

Ward: Radcliffe - East

Item 02

Applicant:

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

Proposal: Change of use from public house (Sui Generis) to a 15 Bedroom (18 Persons) HMO together with first floor extension at side/rear and single storey extension at rear

Application Ref: 72127/Full

Target Date: 01/10/2025

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.

Planning permission was granted in January 2025 for the conversion of the public house to a 10 bed HMO. Internally, 6 bedrooms and a communal room were proposed at the ground floor with 4 bedrooms at the first floor. Externally, it was proposed to demolish the external staircase and side entrance and provide a 10 cycle bike store and bin store an area for outdoor amenity.

This application seeks the conversion of the building to a 15 bed/18 person HMO with a first floor extension at the side/rear and a single storey rear extension.

The proposed first floor side/rear extension would be located on the southern side on top of the existing single storey element and the single storey rear extension attached to the existing outrigger. Materials would be render to match the existing.

At the ground floor it is proposed to provide 7 bedrooms - 6 no single occupancy and 1 no. double occupancy. A communal kitchen/ diner would be located in the rear outrigger and new extension to provide 31.2sqm of communal space.

At the first floor would be 8 bedrooms - 6 no. bedrooms in single occupancy and 2 no. bedrooms in double occupancy.

Each bedroom would have en-suite facilities, desk, kitchenette facilities fridge/storage and cupboard.

It is proposed to provide 3 parking spaces in total, 1 parking space on the back street at the rear of the building and 2 parking spaces within the rear yard area which would be accessed from the back street. The outdoor space would also provide a cycle store for 20 bikes and communal seating area with bench seating. The existing paved area at the front of the site would be used to house a bin store.

Certificate C has been signed and the application advertised in the press as the site includes land outside the applicant's ownership.

Relevant Planning History

71353 - Change of use from Public House (sui generis) to a 10 Bedroom (single occupancy) HMO - approved 29/1/25.

Publicity

Letters sent to 32 properties on 8/8/215.

Site notice posted 14/8/25.

4 objections received which raise the following issues -

- The building is located directly opposite a children's nursery
- Currently the local area is already having flats being developed, this additional housing isn't necessary for the area
- The area hasn't even finished the high school or the leisure facilities adding a HMO to this area would not be in Radcliffe's or our local occupiers best interest
- We do not need any more HMO's in the Radcliffe area.
- Develop the area for flats for working people or affordable housing.
- We don't have enough doctors or dentist to accommodate more people.
- Insufficient parking provision and the resulting impact on local residents and visitors.
- While there are public car parks nearby on Thomas Street, Cross Street, and at the Civic Centre, these facilities are already heavily used, particularly during weekdays and frequently reach full capacity which pushes overflow parking onto surrounding side streets such as Halstead Close.
- It also places additional pressure on parking availability for visitors to local amenities, including the nearby health centre, which is an essential community facility.
- An HMO of this scale is unlikely to have a positive impact on the town which is currently undergoing very expensive regeneration.
- HMOs generally add to anti social behaviour in an area including littering/fly tipping.
- I don't think the council should encourage low quality renting. It is well known that people living in HMOs often have poor landlords.

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

Statutory/Non-Statutory Consultations

Traffic Section - No objections subject to conditions.

Environmental Health - Pollution Control - No comments to make

Environmental Health - Commercial Section - No response received

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. The site is in a highly sustainable area with access to public transport and local services and amenities.

The property and site benefit from an extant permission for the change of use to an HMO and as such the principle for this tenure of housing has been established.

The issues of this application concern the intensified occupation of the building and resulting associated facilities of communal spaces, bin and cycle store and parking. These issues are discussed below.

Layout

There would be 15 bedrooms (3 in double occupation) over two floors with a single communal kitchen/diner located at the ground floor.

All the bedrooms for both the single and double units would comply with national minimum space standards for HMO's and licensing standards and the communal kitchen would be of a size and provide adequate kitchen facilities to meet Bury Council's HMO Guidance.

The yard area would be of an adequate size to facilitate 2 parking spaces and cycle store plus an area for sitting out and drying washing.

