

Ward: Bury West

Item 05

Applicant: Sussex Coastal Property Ltd

Location: 8 Stephen Street South, Bury, BL8 2NT

Proposal: Change of use from existing 6 bedroom (single occupancy) HMO to 6 bedroom (6-8 occupants) HMO (House in Multiple Occupation) (Use Class Sui Generis)

Application Ref: 72425/Full

Target Date: 25/11/2025

Recommendation: Approve with Conditions

Description

The application site forms the southern end of a row of four, two storey terraced properties on the south-west side of Stephen Street South which is in use as a house in multiple occupancy. It includes a basement and a loft conversion and rear dormer extension. The lawful use of the premises is as a 6-bedroom House in Multiple Occupation (HMO), under the permitted change allowed between Use Class C3 (Dwellinghouses) and Use Class C4 (Houses in multiple occupation) which allows small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

The gable end of the application site forms the boundary where there is a significant drop in levels between the application site and the Daisyfield Court apartments complex. The rear of the property backs onto Back Hulbert Street, a cobbled street providing access to the rear of properties on both respective streets.

The property is within a cul-de-sac of terraces (4 on each side) which sit between Back Bolton Road South and the boundary of the site described above.

The property has a flat roof dormer extension on the rear roof slope, which was erected utilising permitted development rights. It also has a rear yard area. The conversion works were completed in September 2025, and the property is currently being let out for occupation, with 4 out of the 6 bedrooms currently rented out.

Planning permission is sought for the change of use from an existing 6 bedroom (single occupancy) HMO to a 6 bedroom, 6-8 occupants, HMO (House in Multiple Occupation) (Use Class Sui-Generis). Permission is being sought for 2 more occupants to reside within the property.

Relevant Planning History

Not applicable.

Publicity

The application has been advertised by Site Notice on the 24 October 2025, and 24 nearby neighbours have been notified by letter on the 21 October 2025. 3 representations have been received which raise the following concerns:

- Adverse effect on the character of this part of the street. The street's character is made up of family homes with many residents having lived here for 20 years, contributing to a close-knit and peaceful community. The streets character is defined by its low levels of

activity and limited vehicle movements. Our street is very quiet and is a residential cul-de-sac consisting of only 8 houses.

- Since the property has been occupied by 4 tenants, we have already noticed an increase in disruption and activity with people constantly coming and going at all hours. This has changed the peaceful nature of the street. This is before the property has even reached 6 occupants never mind 8.
- Parking on Stephen Street South is already extremely limited. Even with only 4 occupants (below the PD allowed 6 occupants), parking pressures have noticeably increased. Residents now frequently struggle to find a space and access for larger vehicles can be difficult.
- The increase in occupants has already put a strain on the already limited on-street parking provision particularly given the care home present at the end of the street and parishioners of the Church. Doubling the number of occupants would cause existing residents' difficulty for residents trying to park anywhere near their homes.
- The current occupancy and proposed increase in occupancy exacerbates existing parking problems.
- Due to Stephen Street South being a small cul-de-sac, even one large HMO has a noticeable impact on the area. The proposed increase would have a disproportionate impact due to the limited size and capacity of the street. Residents are already experiencing higher levels of noise, parking stress and general disruption since the property began operating as a HMO. Increasing occupancy would further erode the balance of this settled residential area.
- Fails to comply with planning policies relating to character, amenity and highway safety.
- Urges the Council to refuse the application in order to preserve the established character and amenity of Stephen Street South and to protect the quality of life of its long-standing residents.

The objectors have been notified of the Planning Control Committee meeting.

Statutory/Non-Statutory Consultations

Traffic Section - No objections, subject to a condition securing the bin storage facilities shown on the submitted drawings.

Waste Management - No objections.

Adult Care Services - No comments or observations received.

Housing - Public Protection - No comments or observations received.

Greater Manchester Police - designforsecurity - No comments or observations received.

Canal & River Trust - No objections.

Pre-start Conditions - Not applicable.

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
EN1/2	Townscape and Built Design
EN7/2	Noise Pollution
HT2/4	Car Parking and New Development

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.

Permitted Fallback Position

A dwelling can change to a 6 bed HMO is Permitted Development, as defined by the Town and Country Planning (Use Classes) Order 1987 (as amended) to a House in Multiple Occupation (HMO) is Permitted Development. The applicant has therefore utilised the existing property as a 6 bed HMO without the need for planning permission. This is the permitted fallback position of the property.

Principle of Development

UDP Policy H1/2: 'Townscape and Built Design' 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.

UDP Policy H2/4: 'Conversions', has specific regard to effects on amenity of neighbouring properties, general character of the area, amenity of occupants, effects from external changes on the street scene, car parking, and servicing requirements. This is supported by SPD 13: 'The Conversion of Buildings to Houses in Multiple Occupation', that seeks to ensure that properties are of a sufficient size to accommodate the proposals and are large enough to offer satisfactory levels of accommodation for future residents. This document also seeks to ensure that HMO's are located in suitable locations. SPD 13 is rather dated in absolute terms (adopted in May 2007) and in some of the assumptions expressed (e.g. HMO's tend to attract residents in their teens and twenties who by their nature can be a little more energetic than older people, leading to a more active social life in the evenings). However, some of the general factors against which proposals should be assessed at UDP Policy H2/4 remain relevant.

