for further housing lack of school and healthcare in the area as well

- A number of planning applications have been made within Radcliffe recently to change the use of premises into HMO's including conversions of Public Houses into residential accommodation in and around the town centre itself.
- All these are close to each other and in an area that is undergoing regeneration work for the town centre that unfortunately does not provide additional public parking, infrastructure, amenities and quality of life for residents already living in the area.
- An application which proposed the change of use of an existing public house and 8 self-contained flats to a large 13 bed HMO on Sandford Street, Radcliffe. This application was refused based on several issues including poor living conditions and insufficient parking. With a further two applications, Hawthorn Hotel, Stand Lane and a showroom on Church Street West also being refused for a variety of reasons.
- The construction of new mixed-use development comprising 132 apartments, bar, commercial and office spaces on Green Street provides sufficient 'single occupancy premises. We need family homes.
- The infrastructure is completely inadequate for this and all the other developments planned.
- It has been repeatedly documented that the increase of HMO numbers leads to risk of increased crime, antisocial behaviour, noise impact and littering, as there is no regulation or management of sites.
- Bury Council do not have the ability or capacity to properly regulate this sector of accommodation.
- HMO accommodation is often temporary due to its nature and therefore encourages a high turnover of residents. This contributes to decline in the area, as there is no community unity or cohesion.
- The scale and intensity of such developments is becoming unprecedented in the area
- Out of keeping with the area bringing with it possible fire hazards and Anti- Social behaviour
- I'm not sure how 10 people will even fit in there. Seems like a landlord wanting to make easy cash and the council wanting to increase council tax revenue in an easy a way as possible.
- All units provide self-contained accommodation, albeit with small kitchen areas. In effect they would be flats rather than HMO rooms. Their standard falls significantly short of the applicable Nationally Described Space Standards.
- There are 2 stated room sizes on each room, seems to suggest the larger sizes include the en-suites which shouldn't be included in room size calculations, B3 (Bedroom 3), B5 (Bedroom 5) & B6 (Bedroom 6) entrance areas also should not be included. Assuming these have been included in error rather than deceit some room sizes would fall below required 10sqm stated meaning kitchen is not large enough.
- Rooms B2 (Bedroom 2), B10 (Bedroom 10), are of poor design require escape past either the kitchenette or via an escape window.
- B1 (Bedroom 1), B5 (Bedroom 5) and B6 (Bedroom 6) have poor outlook as their windows are on the highway.
- One is drawn to wonder of the refuse/bin facilities sufficiency for the amount of waste likely generated weekly.
- Research has shown that living in an HMO can have a negative effect on mental health, so these properties benefit only landlords making money off vulnerable people, often via the benefits system.
- On speaking to local traders and residents it became apparent that many of them had not received a letter at all. I am therefore representing 19 individuals as a collective group in order to object to this application for the following reasons -
 - The owner of this property does not live in Radcliffe but considers it ok to have his HMO here.
 - It is a known fact that HMO residents usually single men can have a negative impact on the community.

- Within the immediate locality there are vulnerable people. This is an issue of social conscience and the need to protect the welfare of local residents and traders.

Those who have made representations have been informed of the Planning Control Committee meeting.

Statutory/Non-Statutory Consultations

Traffic Section - No objection subject to a condition to secure the cycle and bin store facilities.

Environmental Health - Pollution Control - No comments.

Environmental Health - Commercial Section - No comments to make

Waste Management - No objection

Greater Manchester Police - designforsecurity - No response received

Adult Care Services - No response received

Housing - Public Protection - No objection

Pre-start Conditions - Not relevant

Development Plan and Policies

NPPF	National Planning Policy Framework
H1/2	Further Housing Development
H2/1	The Form of New Residential Development
H2/2	The Layout of New Residential Development
H2/4	Conversions
H5/1	Area Improvement
EN1/2	Townscape and Built Design
EN7/2	Noise Pollution
HT2/4	Car Parking and New Development
S1/2	Shopping in Other Town Centres
S2/3	Secondary Shopping Areas and Frontages
Area	Blackburn Street/Dale Street/Church Street West
RD1	
SPD11	Parking Standards in Bury
SPD13	Conversion of Buildings to Houses in Multiple Occupation
JP-C2	Digital Connectivity
JP-C5	Streets For All
JP-C6	Walking and Cycling
JP-C8	Transport Requirements of New Development
JP-S2	Carbon and Energy
JP-P1	Sustainable Places

Issues and Analysis

The following report includes analysis of the merits of the application against the relevant policies of both the National Planning Policy Framework (NPPF), the adopted Places for Everyone Joint Development Plan Document (PfE) and the saved policies within the adopted Bury Unitary Development Plan (UDP), together with other relevant material planning considerations.

The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP and PfE Policies will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

Principle

The National Planning Policy Framework (NPPF) sets out the governments objective of significantly boosting the supply of homes in all kinds of size and tenures. With regard to HMOs, the conversion of large houses into flats or bedsits can make an important contribution to the local housing stock and can utilise vacant or underused space more efficiently.

At para 11, the NPPF is clear that decisions should be in favour of sustainable development and at para 61 states that the overall aim should be to meet an areas's identified housing need, including with an appropriate mix of housing types for the local community.

Policy H1/2 states that the Council will have regard to various factors when assessing a proposal for residential development, including whether the proposal is within the urban area, the availability of infrastructure and the suitability of the site, with regard to amenity, the nature of the local environment and the surrounding land uses.

The property is located within a town centre setting where there are a mix of commercial and business premises as well as residential flats and houses, notably above shops or directly opposite the site on Halstead Close and is in a highly sustainable area with access to public transport and local services and amenities.

