

**Ward:** Radcliffe - West

Item 03

**Applicant:** Howhaus Limited

**Location:** 12 -14 Abden Street, Radcliffe, Manchester, M26 0AT

**Proposal:** Change of use from commercial unit and dwelling to 6 bed, 6 person HMO (Class C4) with side render finish, roller shutters removed and changes to rear and front boundary treatment with 1 no. car space provided and 6 no. cycle storage unit provided

**Application Ref:** 72950/Full

**Target Date:** 27/05/2026

**Recommendation:** Approve with Conditions

### **Description**

The application relates to two terraced properties located at the junction of Abden Street at with Coomassie Street. The gable end property, no. 12 Abden Street, is the end/ corner property. It is a vacant Use Class E building. The adjoining property, no. 14, is in use a traditional terrace dwelling.

Permission is sought to change the use of a commercial unit and the traditional Class C3 dwelling into a single planning unit comprising a 6 bed, 6 person HMO (Class C4). Permission is also sought to render the brick gable of no. 12, remove the existing roller shutters on no. 12, and for changes to the rear and rear boundary treatments comprising removal of the roller shutter from the front ground window, closure of the large opening within the rear boundary wall, alteration of the side boundary wall to include a pedestrian gate and the removal of part of the rear side boundary to create one car parking space entered via the gable elevation of the property located on Coomassie Street. Internal fencing is proposed to fence the proposed parking space off from the rest of the rear yard areas.. Within the rear yard area, 1 no. car space and 6 no. cycle storage unit seeks to be provided.

The proposed 6 bedrooms would be located on each floor of the property with the property proposed to be laid out as follows:

Ground Floor: 2 no. ensuite bedrooms, a kitchen, utility room and Living Room/ Dining Room

First Floor: 4 no. bedrooms with ensuites.

The smallest bedroom would be located in the rear room of the no. 12 half of the application site and would have a floor area of 10.6sqm plus a 2sqm ensuite. The largest bedrooms would be within the front rooms of the property and would both have ensuite bathrooms, with one room being 16.7sqm and another being 15.1sqm in floor area

Secure covered cycle storage would be included within the existing rear yard area. The rear yard area would also accommodate bin storage, covered and secure, cycle storage for 6 bicycles, and an outside seating are.

The external alterations to the property include removal of the roller shutter from the front ground window, closure of the large opening within the rear boundary wall, alteration of the side boundary wall to include a pedestrian gate and the removal of part of the rear side

boundary to create one car parking space entered via the gable elevation of the property located on Coomassie Street. Internal fencing is proposed to fence the proposed parking space off from the rest of the rear yard areas.

### **Relevant Planning History**

12/0199 - Untidy property; advertisements - 30/05/2012

### **Publicity**

24 neighbours have been notified about the proposals on the 02 April 2026.

5 no. representations have been received which raise the following concerns and objections:

#### Amenity of Neighbours

- Asserts the proposal would cause a decline in living standards for existing residents and causes unacceptable harm to residential amenity through noise and disturbance
- Asserts a 6-bedroom HMO significantly increases the intensity of occupation compared with a single-family dwelling. The higher number of unrelated occupants raises concerns regarding noise, late-night noise and disturbance from comings and goings, and anti-social behaviour and frequent tenant turnover would/ could adversely affect the peaceful enjoyment of neighbouring homes.
- Asserts that due to the terraced nature of the surrounding properties, with shared party walls and limited sound insulation, such noise from 6 occupants would not be contained within the property and would directly impact its neighbouring residents.
- Asserts, this level of intensified activity would significantly undermine the quiet enjoyment of neighbouring homes, particularly during evenings and weekends, and would therefore conflict with the requirement to protect residential amenity, as set out in the National Planning Policy Framework (NPPF), which seeks to secure a high standard of amenity and minimise noise impacts.
- Stating the proposal must be considered not only in isolation but also in terms of its cumulative impact on the surrounding residential environment and that the introduction of a HMO into this settled terraced street risks:
  - A decline in living standards for existing residents
  - Increased complaints and pressure on Council services
  - A deterioration in perceived and actual safety and quality of life

#### Insufficient Parking and Highway Pressure

Asserting there is already limited on-street parking in this area and that a six-bed HMO is likely to generate multiple additional vehicles, increasing congestion and causing further parking stress for existing residents, thus creating avoidable highway safety and access concerns.