PfE Policy JP-H3: 'Type, Size and Design of New Housing' seeks to provide an appropriate mix of dwelling types and sizes reflecting local plan policies and having regard to relevant local evidence. Development across the plan area should seek to incorporate a range of dwelling types and sizes, including for self-build.

Paragraph 63 of the NPPF confirms that *"the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing; families with children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes"*. However, no direct reference is made to HMOs or buildings of multiple occupation.

The applicant has utilised their permitted development right to change the use of the dwelling to a 6 bedroom HMO lawfully and for the rear roof dormer.

Houses in Multiple Occupation is a form of housing tenure, where occupants live together forming more than one household (i.e. where facilities such as kitchen, living areas and/or bathrooms can be shared with other tenants).

Given that the existing use of the building is as a HMO, the principle of the use has already been established. However, the proposed development seeks to increase the number of occupants to 8 people, which creates a sui generis use. As such, given the permitted fallback position of an HMO with 6 people, the Council has to assess the impacts of an additional 2 occupants within the property and the impacts arising.

Accessibility of the site to services, jobs and amenities

PfE Policy JP-C1 seeks to deliver an accessible, low carbon Greater Manchester with world-class connectivity, by, amongst other things, delivering a pattern of development that minimises both the need to travel and the distance travelled by unsustainable modes to jobs, housing and other key services, including healthcare, education, retail, recreation and leisure facilities, green space and green infrastructure; and locating and designing development, to deliver a significant increase in the proportion of trips that can be made by walking, cycling and public transport.

The application site is located within walking distance of Bolton Road, where there are bus stops, which provide access to regular bus services to Bury and Bolton. The site is also within walking distance of the local centre on Bolton Road, where there are a variety of shops, hot food takeaways and a small supermarket. As such, the proposed development would be located in a sustainable location and would be in accordance with Policy JP-C1 of the Places for Everyone Joint Development Plan.

Character of the area

UDP Policy H2/4 - 'Conversions' takes into consideration the concentration of building conversions for multiple occupation and the impact this can have to the character of an area. The justification for this policy makes it clear that it is necessary to ensure that dwelling standards are maintained and to ensure that, generally, an over provision of building conversions does not adversely affect the need to maintain a good mix of housing types or adversely affects the character and amenity of residential areas.

Having visited the application site, checked the Planning register and the HMO Licensing register, there are no other properties in use as homes in multiple occupancy within 100 metres of the application site. Therefore, the proposal would not result in an over concentration of HMOs in this area and therefore the area would maintain a good mix of housing types.

The proposed development would not result in any external alterations and as such, the proposed development would not be a prominent feature in the streetscene.

The representations received highlight the particular character of this group of 8 properties on Stephen Street South, which exist at the cul-de-sac end of the street and that this part of the street is characterised by family dwellings, is quiet and peaceful in nature and has limited vehicular movements. The representations received, state that given the cul-de-sac nature of this part of Stephen Street South, the increasing the number of occupants of the HMO, along with the associated consequences of increasing movements to and from the property by existing occupiers and proposed occupiers and the associated pressure on on-street parking provision and bin storage needs and such a large HMO would adversely change the character of this street.

Whilst the concerns of local residents are understood, the Permitted Development fallback position of 6 occupants is a strong fallback position which has to be taken into account in this decision. The proposal does not propose to increase the number of bedrooms within the property but seeks to have the ability to be let to couples. It is considered that such an uplift is minor and two more occupants would not cause such demonstrable harm to the character of the area to justify refusal of the application on this basis. Therefore, the proposed development would be in accordance with Policies H2/4 and EN1/2 of the Bury Unitary Development Plan.

Amenity of neighbouring occupiers

UDP Policy H2/4 requires applications for conversion to have regard to the effect on the amenity of the neighbouring properties through noise, visual intrusion, the position of entrances, impact of parking areas, extensions and fire escapes.

The proposed development is located in an end terrace in a row of 4 properties and there are 4 dwellings located opposite. There are residential properties at the rear, which front onto Hubbert Street.

As stated above, the proposed development would not result in any external alterations, so the proposed development would not have an adverse impact upon the privacy of the neighbouring properties.

The objectors have referred to noise from comings and goings at the property. Whilst the number of occupiers would increase by 2, the number of bedrooms would not increase. As such, the addition of 2 occupiers in rooms, which are already in use, it is considered that the uplift would not have a significant adverse impact upon the amenity of the neighbouring properties.

Therefore, the proposed development would be in accordance with Policies H2/4, EN1/2 and EN7/2 of the Bury Unitary Development Plan.

Amenity of future occupiers

All bedrooms proposed would comply with the national prescribed space standards. The proposed development would utilise the existing communal space of a kitchen and dining room, which is located within the rear two storey outrigger. The basement area of the property would have two washing machines and a dryer. Two washing machines would meet the needs of all occupants of the property. The level of communal accommodation would be acceptable for 8 occupants in 6 bedrooms.

The National Design Guide states that an aspect of ensuring development is well designed by ensuring that refuse bins are accessible and well-integrated into the design of streets, spaces and buildings, to minimise visual impact, unsightliness and avoid visual clutter.