The property has been vacant since June 2022 and been marketed by commercial agents but there has been no interest in the property as a public house and it has remained unoccupied. It is therefore considered that bringing a vacant building back into use for residential purposes would make a valuable contribution to meeting local housing needs in the area.

The proposed development would therefore be acceptable in principle and in accordance with policy H1/2, H2/4 and the principles of sustainable development in the Places for Everyone Joint Development Plan (JP-P1) and the principles of the NPPF.

Layout

There would be 10 bedrooms provided over 2 floors with a communal kitchen and diner at ground floor. All the bedrooms would be en-suite and have workstations where residents could work with each also provided with a small kitchenette where occupants could prepare food if they chose.

All the bedrooms would comply with national minimum space standards for HMO's and the communal room would be of a size and provide adequate kitchen facilities to meet Bury Council's HMO Guidance and Amenity Standards Document.

The outside area of the property would be sizeable enough to provide the cycle and bin stores together with seating areas, patio and the outdoor drying of clothes.

The HMO Licensing Section have no issues in principle subject to obtaining a license and providing mandatory fire safety measures.

It is therefore considered the proposed development would comply with H2/4, EN1/2 and SPD13.

Character of the area

Policy H2/4 - Conversions takes into consideration the concentration of conversions for multiple occupation and the impact this can have on the character of an area. This is an issue which has been raised by a number of objectors.

According to the current Bury Council register of licensed HMO's, there are two HMO

properties on Blackburn Street and Church Street West. Not all HMO's require a license if occupation does not exceed 5 or more or planning permission if the property is a dwellinghouse with no more than 6 occupants.

However, the number of HMO's in the area is not overly excessive from the evidence available to the Council and particularly when considering the sustainable town centre location and mix of uses and residential tenures.

The proposed development would provide ample and acceptable standards of living accommodation for each resident in compliance with HMO standards with a relatively spacious outdoor amenity space.

It is therefore considered that the proposed development would not result in an over concentration of multiple occupied development in the area or affect the character of the area in terms of maintaining a good mix of housing.

As such, the proposed development would comply with Policy H2/4.

Impacts on residential amenity

The property is detached and there are car parks either side with the nearest residential dwellings the flats above the shops to the rear of the site on Blackburn Street over 10m away and houses to the east on Halstead Street more than 20m away. The building has been vacant for more than 2 years and as such, the vacancy of the premises is a material consideration for the change of its use.

There would be acceptable separation distances from habitable room windows in the proposed HMO to nearby residential properties in compliance with SPD6 and it is therefore considered that there would not be a significant impact on overlooking or privacy of neighbours.

Comparative to a public house, it is more likely the former use would have generated more activity, noise and disturbance and at later times of the evening than the proposal for a residential use for 10 occupiers, nor would it intensify the use of the building to a significant or harmful degree.

The outdoor communal area would utilise the former beer garden and given there would be no more than 10 people using this space at any one time, and comparative to a public house, it is considered that there would be limited noise and disturbance to surrounding properties, particularly given the town centre location where there would be an expectation of activities and comings and goings in the area.

The proposed development would also bring back into use a vacant property and therefore occupation would benefit from natural surveillance and upkeep of the grounds.

It is therefore considered that the proposed development would therefore not have an adverse impact upon the residential amenity of the neighbouring properties and would be in accordance with Policy EN2/4.

Highway issues

There is no specific car parking standard for HMO's in SPD11 Parking Standards in Bury. SPD 13 The Conversion of Buildings to Houses in Multiple Occupation gives some general advice. It states that parking and road safety issues will be important considerations when assessing a planning application and any proposal that is considered to have a detrimental impact on highway safety or harm to amenity will not be permitted.

The property does not have dedicated parking and none is proposed.

It is generally recognised that car ownership tends to be lower for those who occupy an

HMO compared to other types of residential households. There are two public car parks either side of the property and another public car park opposite. Located within a town centre and a highly sustainable area, there are good links to public transport and a wide range of shops, local services and facilities to meet the needs of future occupiers.

The development also proposes a cycle store with provision for each resident.

The property previously operated as a public house without any parking and it is considered that given the sustainable town centre location, links to transport systems and nearby public car parks, dedicated parking for the development would not be necessary in this instance. The NPPF at para 117 states that applications for development should give priority to pedestrian and cycle movements and facilitate access to high quality public transport. PfE Policy JP-P1 Sustainable Places advocates efficient uses of land and development which is well connected to local facilities and public modes of transport.

The Highway Authority have raised no objection subject to a condition for the provision of the cycle and bin store prior to commencement of the use.

It is therefore considered that given the benefits of contributing towards providing additional housing to residents in the Borough, access to good transport links and local services, it is considered the proposed development would be acceptable and comply with the principles of sustainable development in PfE and the NPPF.

Response to objectors

- With regards to the numbers or concentrations of HMO's in Radcliffe, there does not appear to be a particular over concentration within the town centre.
- The 'type' of occupier of an HMO is not a material consideration. There is no evidence to suggest that the proposed development would result in associated issues of noise, littering or anti social behaviour, which are covered in any event by other legislation and by council services.
- With regards to parking, an HMO which tends to have lower car ownership levels, within a sustainable town centre location is considered acceptable.
- In terms of the location of HMO's, whether it be Radcliffe or any other area, applications are assessed on a site by site basis and on merit.
- In terms of HMO space standards, the minimum bedroom size for a single occupant is 6.51 sqm and where there is a combined bedroom/living space the room size should exceed 10 sqm. The size of each proposed bedroom would be more than 10 sqm plus each would have an en-suite facility and as such the proposed development would exceed the mandatory space requirements for single occupiers.
- The outlook from rooms B1, B5 and B6 onto a road are not unlike other properties where main habitable rooms (bedrooms, living rooms for example) have a single aspect window).
- All other issues have been covered in the above report.

Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the

National Planning Policy Framework.

Recommendation: Approve with Conditions

Conditions/ Reasons

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

Reason. Required to be imposed by Section 91 Town & Country Planning Act 1990.

2. This decision relates to drawings -

Red edge location plan 14-Nov-2024

Existing plans 002A

Existing plans and elevations 002B

Proposed plans 003A rev 2

Proposed elevations 003B

Site - Existing and proposed 502 rev 2

External lighting design 503 rev 1

Site - bin and bike store 504 rev 1

Bike shelter elevation details - dwg 1.0 rev 00

Carbon and energy statement

Digital connectivity statement

and the development shall not be carried out except in accordance with the drawings hereby approved.

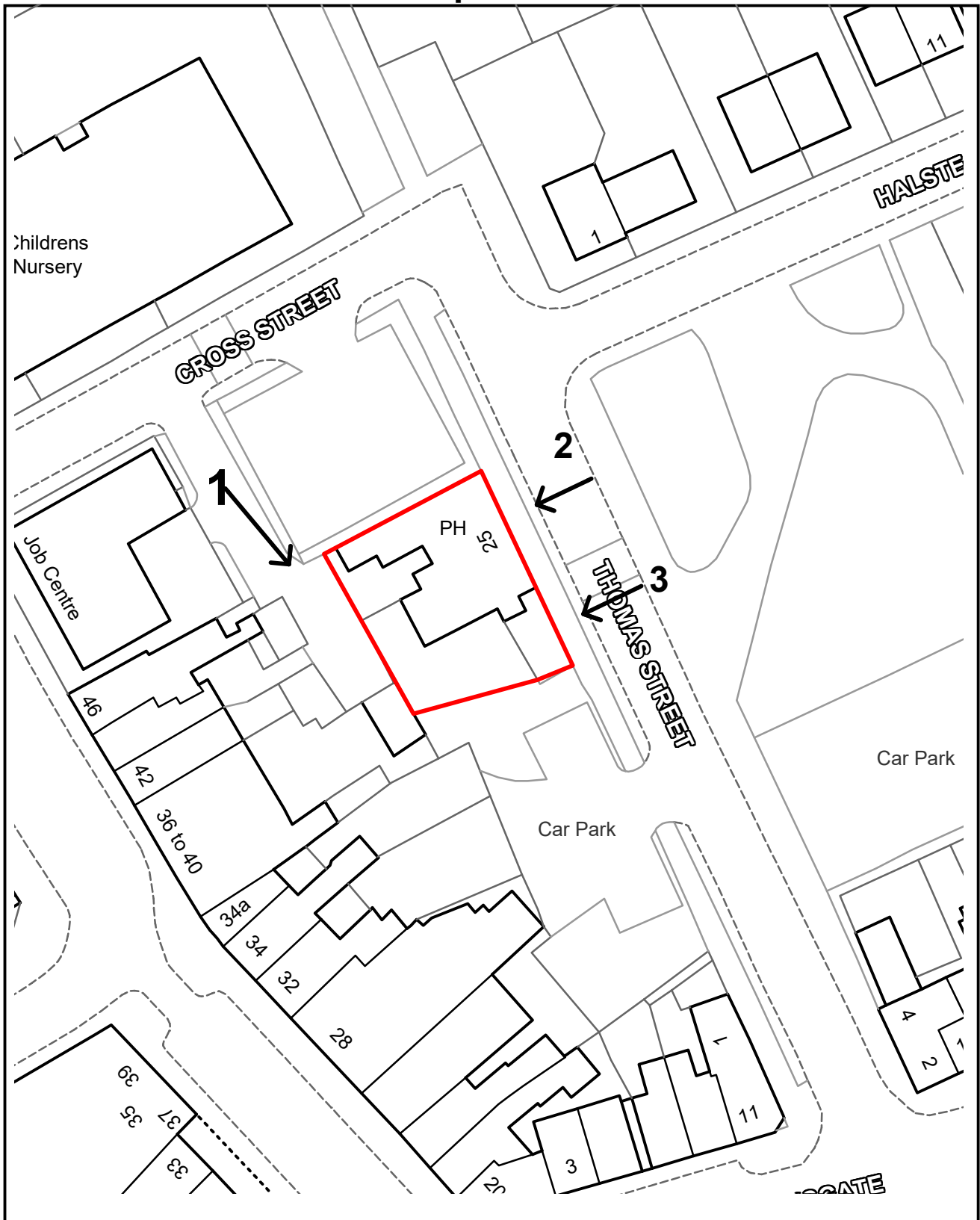
Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Bury Unitary Development Plan and Places for Everyone Joint Development Plan listed.

3. The cycle and bin storage facilities indicated on the approved plans shall be made available prior to the use hereby approved commencing and maintained thereafter.

Reason. To ensure adequate cycle storage arrangements and provision for the storage and disposal of refuse within the curtilage of the site, clear of the adopted highway, in the interests of highway safety pursuant to Bury Unitary Development Plan Policies EN1/2 - Townscape and Built Design and H2/4 - Conversions.

For further information on the application please contact **Jennie Townsend** on **0161 253-5320**

Viewpoints



PLANNING APPLICATION LOCATION PLAN

APP NO. 71353

ADDRESS: 25 Thomas Street Radcliffe



Bury
Council

Planning, Environmental and Regulatory Services

© Crown Copyright and database right (2023). Ordnance Survey 100023063.