#### Litter and Waste

- Raising concerns that a six person HMO would generate more waste than a typical household. Stating evidence from similar developments demonstrates that such properties frequently give rise to:
  - Overflowing bins due to insufficient capacity
  - Improper waste separation and missed collections

- Refuse being left on the street outside designated times
- Increased levels of litter in the surrounding area
- Asserts the application fails to demonstrate a credible or proportionate waste management strategy as there is no clear provision for adequate bin storage or measures to prevent overflow and littering. Concludes. this raises serious concerns regarding the cleanliness, appearance, and hygiene of the street, asserting this conflicts with planning policies and the NPPF requirement to create well-managed, high-quality environments.

#### Safety and Security and Anti-Social Behaviour

- Asserts the proposal for six cycle spaces accessed via the rear alley raises serious safety concerns. Increased traffic through the alley by multiple occupants may:
  - Make the alley less secure,
  - increase opportunities for trespassing or loitering,
  - create vulnerability for neighbouring rear properties,
  - worsen an area already affected by dumping and poor supervision.
- States the alley is narrow, poorly overlooked, and not suitable for intensified regular access by numerous unrelated occupants.
- Asserts the proposal would increase the risk of anti-social behaviour

#### Overdevelopment and Harm to Local Character

- Asserts, the proposal represents over-intensification of use within a residential setting not designed for this scale of occupation. It risks undermining the character of the street and placing disproportionate pressure on local infrastructure.
- States, a six-bedroom HMO represents an over-intensive form of occupation that is fundamentally incompatible with a quiet, traditional terraced street. The resulting impacts-particularly in terms of noise, activity, and external effects-are inherent to the use and cannot be adequately mitigated.

#### Existing Fly-Tipping and Waste Problems in Rear Alleyway

- Asserts, the rear alley behind this property already experiences regular fly-tipping and waste dumping. Increasing the occupancy of this property is likely to worsen refuse generation, placing additional strain on waste storage and collection arrangements and exacerbating an existing environmental nuisance.

#### Non-compliance with adopted planning policies

- Asserts the proposal is in direct conflict with adopted local policies, including those relating to the conversion of buildings to residential use, which require that:
  - Development must not adversely affect the amenity of neighbouring residents
  - The intensity of use must be appropriate to the surrounding context
- Further states, policies relating to the conservation of local character require development to respect and respond to its surroundings and that the proposed HMO would introduce a commercialised and transient form of residential use that would erode the established character and stability of the area.

#### **Statutory/Non-Statutory Consultations**

**Adult Care Services** - No comments or observations received.

**Traffic Section** - Raises concern relating to the location of the proposed car parking space.

**Environmental Health - Pollution Control** - No comments or observations received

**Greater Manchester Police - design for security** - No objections. Recommend a number of secure by design provision recommendations, which will be added into an informative on any subsequent planning permission.

**Waste Management** - No comments or observations received.

**Housing - Public Protection** - Confirm that a HMO license will be required and that a fire risk assessment will be needed for the property. They advise this is best done in the early stages of the conversion to inform the level of detection and coverage needed. An informative is recommended to ensure the applicant is aware of the above and the need to also comply with the HMO Licensing Standards.

**Fire Protection Dept Bury Fire Station** - No comments or observations received

**Pre-start Conditions** - Not relevant

### **Development Plan and Policies**

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
EN7/2	Noise Pollution
JP-C1	Our Integrated Network
JP-S2	Carbon and Energy
JP-C2	Digital Connectivity
JP-C5	Streets For All
JP-C6	Walking and Cycling
JP-C8	Transport Requirements of New Development
JP-H3	Type, Size and Design of New Housing
JP-H4	Density of New Housing
SPD11	Parking Standards in Bury
SPD13	Conversion of Buildings to Houses in Multiple Occupation
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guide

### **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 of Development**

The application site relates to two terraced properties, one of which, no. 12 Abden Street, was last used for Class E purposes, the other property, no. 14 Abden Street, was used as a dwellinghouse.

Permission is sought to change the use of former Class E use portion of the building and the attached dwellinghouse (Class C3 use) to a 6 bedroom/ 6 person House in Multiple Occupation.

The part of the application site within a Class E use has been vacant for a number of years, with Google Street View showing its earliest images from 2015 showing the roller shutter on the front of the building being closed and the ground floor windows of the property being boarded up. The re-occupation of this part of the application will therefore bring a long-term vacant property back into use.