The proposed site plan indicates sufficient refuse storage provision can be provided within the rear yard area. The agent has confirmed that this area is within the applicant's

ownership and as such, would be acceptable. A covered and secure cycle store for up to 8 bikes is proposed in the corner of the rear yard area, as well as an outside seating area is within the rear yard area, which would provide an appropriate level of external amenity space. Therefore, the proposed development would not have an adverse impact upon the occupiers of the proposed development and would be in accordance with Policies H2/4 and EN1/2 of the Bury Unitary Development Plan.

Waste Management

The proposed scheme includes the provision of bins within the rear yard area, which is accessed from the rear cobbled street. Sufficient space exists within the rear yard area to allow for the segregation of refuse and recyclable waste and would ensure the storage of bins would not adversely impact on the street scene. The number of bins provided has been shown as eight, which is considered satisfactory for the numbers of occupants proposed.

Bins would continue to be collected from the rear of the terrace as they are currently and it is therefore considered that there would be a no detrimental effect on the safety and operation of the local highway network, as it would operate in the same manner as the existing site and surrounding properties.

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The concern raised about bins being left out on the rear street is a management issue and in this regard the applicant has submitted a management plan which states that tenants are advised to take bins out for collection on the respective day and bring them back into the yard area in much the same way as any other residential property would. Local residents should contact the management company of the application site if they have any concerns around unneighbourliness. If any odour, fly or pest issues arise neighbouring occupants could report this issue to the Council's Environmental Health, Public Protection section.

Highway Safety

There are no specific car parking standards 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.

PfE Policy JP-C1: 'An Integrated Network' seeks to deliver an accessible, low carbon Greater Manchester with world-class connectivity. It seeks to achieve this by a range of measures, including, amongst other things, delivering a pattern of development that minimises both the need to travel and the distance travelled by unsustainable modes to jobs, housing and other key services, including healthcare, education, retail, recreation and leisure facilities, green space and green infrastructure; and locating and designing development, to deliver a significant increase in the proportion of trips that can be made by walking, cycling and public transport.

SPD11: 'Parking Standards in Bury' identifies the application site is within Parking Zone/ Accessibility Zone 2. In this location two car parking spaces should be provided.

No off-road car parking is possible at the property.

Although the concerns raised by local residents are noted and understood, the existing lawful use of the building is a 6-bedroom HMO (use class C4). The proposals would not

create additional bedrooms, but propose to increase the level of occupants in two of the existing bedrooms by up to 2 additional people.

Based on Bury Council's parking standards within Zone 2, there is no differentiation in a 6-bedroom, 6-occupants and a 6-bedroom, 8-occupants HMO with regards to the SPD11 parking requirement.

It is also noted that each 3-bedroom property on the street would require 1.5 car parking spaces, but none of the properties have any allocated / off-street parking provision, street wide. This is the same level of parking requirement for a 6-bedroom HMO (0.25 unallocated space per bedroom). SPD11 also does not automatically support the conversion of front gardens into tarmacked car parking spaces due to their negative impact on the character of the area.

On this basis, there is no additional parking requirement for the proposed development (compared to the existing 6-bedroom HMO) to make the proposal acceptable from a car parking perspective, in accordance with SPD 11.

Carbon and Energy

PfE Policy JP-S2 sets out the steps required to achieve net zero carbon emissions.

The existing HMO was refurbished to prioritise the minimisation of energy demand and maximisation of energy efficiency through the following measures:

- The development features highly insulated walls and ceiling cavities to reduce heat loss and enhance thermal efficiency.
- Double glazing to improve insulation and reduce energy consumption. This ensures compliance with Part L Building Regulations.
- Passive performance has been enhanced through improving the fabric efficiency with double glazing and insulation as well as the efficiency of the existing internal layout.

The applicant has advised that due to the building's orientation and lack of solar gain on the roof, the installation of solar PV panels is not a feasible prospect on this property.

Digital Connectivity

PfE Policy JP-C2 requires all new development to have full fibre to premises connections unless technically infeasible and / or unviable. The policy supports the provision of free, secure, high-speed public wi-fi connections, particularly in the most frequented areas.

In compliance with Policy JP-C2 of the PfE plan, the submission advises that the proposed development would support high-quality digital infrastructure through the following measures:

- Full Fibre Superfast Internet will be installed to the development
- Mesh network throughout the property, ensuring consistent high-quality internet coverage in every corner and on every floor.
- Cat 6 network points on each floor, providing robust and reliable wired internet connections for high-speed data transfer.

Therefore, the proposed development would be in accordance with Policy JP-C2 of the Places for Everyone Joint Development Plan.

Response to objections

Many of the points raised have been responded to within the main report.

Conclusion

The property has utilised its permitted development rights to convert from a dwellinghouse to a 6 person HMO without planning permission and also to erect the dormer extension present on the property, permitted under Schedule 2, Part 1, Classes A-H of the Planning (General Permitted Development) Order 2015, as amended. This is therefore the permitted fallback position and has been taken into account in assessing the appropriateness of the proposal.

The addition of up to two more occupants at the property would not result in conditions that would be demonstrably worse than the permitted fallback position allowed under Permitted Development regulations.

Given the site's location on a main transport route between Bury Town Centre and Bolton Town Centre, close to the Bolton Road/ Bury Bridge Local Centre and Bus Stop(s), the proposal is considered to be suitably located for the use.