71353

Photo 1



Photo 2



71353

Photo 3





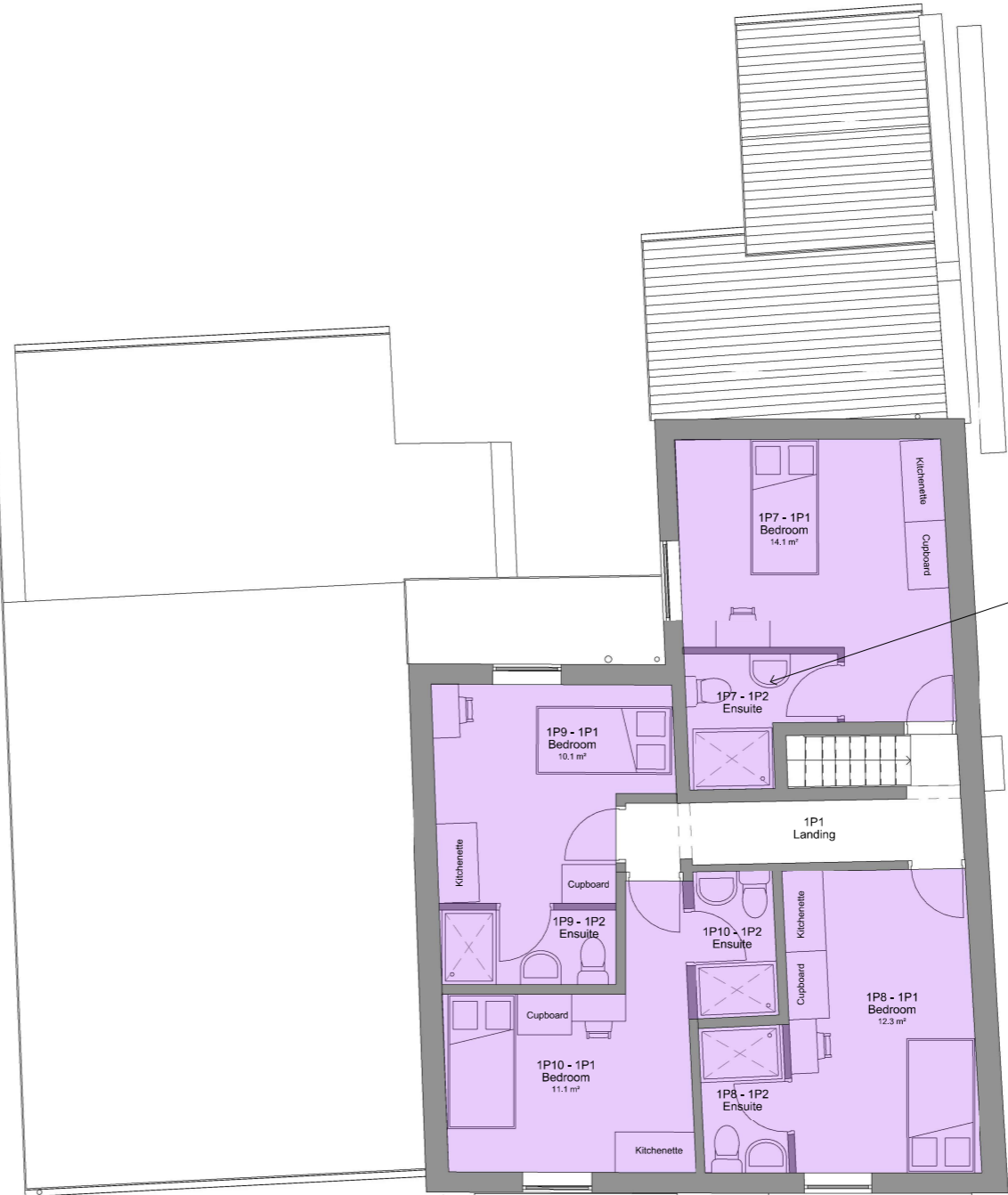
1 Level 0 - Proposed
1 : 50

Where the room is for the sole use of occupier(s)	Number of persons	
	1	2 (cohabiting)
Bedroom	6.5m ²	10.2m ²
Kitchen	4m ²	5m ²
Combined kitchen and living room	11m ²	15m ²
Combined bedroom and kitchen	11m ²	15m ²
Combined bedroom and living room	10m ²	14m ²
Combined bedroom, living room & kitchen	13m ²	20.5m ²

Bury Council Houuses in Multiple Occupation Guidance and Amenity Standards

	Number of persons					
Minimum sizes of other shared rooms	2-3	4	5	6-10	11-15	16+
Kitchen	5m ²	6m ²	7m ²	10.2m ²	13.5m ²	16.5m ²
Living rooms or dining rooms which are additional to kitchen area	8.5m ²	11m ²	11.2m ²	16.7m ²	21m ²	24m ²
Combined kitchen and dining area	10m ²	11.5m ²	11.6m ²	19.5m ²	24m ²	29m ²
Combined Kitchen, living & dining rooms (where bedrooms are less than 10.2m ²)	13.5m ²	17m ²	18.2m ²	26.9m ²	34.5m ²	40.5m ²

2 Level 1 - Proposed
1 : 50



	Bedroom (excluding ensuite)	Ensuite	Combined
Bedroom 1	12.0m ²	3.1m ²	15.4m ²
Bedroom 2	14.2m ²	3.4m ²	18.6m ²
Bedroom 3	13.3m ²	3.6m ²	17.3m ²
Bedroom 4	10.1m ²	3.0m ²	13.4m ²
Bedroom 5	10.4m ²	2.9m ²	13.6m ²
Bedroom 6	10.2m ²	2.6m ²	13.2m ²
Bedroom 7	14.1m ²	2.6m ²	17.9m ²
Bedroom 8	12.3m ²	2.7m ²	15.2m ²
Bedroom 9	10.1m ²	2.8m ²	13.1m ²
Bedroom 10	11.1m ²	2.5m ²	14.0m ²

Wash hand basins in ensuites to be at minimum size of 380mm x 240mm and depth of 130mm

A fire risk assessment is to be provided, in compliance with HMO licensing and the Fire Safety Order 2005, prior to the construction phase.