The bin store would be located at the front of the site on an existing paving area and accessed directly from Thomas Street on collection days.

The HMO Licensing Section have no issues subject to the applicant obtaining an appropriate license.

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

Impacts on residential amenity

The property is detached and there are public car parks either side of the building. The nearest residential dwelling would be the flats over the shop to the rear of the site on Blackburn Street over 10m away and houses to the east on Halstead Street more than 20m away.

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.

The property was formerly a public house which would itself have generated a level of activity, noise and disturbance and at different times of the day. Whilst there would be an increase in occupation of 8 people from the previously approved 10 person HMO, it is considered that comparative to a pub, the proposed use and number of occupiers would not cause undue noise and disturbance to the area nor intensify the use of the building to a significantly harmful degree.

The proposed outdoor communal space would be provided in the former pub beer garden and would be used for parking for two cars, provide cycle storage and areas to sit out, comparative to a pub use it is considered that impacts on the surrounding area would not be exceptionally harmful compared to the previous use. The site is also in a town centre location where there would be an expectation of comings and goings in the area and it is considered the proposed use would not significantly add to activity and disturbances.

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

It is therefore considered the proposed development would not have an adverse impact upon the residential amenity of neighbouring properties and would be in accordance with Policies EN1/2 and H2/4.

Highway issues

The site is located in Zone 2 for parking and SPD11 requires 0.25 unallocated spaces per bedroom which would equate to 3.75 spaces (rounded up to 4). The application proposes 3 spaces.

SPD11 does however state that alternative provision levels are considered on a case-by-case basis.

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 space for 20 cycles which would comply with SPD11 which requires one secure covered space per bedroom.

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 bin store would be located at the front of the site and a new drop kerb would be installed to facilitate access for waste management on collection days.

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 sustainable location and access to good transport links and local amenities, in addition to the benefits of providing housing in the area, the proposed development is considered to be acceptable and would comply with the principles of sustainable development.

Policy JP-S2: Carbon and Energy

In compliance with Policy JP-S2 of the Places for Everyone (PfE) plan, the development proposes to minimise energy demand and maximise energy efficiency including measures to achieve a high APC, smart thermostats, energy saving lights and to align with 2022 Part L Building regulations.

The development would comply with JP-S2.

Policy JP-C2: Digital Connectivity

The development would support high quality infrastructure by including full fibre broadband. The proposed development would comply with policy JP-C2.

Response to objections

- 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 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.
- An HMO offers an alternative type of housing tenure to meet the areas housing needs.
- Radcliffe has a range and number of local facilities and services and it is considered that an additional 18 residents (or an additional 8 above the approved HMO) would not put significant pressure on local services.
- 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

Project number GSS24124 -

Existing plans 002A

Existing and proposed site plan 502 rev 5

Revised proposed floor plans 003A rev 3

Revised proposed elevations 003B rev 2

20 space Amazon TT Shelter rev 00

Bike shelter specification by the Bike Storage Company

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.