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 permission relates to the following plans and documents:

Drawing no. 8SSS/299/PL: Site Location Plan and Existing Site Plan;
Drawing no. 8SSS/303/PL Rev. C1: Proposed Plan Layout;
Drawing no.8SSS/300/PL Rev. C1: Proposed Site Plan;
Document ref. Planning Statement; and,
Document ref. Management Plan

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings and documents.

Reason. For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the Bury Unitary Development Plan, Greater Manchester Places for Everyone Joint Development Plan, and the National Planning Policy Framework.

3. The bin store/ bike store indicated on approved plan A1.2 Revision PL7 shall be fitted with a roller shutter door or a similar approved type which does not project

outwards at any time during or after operation to the satisfaction of the Local Planning Authority and shall thereafter be maintained.

Reason. To enable a vehicle to stand clear of the highway whilst the garage door is opened and to allow adequate space to maintain a vehicle clear of the highway in the interests of road safety.

4. The refuse storage facilities and covered and secure cycle storage provision indicated on the approved plans shall be implemented and made available for use prior to the development hereby approved becoming first occupied and shall thereafter remain available at all times.

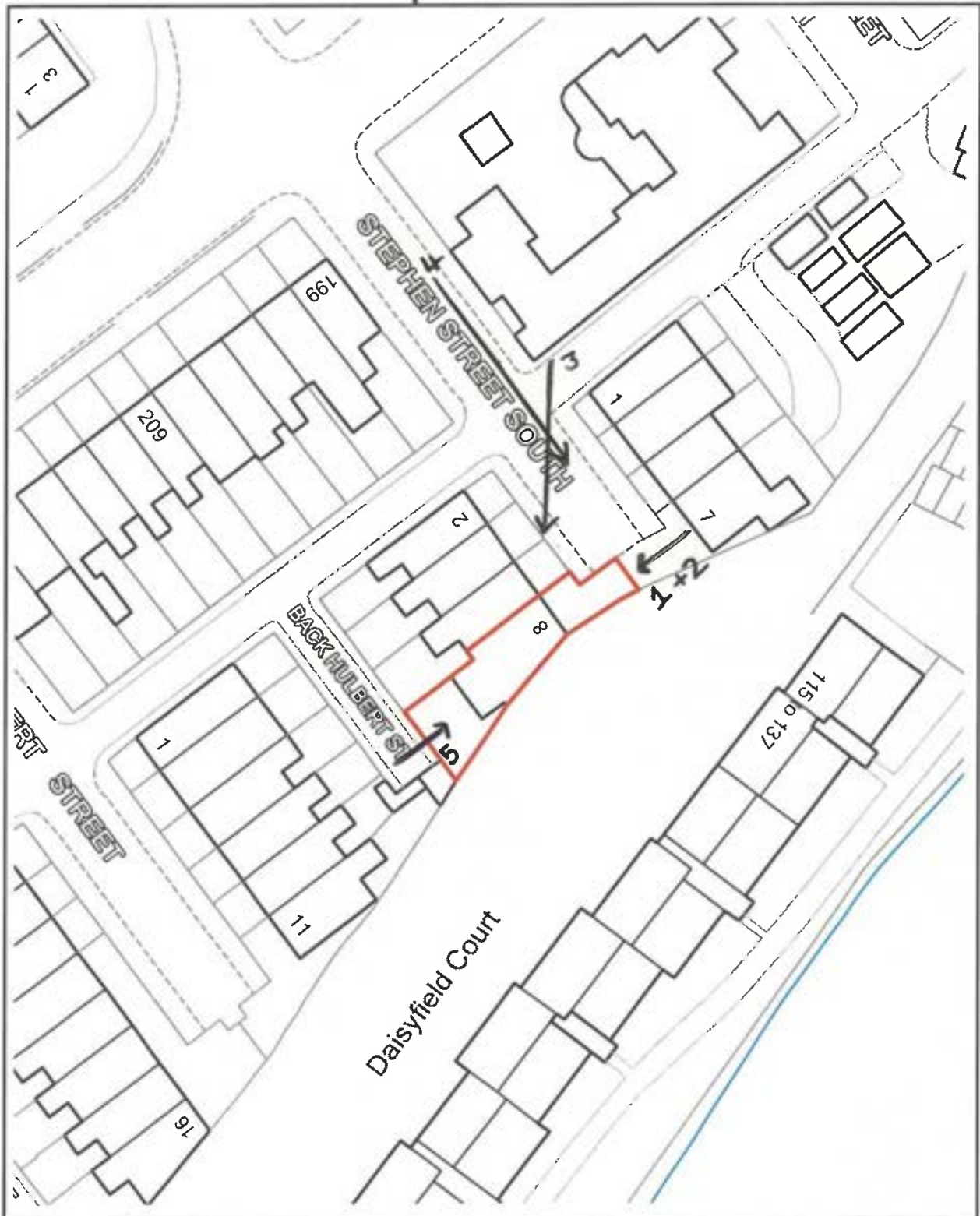
Reason. In order to ensure that the development would maintain adequate facilities for the storage of domestic waste, including recycling containers, and sufficient cycle storage provision is secured, in the interests of amenity and to promote modal shift and encourage travel to the site by more sustainable modes of transport in accordance with Policies JP-C6: 'Walking and Cycling' and JP-C8: Transport Requirements of New Development of the Places for Everyone Development Plan.