UDP Policy H2/4 - 'Conversions' specifically has regard to effects on amenity of neighbouring properties, general character of the area, amenity of occupants, effects from external changes on the street scene and car parking and servicing requirements.

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PfE Policy JP-H3 - 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 National Planning Policy Framework (NPPF) confirms that "*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.

For clarification, a house 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, bathroom or bathrooms can be shared with other tenants). This proposal seeks to house 6 individuals.

The conversion of properties to multiple occupation can often make an important contribution to local housing stock. However, it is recognised that such conversions can put pressures on buildings, sites and areas depending upon the amount of accommodation to be provided, demands created from parking etc. and thus have an adverse effect on residential amenity and the character of an area.

The development is accordingly acceptable in principle.

The main issues with this proposal are what impact the clear intensification of the residential use of the application site would have in planning terms and in relation to the suitability of the site and location, impacts on amenity, character of the area, surrounding land uses and highway issues.

### **Character of the Area and concentration of HMOs**

In order to help ensure mixed and balanced communities and to ensure that new development does not have an unacceptable impact on amenity, quality of life and residential character of the surrounding neighbourhood, emerging SPD 13: 'Conversion of

buildings to Houses in Multiple Occupation' sets out restrictions to limit the concentration of HMOs and manage the siting of HMOs relative to other HMOs. To achieve this the Council will apply three measures:

- A concentration threshold;
- Restricting the sandwiching of properties; and
- Restricting three adjacent HMOs

Planning permission will not normally be granted for new HMOs, or for proposals to increase the number of bedrooms within existing HMOs, where:

- a) Proposals would result in more than 10% of properties (residential and commercial) or more than four properties (whichever is the fewer) being classed as HMOs within a 100m buffer of the application property; or
- b) The number of HMOs already exceeds 10% of properties or four HMOs within a 100m buffer of the application property.

Officers have obtained information from the Council's licensed HMO database and the Council's mapping system as to where existing licensed HMOs are located in relation to the existing application site. There are no other licensed HMOs within 100 metres of the application site, thus the proposal complies with b) or in close proximity to the application site. It is therefore considered that this proposal would not cause an over concentration of HMO development in this location and thus the proposal is considered to accord with the requirements stated above.

### **Residential Amenity**

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.

### Neighbouring Properties

The application properties each presently have 2 bedrooms each, therefore the proposal seeks to add another two bedrooms overall. These would be located on the ground floor of the building within the half of the building comprising 12 Abden Street, the vacant commercial property. It is considered that subject to the inclusion of soundproofing to the party walls, which is recommended to be secured by planning condition, the proposed internal arrangement is unlikely to generate additional noise, disturbance and activity to cause serious harm to neighbour amenity, particularly as no. 14 Abden Street is already a dwelling.

Therefore, in respect of the amenity of neighbouring properties, subject to the recommended planning condition being imposed, the proposal is considered to be acceptable and thus complies with UDP Policy and guidance relating to HMO's.

### **The amenity of future occupants**

The application has been amended to provide a greater level of communal space in the property in the form of an enlarged kitchen area, lounge and dining areas and to provide a study/ working from home area. The amended kitchen and communal areas satisfy HMO licensing standards, and each bedroom includes their own ensuite bathroom facilities. All bedrooms would also accord with the National Space Standards. Overall, the internal layout of the development is considered to provide satisfactory living accommodation for future occupiers of the site.

Externally, there would be some change to the existing arrangements and facilities. Secure covered bike storage and refuse bins would be located within the rear yard area and part of the side boundary wall would be removed to provide a car parking space. There would be sufficient space left for drying clothes and incidental recreation/sitting out areas.

The proposed internal layout, with 6 bedrooms, and the proposed communal space would provide good internal communal space and bedroom space which would result in well-designed living accommodation for future occupiers and would also provide sufficient space within the rear yard area to provide sufficient bin and covered and secure cycle storage and an amenity area. The proposal is therefore considered to accord with the requirements set out in UDP Policy H2/4 - Conversions and H2/1 - The Form of New Residential Development.

### **Visual Amenity and Streetscape**

The proposal seeks to remove the shop window and box roller shutter and to remove part of the rear side yard wall to create a car parking space and to include a pedestrian gate. The proposal also seeks to remove the double gates present within the rear yard boundary.

The removal of the box roller shutter projection from the front elevation of no. 12 Abden Street, and the re-use/ re-occupation of this half of the application site would result in a visual improvement to the streetscape. No other external changes are proposed to the front of the property.