Key



1 Bed/ 1 Person



Kitchen/ Dining

Total - 10 Bedrooms HMO

Kitchen facilities will include the following, in accordance with the 1:5 ratio outlined in the Bury Council Houses in Multiple Occupation Guidance and Amenity Standards document:

- 2 sinks
- 2 four-ring hobs
- 2 ovens

All proposed habitable rooms are in compliance with the Bury Council Houses in Multiple Occupation Guidance and Amenity Standards document.



2 Planning Revised 07/01/2025 JB
1 HMO Licensing 20/12/2024 JB
No. Description Date Initial

PROJECT Morning Star, 25 Thomas Street, Radcliffe

TITLE Proposed Plans

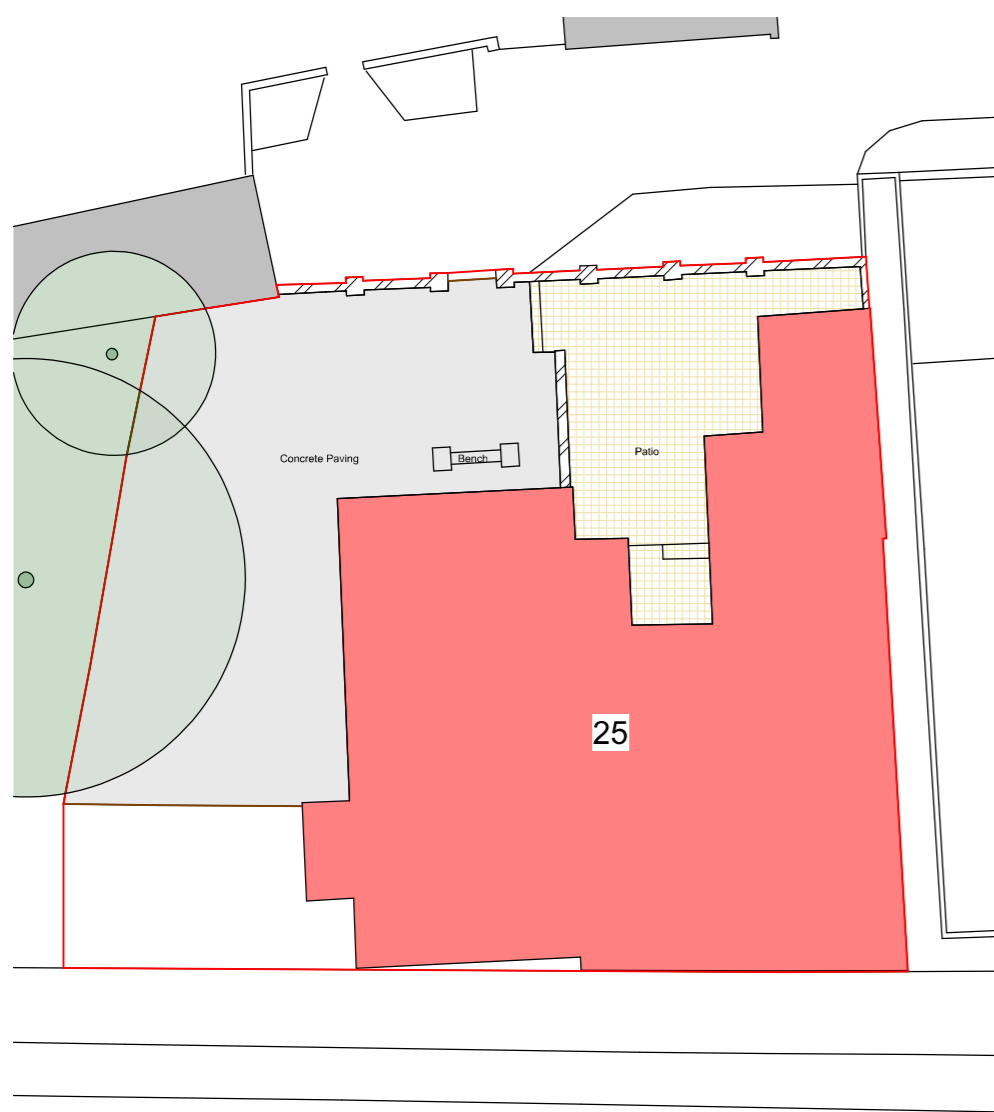
STATUS DESIGN

DRAWN BY JB DATE 06/09/2024 SCALE (@ A1) 1 : 50

PROJECT NUMBER GSS24124 DRAWING NUMBER 003A REV 2

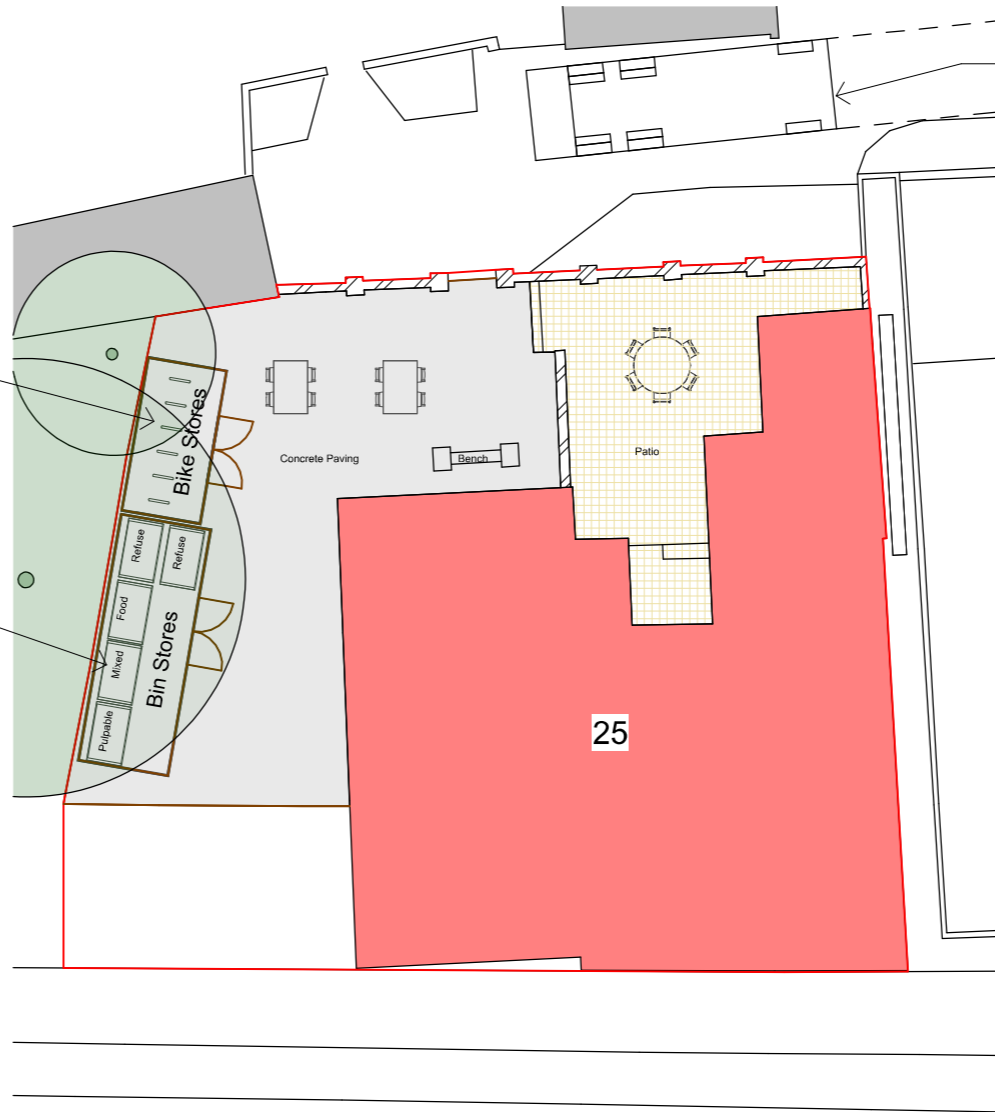
GOLD SKETCH
S T U D I O S
www.goldsketch.co.uk info@goldsketch.co.uk 0161 792 9595

NOTES
1. COPYRIGHT: ALL RIGHTS RESERVED.
2. NO PART OF THIS DOCUMENT IS TO BE REPRODUCED OR TRANSMITTED IN ANY FORM OR BY ANY MEANS, ELECTRONIC OR MECHANICAL, INCLUDING PHOTOCOPYING, RECORDING, OR BY ANY INFORMATION STORAGE AND RETRIEVAL SYSTEM, WITHOUT THE WRITTEN PERMISSION OF GOLD SKETCH STUDIOS.