5. The maximum number of residents occupying the premises shall not exceed 8 (eight) people.

Reason. To avoid an over-concentration of people living in the property and ensure satisfactory living accommodation for existing and future occupiers, in accordance with Policy H2/4-Conversions of the Bury Unitary Development Plan, Policies JP-C5: Streets for All and JP-C8: Transport Requirements of New Development of the Places for Everyone Joint Development Plan.

For further information on the application please contact **Claire Booth** on **0161 253 5396**

Viewpoints - 72425



ADDRESS:

8 Stephen Street South, Bury, BL8 2NT

Planning, Environmental and Regulatory Services

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Bury
Council

72425

Photo 1



72425

Photo 2



Photo 3



72425

Photo 4



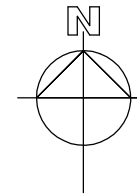
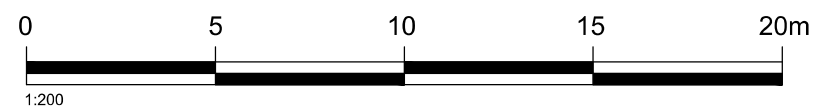
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Photo 5



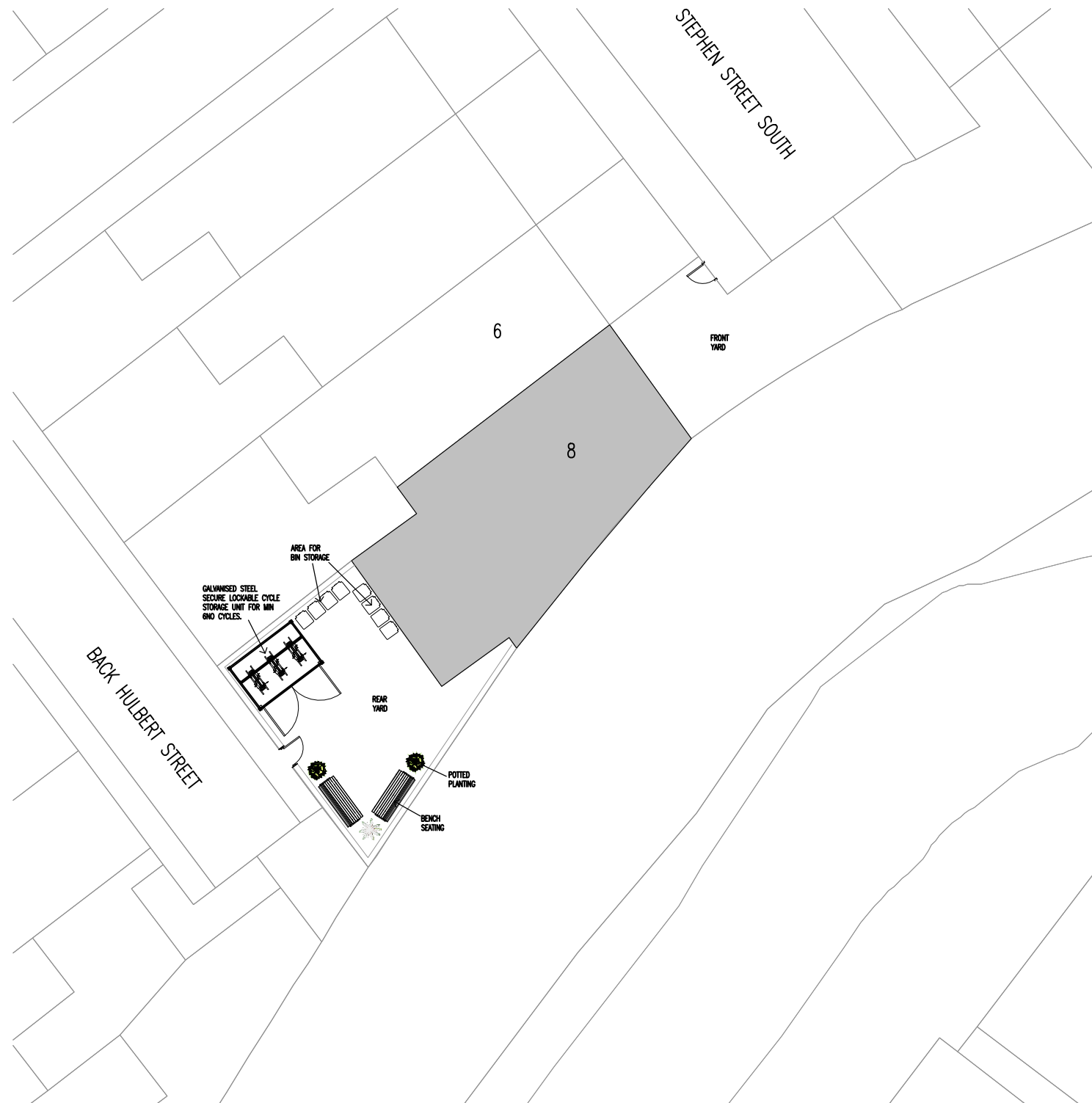


EXISTING BLOCK SITE PLAN