The side elevation of the property is proposed to be rendered to cover the various alterations that have taken place over the years. To hide the gables' mismatched appearance, the proposed rendering of it would visually improve this gable. The application site is in a predominant red brick terrace area, however there are some examples of other properties having render to their gables. In addition, two properties located opposite the gable/ side elevation of the application site have rendered frontages, therefore this will match the render on the buildings over the road. Given these particular circumstances, this aspect of the proposal is thus acceptable.

In terms of visual amenity, the proposal is considered to be acceptable and complies with UDP Policy and guidance in relation to HMOs. The external alterations proposed, as amended, are therefore acceptable and accord with Policies EN1/2 - Townscape and Built Design and H2/1 - 'The Form of New Residential Development of the Bury Unitary Development Plan and Section 12 (Securing well-designed development) of the National Planning Policy Framework.

### **Highway Safety and Servicing**

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.

HMO's are best located in sustainable areas well served by public transport and close to amenities, services and facilities, which can reduce the demand of parking. In this regard, the application site is in an accessible location in an established residential area. Abden Street is accessed from Lord Street, a main bus route. The site is also within walking distance of the shops and services within Radcliffe Town Centre that the occupants of the proposed HMO would require for their day-to-day living requirements. The site is therefore suitably located for development such as this.

The Highways team have advised that the relocation of the car parking space to the side elevation of the dwelling parallel to the junction with the back street and at the radius would

not be acceptable from a highway safety perspective and states it is also very tight and sub-standard in terms of visibility at the back edge of the footway. They also note that they would have no grounds to resist the continued use of the parking accessed from the double gates positioned within the rear boundary wall that appears to have been in use for many years, which is located away from the junction. Officers have accordingly sought a revised rear yard layout to address this matter. This will be reported within the Supplementary Report.

In terms of car parking provision, this property is within allocated parking zone 3, as defined within SPD11: Parking Standard in Bury. For HMO developments in Accessibility/ Parking Zone 3, the SPD requires 0.5 car parking spaces per proposed bedroom, therefore 3 spaces, and a covered and secure cycle storage space to be provided for each proposed bedroom, therefore 6 spaces. Whilst the SPD requires this, the proposal is considered to be within walking distance of Radcliffe Town Centre and the main public transport corridor of Lord Street, therefore future occupants would not need a car to access jobs, green space, services and amenities. It would therefore be unreasonable to resist the application on this ground.

Taking account of this and the permitted development fallback position of turning no. 14 Abden Street, a house being able to be turned into a 6 -bedroom HMO without needing planning permission, and with no occupants, over and above the Permitted Development allowance of 6 occupants within two terraced properties, the proposal would not cause demonstrable harm to highway safety. The proposal is therefore acceptable in this regard.

SPD11 also requires sufficient covered and secure cycle storage to be provided. A secure locker is therefore proposed to accommodate 6 covered and secure cycle spaces.

Taking account of this and the permitted development fallback position of turning no. 14 Abden Street, a house being able to be turned into a 6 -bedroom HMO without needing planning permission, and with no occupants, over and above the Permitted Development allowance of 6 occupants within two terraced properties, the proposal would not cause demonstrable harm to highway safety. The proposal is therefore acceptable in this regard.

### **Servicing**

In terms of servicing the site, the the level of occupancy would necessitate the need to provide 4 x standard 240 litre refuse bins. The applicant has demonstrated that this level of refuse storage provision can be accommodated within the rear yard area. A planning condition requiring the necessary refuse storage provision to be provided is therefore recommended.

Subject to the recommended planning condition and taking the fallback position into account, the proposal would accord with UDP policies H2/4, HT2/4 and SPD13 with regard to HMO development. The property would also be subject to a management plan, which would be part of the licensing regime.

### **Crime and Disorder and Anti-Social Behaviour**

Paragraph 135(f) of the NPPF states planning decisions should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

It is clear from the representations received that local residents have concerns about occupants of this proposal causing anti-social behaviour and disorder in this community. The types of occupiers that may reside at this property is not something the planning system can resist this application on.

In terms of the concerns raised over the comings and goings of 6 occupiers, Officers have to take into account the Permitted Development right fallback position for no. 14 Abden Street.