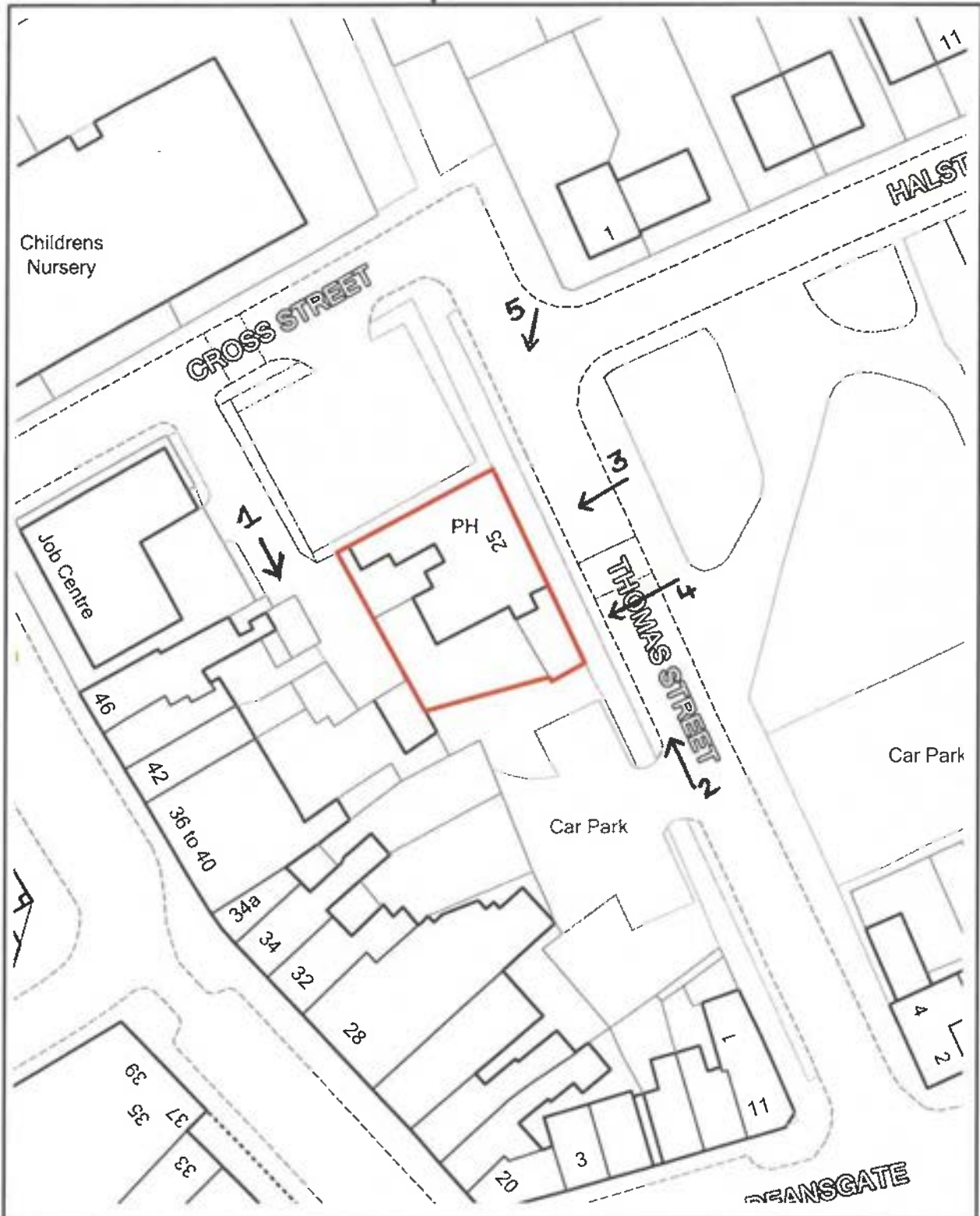
3. The use hereby approved shall not be commenced unless and until the footway and verge crossing shown indicatively on approved plan reference GSS24124.2 502 Revision 5 required to access the relocated bin storage facilities has been implemented to a specification and in a position to be agreed with the Highway Authority and the Local Planning Authority pursuant to policies EN1/2, H2/4, JP-C5 and JP-C8.
4. The car parking, cycle and bin storage facilities indicated on approved plan reference GSS24124.2 502 Revision 5 shall be made available prior to the use

hereby approved commencing and maintained thereafter.

Reason. To ensure adequate car and cycle parking/storage and 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 Policies EN1/2, H2/4 and JP-C8.

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

Viewpoints - 72127



ADDRESS:

25 Thomas Street, Radcliffe, M26 2UH

Planning, Environmental and Regulatory Services

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Bury
Council

72127

Photo 1



Photo 2



72127

Photo 3



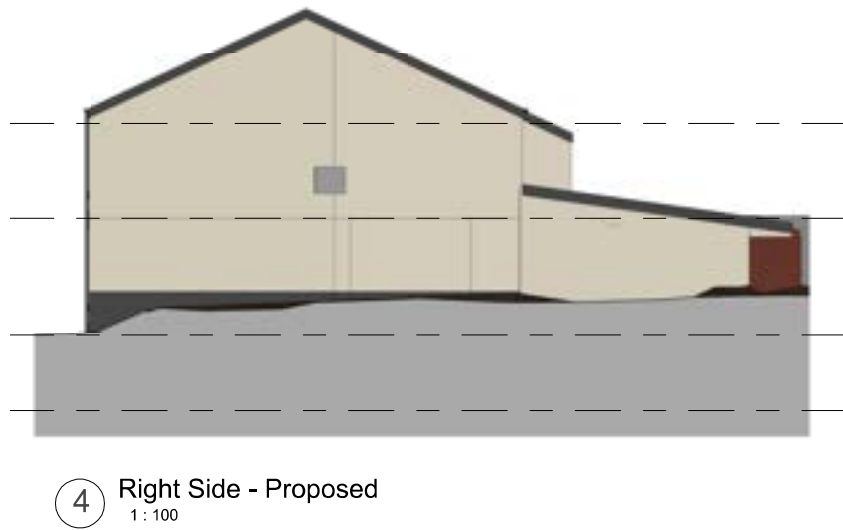
Photo 4



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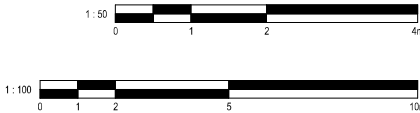
Photo 5





	Bedroom (excluding ensuite)	Ensuite	Combined
Bedroom 1	12.0m ²	3.1m ²	15.4m ²
Bedroom 2	12m ²	2.8m ²	15.0m ²
Bedroom 3	13.3m ²	3.6m ²	17.3m ²
Bedroom 4	10.2m ²	3.0m ²	13.4m ²
Bedroom 5	10.8m ²	2.4m ²	13.6m ²
Bedroom 6	10.0m ²	2.6m ²	13.0m ²
Bedroom 7	15.9m ²	2.6m ²	18.8m ²
Bedroom 8	12.3m ²	2.7m ²	15.2m ²
Bedroom 9	14.1m ²	3.5m ²	17.9m ²
Bedroom 10	12.4m ²	2.5m ²	15.2m ²
Bedroom 11	15.4m ²	2.9m ²	18.4m ²
Bedroom 12	12.9m ²	2.8m ²	16.3m ²
Bedroom 13	10.7m ²	3.1m ²	16.1m ²
Bedroom 14	11.4m ²	2.5m ²	14.3m ²
Bedroom 15	13.4m ²	2.5m ²	16.1m ²

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



2	Planning - Revised	18/09/2025	JB
1	Revised Plans	08/05/2025	JB
No.	Description	Date	Initial

PROJECT
Morning Star, 25 Thomas Street, Radcliffe

TITLE
Proposed Elevation

STATUS
DESIGN

DRAWN BY	DATE	SCALE (@ A1)
JB	19/02/2025	As indicated

PROJECT NUMBER	DRAWING NUMBER	REV
GSS24124.2	003B	2

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ARCHITECTS
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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 Houses 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

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:

- 4 sinks (dishwasher)
- 4 four-ring hobs
- 4 ovens

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

Each bedrooms will serve as a combined bedroom and living room, in compliance with Bury Council's HMO guidelines

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

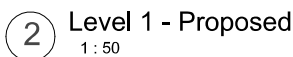
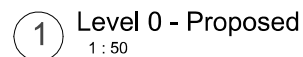
Key

1 Bed/ 1 Person

1/Bed/ 2 Person

Kitchen/ Dining

Total - 15 Bedrooms/
18 Perons HMO



Bury Council Houses in Multiple Occupation Guidance and Amenity Standards

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

**Total - 15 Bedrooms/
18 Perons HMO**

<div>PROJECT</div> <div> <div>Morning Star, 25 Thomas Street, Radcliffe</div> </div>			
<div>TITLE</div> <div>Proposed Plans</div>			
<div>STATUS</div> <div>DESIGN</div>			
<div>DRAWN BY</div> <div>JB</div>	<div>DATE</div> <div>19/02/2025</div>	<div>SCALE (@ A1)</div> <div>1 : 50</div>	
<div>PROJECT NUMBER</div> <div>GSS24124.2</div>		<div>DRAWING NUMBER</div> <div>003A</div>	<div>REV</div> <div>3</div>
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