1:200@A3

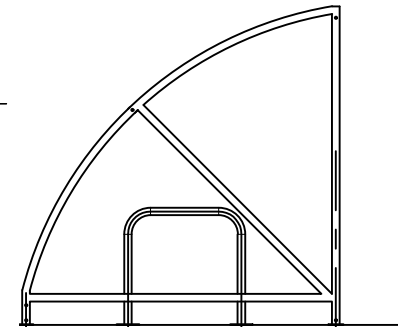
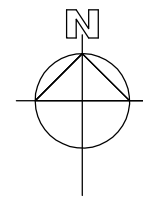
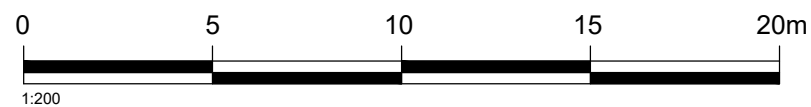


SITE LOCATION PLAN (166sqm)
1:1250@A3

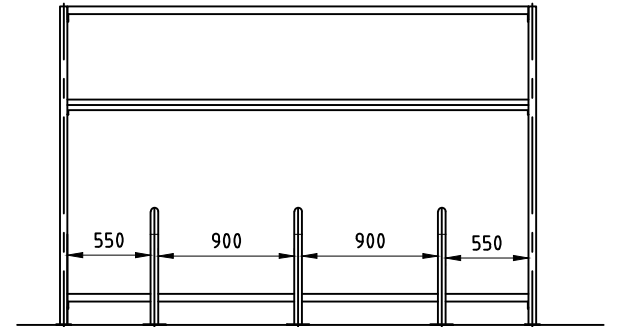
Rev	Amendments	Date	Ints
Project			
8 STEPHEN STREET SOUTH, BURY, BL8 2NT			
Drawing Title			
SITE LOCATION PLAN EXISTING SITE PLAN			
Drawn MG		Checked _	
Date SEPT 2025		Scale@A3 1 : 100	
Drawing No.		Rev.	
8SSS/299/PL			



PROPOSED BLOCK SITE PLAN
1:200@A3



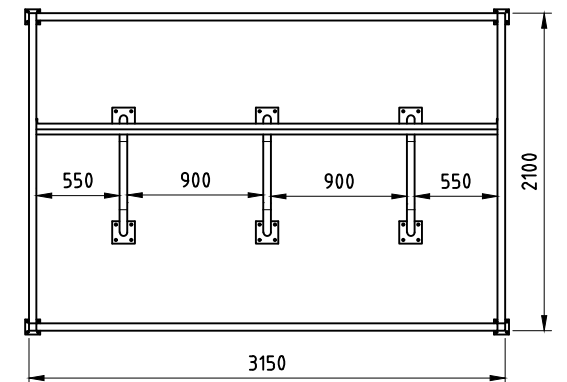
CYCLE SHELTER SIDE ELEVATION
1:50@A3



CYCLE SHELTER FRONT ELEVATION
1:50@A3

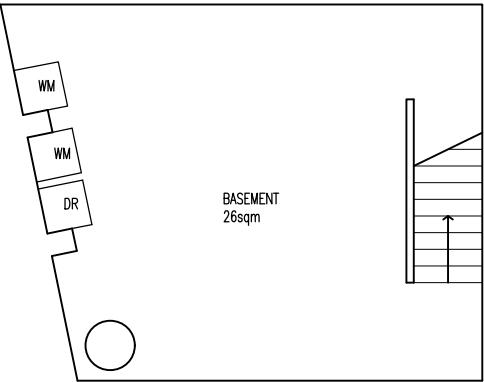


GALVANISED STEEL FRAMED CYCLE STORAGE SHELTER, FOR 6 CYCLES, 3150mm LONG x 2100mm DEEP/WIDE x 2200mm HIGH, WITH ANTI-VANDAL, UV STABLE POLYCARBONATE ROOF AND SIDE PANELS ALONG WITH SECURE LOCKABLE DOUBLE GATES. PROVIDE 3no SHEFFIELD STANDS, FIXED TO TO HARD STANDING, WITH 900MM GAP BETWEEN SHEFFIELD STANDS AND 5500MM BETWEEN THE STANDS AND SIDE FRAME OF SHELTER, AS DIMENSIONED