Under 'Permitted Development' dwellinghouses can change to a 6-bed HMO without needing planning permission. In view of the above and given this application is effectively two terraced houses it is considered that this development would not be materially different to the Permitted Development fallback position and on this basis, would not cause demonstrable harm to the amenity of neighbouring residents, the character of the area or highway safety for the reasons outlined above.

Under 'Permitted Development' dwellinghouses can change to a 6-bed HMO without needing planning permission. In view of the above it is considered that the development of these two properties, the application site, would not cause demonstrable harm to either residential amenity, the character of the area or highway safety for the reasons outlined above.

It is also noted that GM Police raised no particular concerns on the land use proposed.

### **Response to objections**

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

In relation to the character of the character and building, the building is in a good state of repair and presents itself appropriately to the street. In respect of the issues relating to lack of off-street parking provision, this has been explained within the Highway Safety and Servicing section of this report. In terms of the type of persons who would potentially occupy the building, this is not a planning consideration.

### **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 the expiration of three years from the date of this permission.

Reason: To comply with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory

Purchase Act 2004.

2. This permission relates to the following plans:

Drawing no. 12AS/201/PL: Proposed Site Plan;  
Drawing no. 12AS/200/PL: Site Location Plan & Existing Site Plan; and,  
Drawing no. 12AS/204/PL Rev. P1: Proposed Plan Layout

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

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, Places for Everyone Joint Development Plan and the National Planning Policy Framework.

3. The sound insulation of the party wall shared with no. 16 Abden Street shall be improved in accordance with Building Regulations Approved Document E (or similar method), the details of which shall be submitted to and approved by the Local Planning Authority and implemented prior to the use commencing.

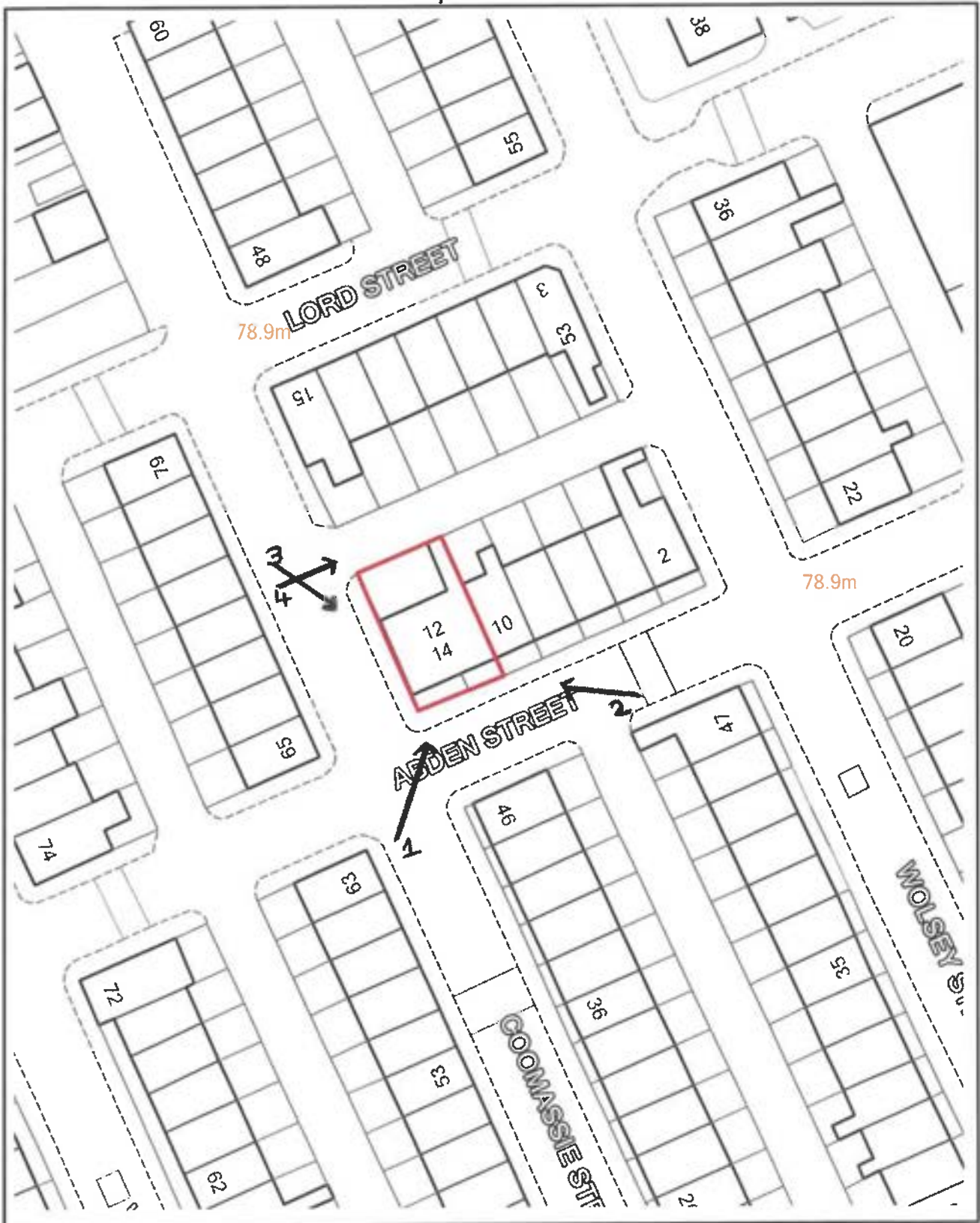
Reason. To reduce nuisance from noise to the occupiers of the adjoining dwelling pursuant to the Policy EN7/2 Noise Pollution of Bury Unitary Development Plan and the National Planning Policy Framework.