3. THIS DOCUMENT IS THE PROPERTY OF GOLD SKETCH STUDIOS AND IS TO BE USED ONLY FOR THE PROJECT AND DATE SPECIFIED.
4. ALL DIMENSIONS AND LEVELS MUST BE CHECKED AND CONFIRMED ON SITE. ANY DISCREPANCIES TO BE REPORTED TO THE PROJECT MANAGER IMMEDIATELY.
5. THE DRAWING IS THE PROPERTY OF GOLD SKETCH STUDIOS AND IS TO BE USED ONLY FOR THE PROJECT AND DATE SPECIFIED.
6. THE DRAWING IS THE PROPERTY OF GOLD SKETCH STUDIOS AND IS TO BE USED ONLY FOR THE PROJECT AND DATE SPECIFIED.



THOMAS STREET

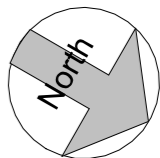
1 Site - Existing
1 : 200




THOMAS STREET

2 Site - Proposed
1 : 200

- Site Key
- Concrete Paving
 - Paving Stones
 - Timber Fencing
 - Brickwork
 - Trees
 - Existing Building



PROJECT	Morning Star, 25 Thomas Street, Radcliffe	PROJECT NUMBER		DRAWING NUMBER		REV	
		GSS24124		502		2	
TITLE	Site - Existing & Proposed	DRAWN BY		CHECKED BY	DATE	SCALE (@ A1)	
		JB		SG	12/12/2024	As indicated	
STATUS	DESIGN	2		Planning Revised		07/01/2025	JB
		1		Planning Revised		10/12/2024	JB
		No.		Description		Date	Initial