CYCLE SHELTER PLAN LAYOUT
1:50@A3

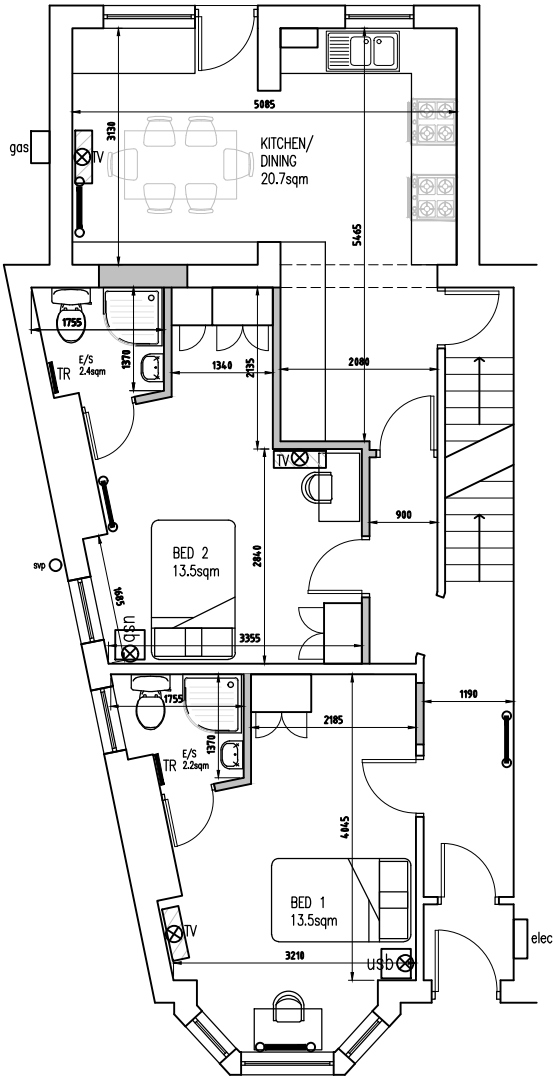
C1	4no additional bins added	04.12.25	MG
Rev	Amendments	Date	Ints
Mark Gordon Design + Associates			
Project			
8 STEPHEN STREET SOUTH, BURY, BL8 2NT			
Drawing Title			
PROPOSED SITE PLAN			
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Date	SEPT 2025	Scale@A3	1 : 100
Drawing No.	8SSS/300/PL	Rev.	C1