4. The refuse storage facilities indicated on the approved plans reference 12AS/201/PL shall be implemented and made available for use to the written satisfaction of the Local Planning Authority 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, in the interests of amenity and pursuant to Policy JP-C8: Transport Requirements of New Development of the Places for Everyone Development Plan.

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

# Viewpoints



**APPLICATION 72950**

**ADDRESS:** 12-14 Abden Street, Radcliffe



**Bury**  
Council

**Planning, Environmental and Regulatory Services**

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72950:

Photo 1: Google Street View showing front and gable elevations of the application site:



Photo 2: Google Street View looking towards crossroads of Abden Street with Comassie Street:



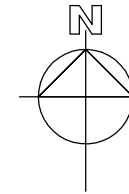
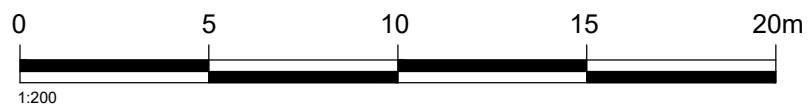
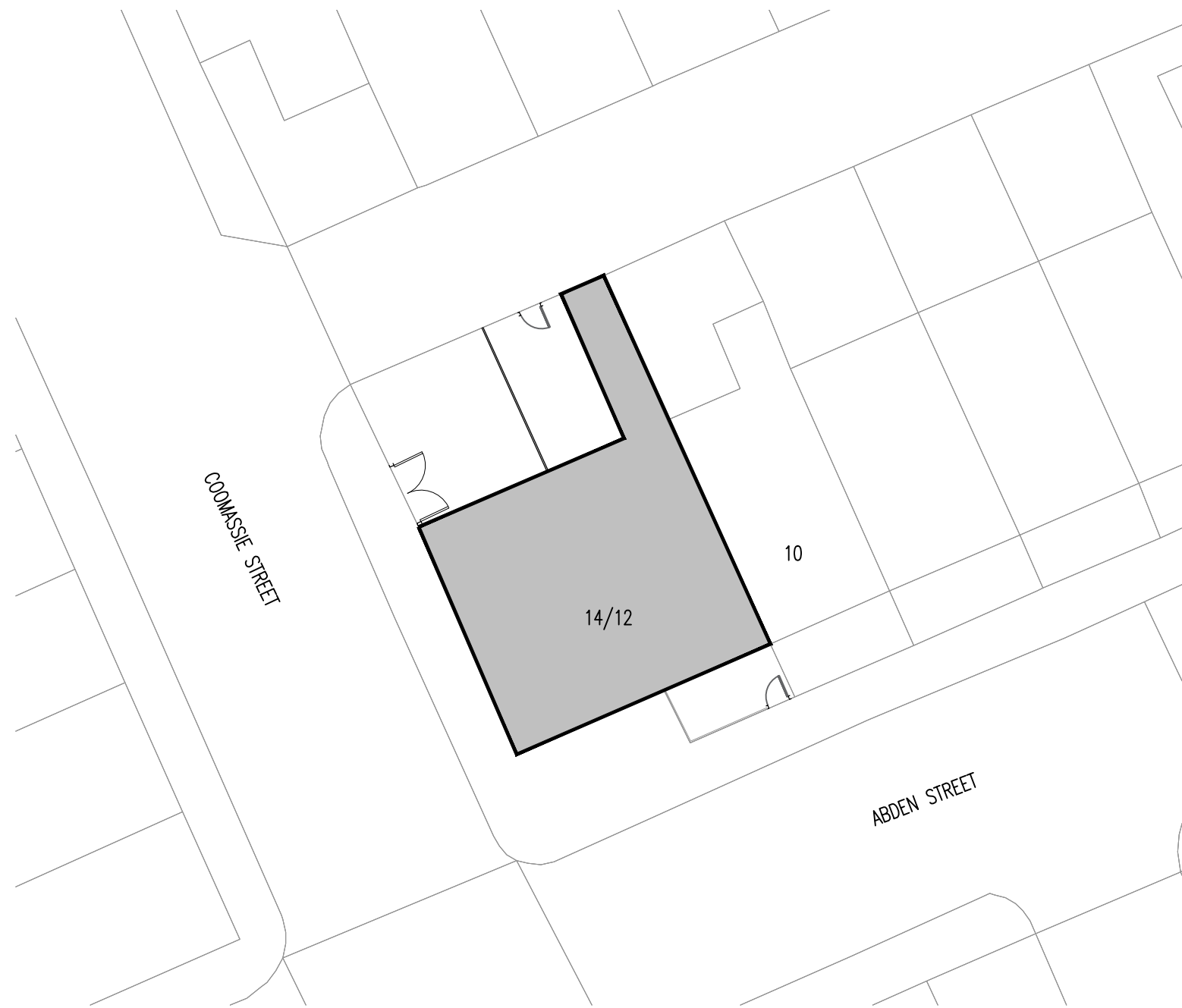
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Photo 3: Photo of Gable and Rear Elevations and boundaries of rear yard area