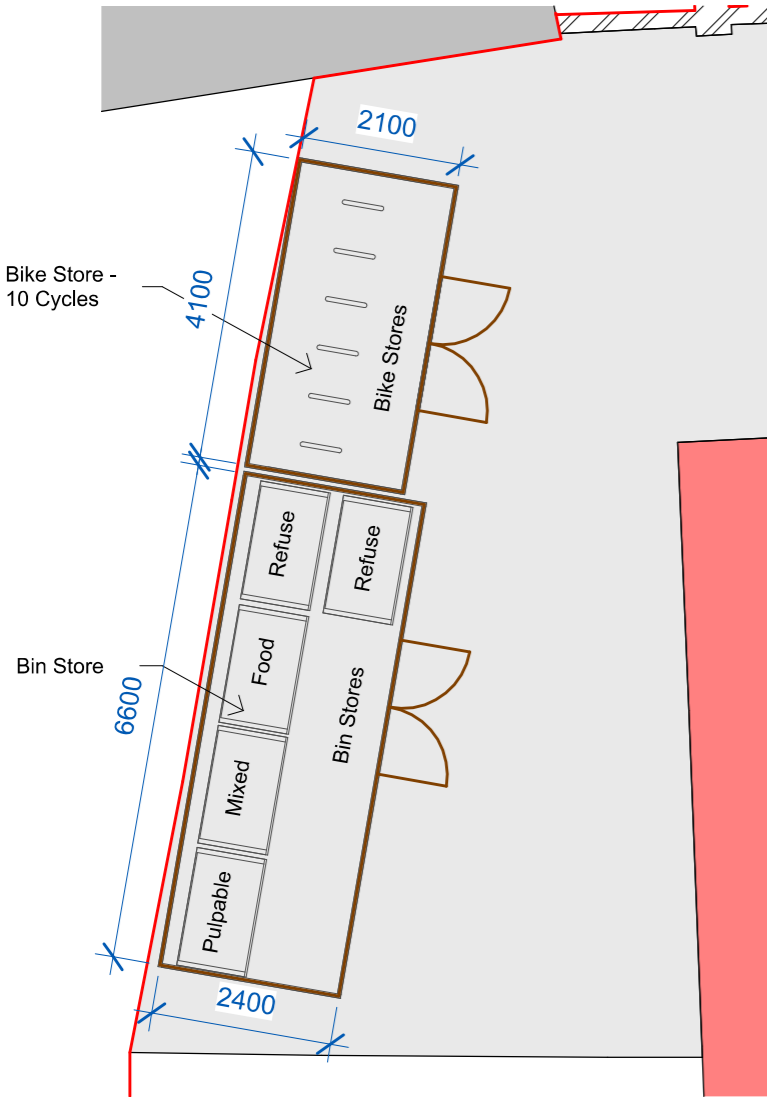


www.goldsketch.co.uk info@goldsketch.co.uk 0161 792 9595

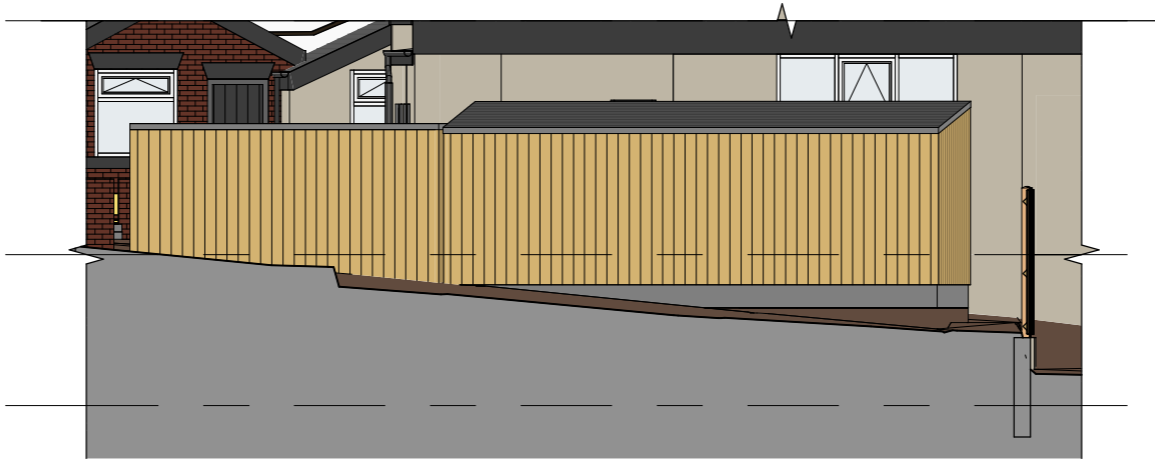
NOTES
© COPYRIGHT : ALL RIGHTS RESERVED.
THIS DRAWING MUST NOT BE REPRODUCED WITHOUT PRIOR WRITTEN CONSENT.
DRAWING TO BE USED FOR THE STATUS INDICATED ONLY.
ALL DIMENSIONS AND SETTING OUT SHALL BE CHECKED AND CONFIRMED ON SITE, ANY DISCREPANCIES TO BE REPORTED TO THE DESIGNER PRIOR TO THE COMMENCEMENT OF ANY WORK. ALL WORK AND MATERIALS TO BE IN ACCORDANCE WITH CURRENT STATUTORY LEGISLATION RELEVANT CODES OF PRACTICE AND BRITISH STANDARDS. ALL DIMENSIONS ON THIS DRAWING ARE IN MILLIMETRES (UNLESS OTHERWISE STATED).

Bike Store
10 Bike Stores
Refer to documents attached for
proposed bike store information
-10Space-Amazon-Eco-Cycle-
Shelter_InformationSheet
-TBSC_10SpAmazonEco_CAD_01_PDF