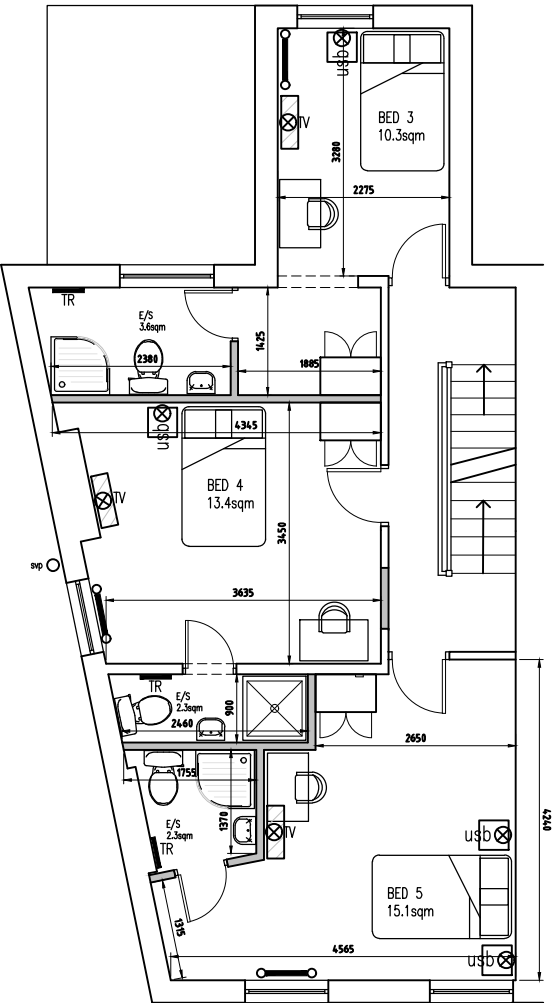
PROPOSED BASEMENT FLOOR PLAN
1:100 @ A3

BED 1 - 1 PERSON
BED 2 - 1 PERSON
BED 3 - 1 PERSON
BED 4 - 1 PERSON
BED 5 - 2 PERSON
BED 6 - 2 PERSON

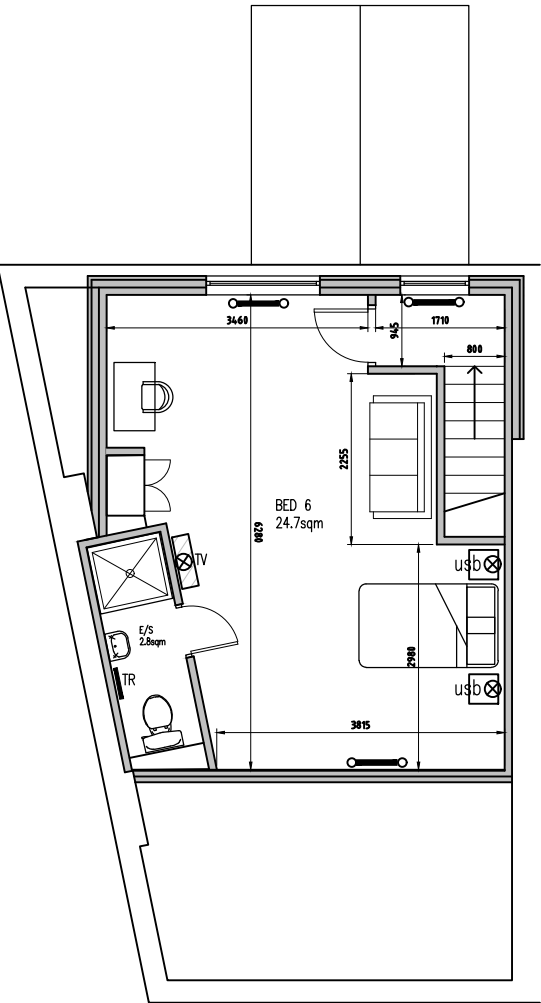
6 BED, 8 PERSON



PROPOSED GROUND FLOOR PLAN
1:100 @ A3



PROPOSED FIRST FLOOR PLAN
1:100 @ A3



PROPOSED SECOND FLOOR PLAN
1:100 @ A3



C1	Additional washing machine in basement	17.11.25	MG
Rev	Amendments	Date	Ints

Mark Gordon
Design + Associates

Project

8 STEPHEN STREET SOUTH,
BURY, BL8 2NT

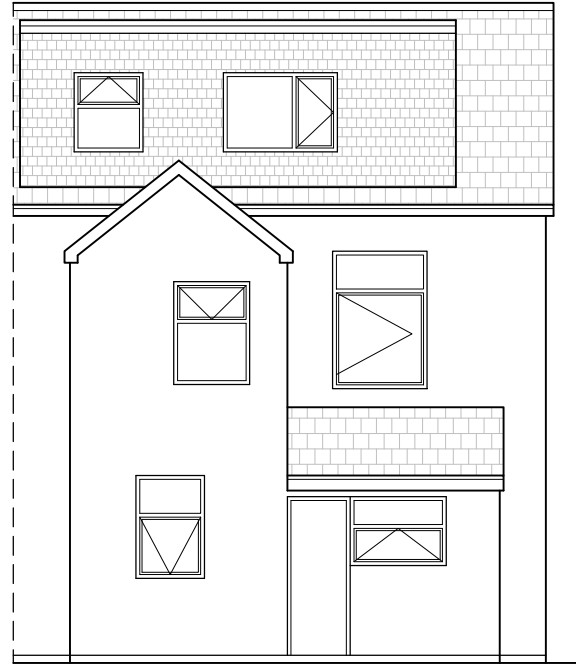
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PROPOSED PLAN LAYOUTS

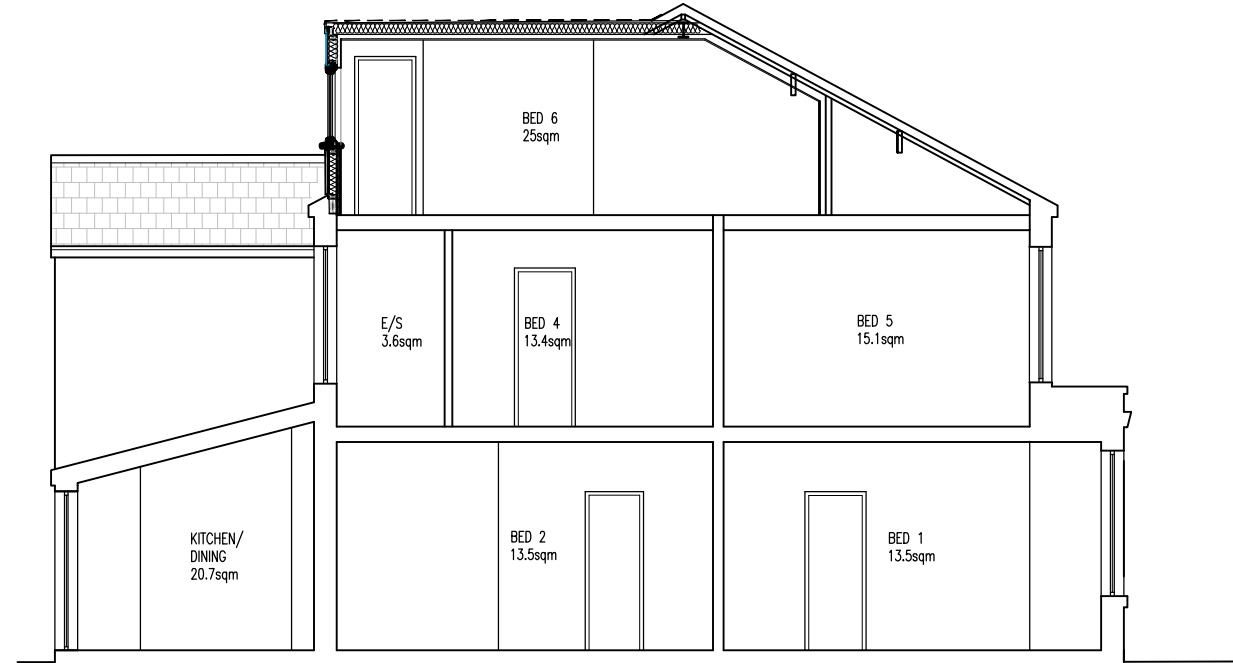
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Date	SEPT 2025	Scale	A3 1 : 100
Drawing No.	8SSS/303/PL	Rev.	C1



PROPOSED FRONT ELEVATION
1:100 @ A3



PROPOSED REAR ELEVATION
1:100 @ A3



PROPOSED SECTION A-A
1:100 @ A3



Rev	Amendments	Date	Ints
Mark Gordon Design + Associates			
Project			
8 STEPHEN STREET SOUTH, BURY, BL8 2NT			
Drawing Title			
PROPOSED ELEVATIONS AND SECTION			
Drawn	MG	Checked	—
Date	SEPT 2025	Scale	A3 1 : 100
Drawing No.	8SSS/304/PL	Rev.	