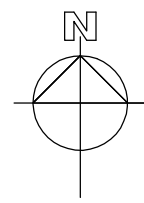
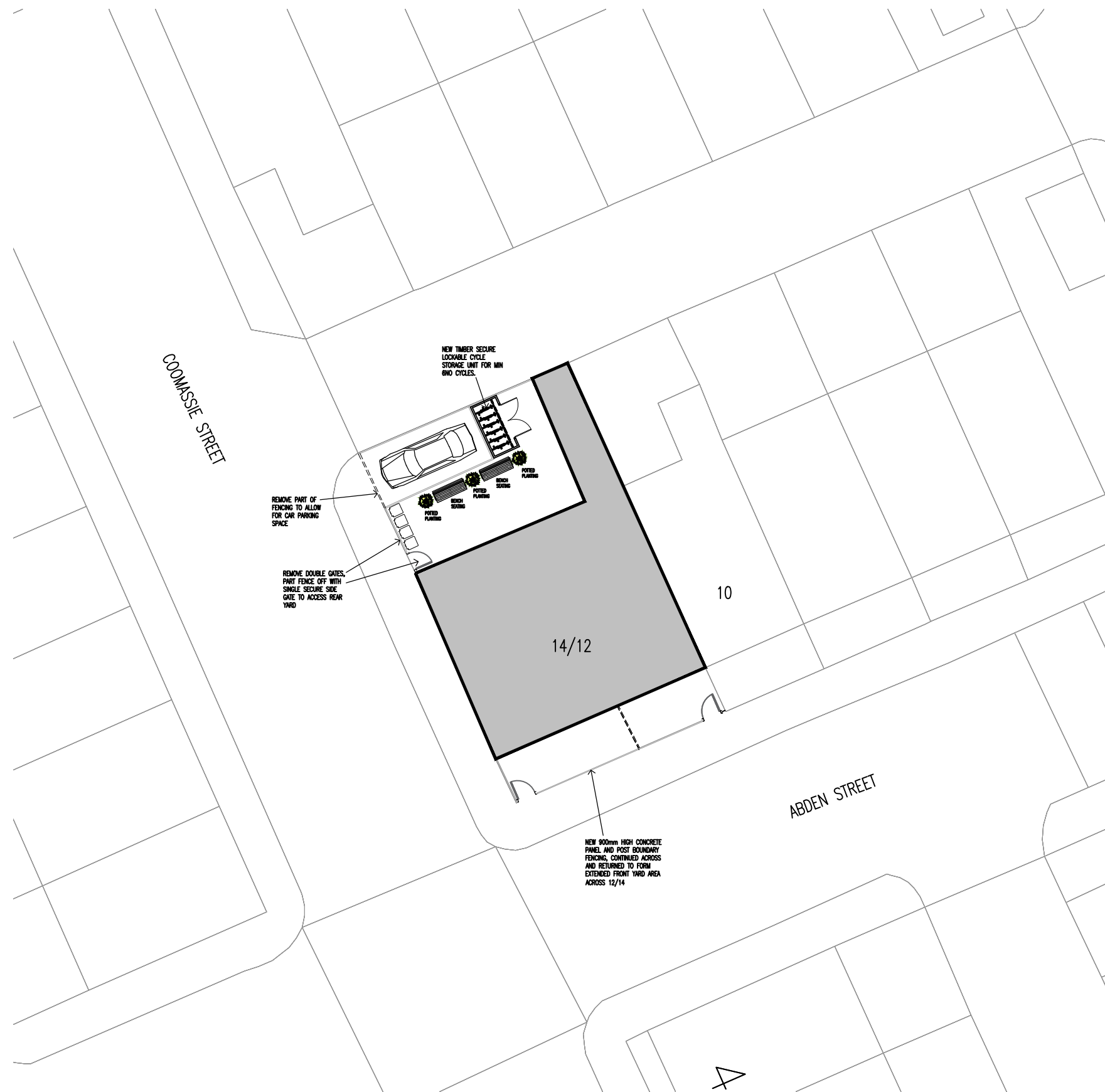