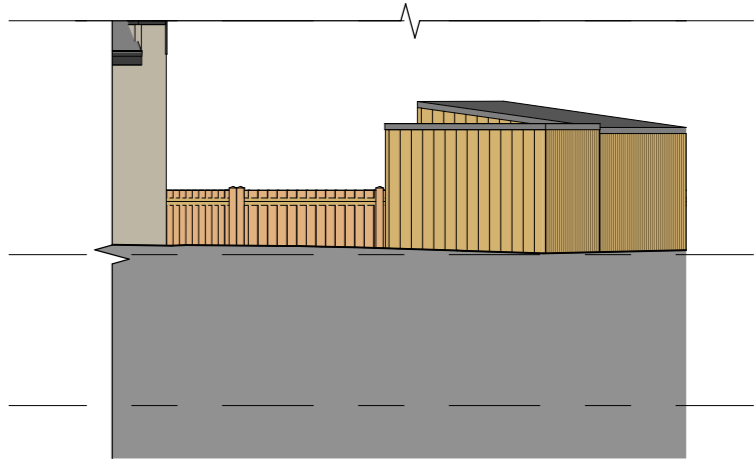
Bin Store
2 x 1100L - General Refuse
1 x 1100L - Pulpable Recycling
1 x 1100L - Mixed Recycling
1 x 1100L - Food Waste



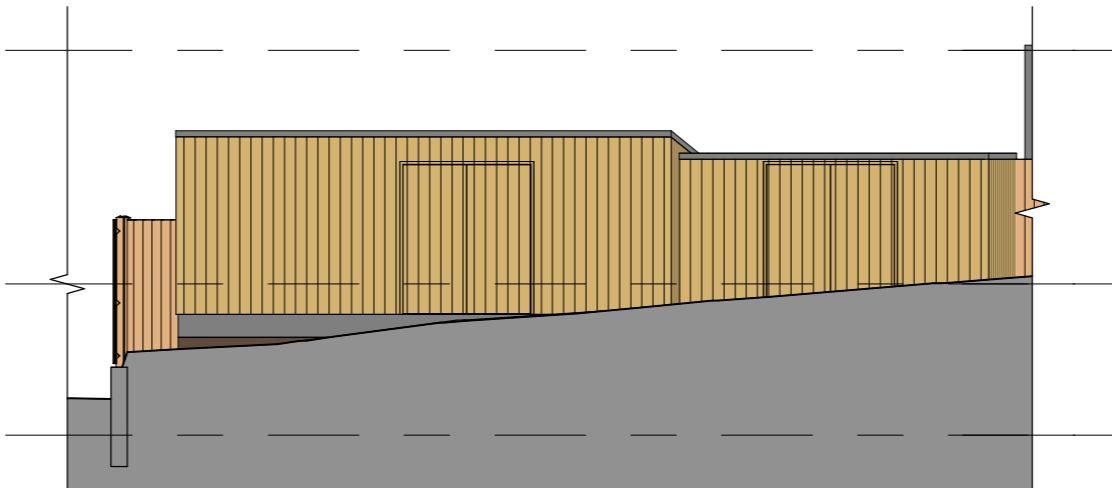
1 Site - Proposed Bin and Bike Stores
1 : 100



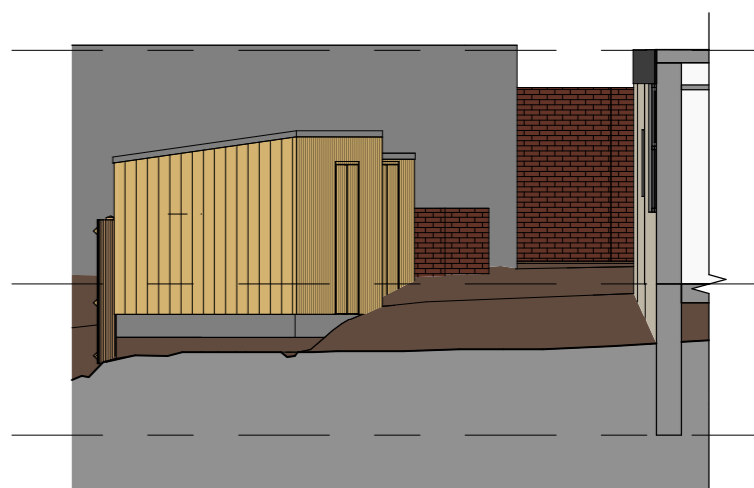
3 Left Side - Proposed Bin and Bike
1 : 100



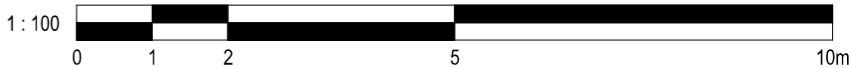
4 Rear - Proposed Bin and Bike
1 : 100



5 Right Side - Proposed Bin and Bike
1 : 100



2 Front - Proposed Bin and Bike
1 : 100



PROJECT	Morning Star, 25 Thomas Street, Radcliffe			PROJECT NUMBER	GSS24124		DRAWING NUMBER	504		REV	1	
TITLE	Site - Bin and Bike Store			DRAWN BY	JB		CHECKED BY	SG		DATE	12/12/2024	
STATUS	DESIGN			SCALE (@ A1)	1 : 100		1 No.	Planning Revised Description		07/01/2025	JB Initial	

GOLD SKETCH

S T U D I O S

www.goldsketch.co.uk info@goldsketch.co.uk 0161 792 9595

NOTES
© COPYRIGHT : ALL RIGHTS RESERVED.
THIS DRAWING MUST NOT BE REPRODUCED WITHOUT PRIOR WRITTEN CONSENT.
DRAWING TO BE USED FOR THE STATUS INDICATED ONLY.
ALL DIMENSIONS AND SETTING OUT SHALL BE CHECKED AND CONFIRMED ON SITE. ANY DISCREPANCIES TO BE REPORTED TO THE DESIGNER
PRIOR TO THE COMMENCEMENT OF ANY WORK. ALL WORK AND MATERIALS TO BE IN ACCORDANCE WITH CURRENT STATUTORY LEGISLATION.
RELEVANT CODES OF PRACTICE AND BRITISH STANDARDS. ALL DIMENSIONS ON THIS DRAWING ARE IN MILLIMETRES (UNLESS OTHERWISE STATED).