Photo 4: Cobbled Street to the rear of application site:





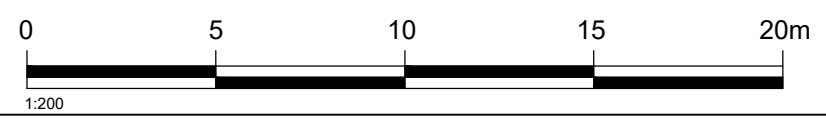
Rev	Amendments	Date	Ints
			
Project			
12 ABDEN STREET, RADCLIFFE, M26 3AT			
Drawing Title			
SITE LOCATION PLAN EXISTING SITE PLAN			
Drawn	MG	Checked	-
Date	FEB 2026	Scale	A3 1 : 100
Drawing No.	12AS/200/PL		Rev.



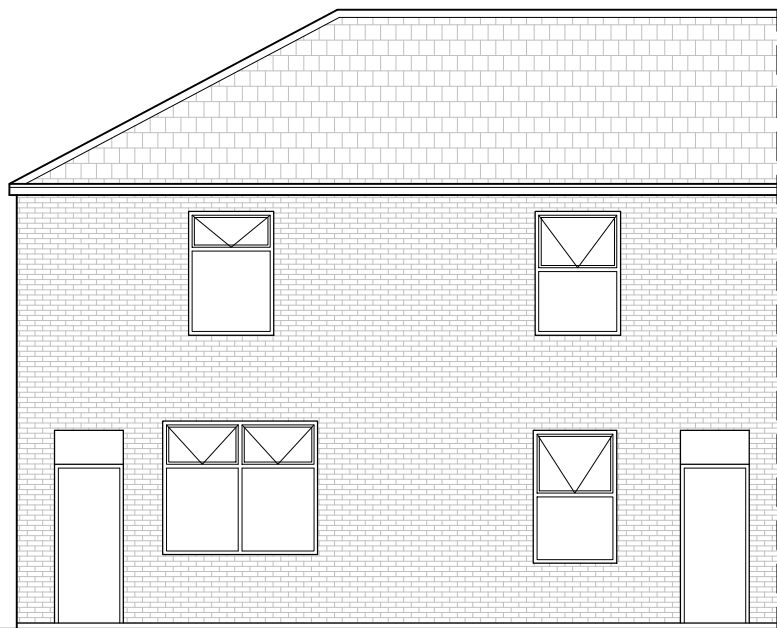
VERTICAL TIMBER BIKE SHELTER FOR SECURE SAFE STORAGE FOR 6 CYCLES. MADE FROM TIMBER FRAME, WITH ROUGH SAWN TIMBER PANELING, AND DOUBLE DOOR OF TIMBER CLADDING WITH 3 HINGE ANTI-LIFT DOORS. BEING 1300mm DEEP AND 2600mm WIDE, AND A HEIGHT OF 2200mm HIGH. WITH METAL RACKING TO SECURE BIKES TO VERTICALLY.



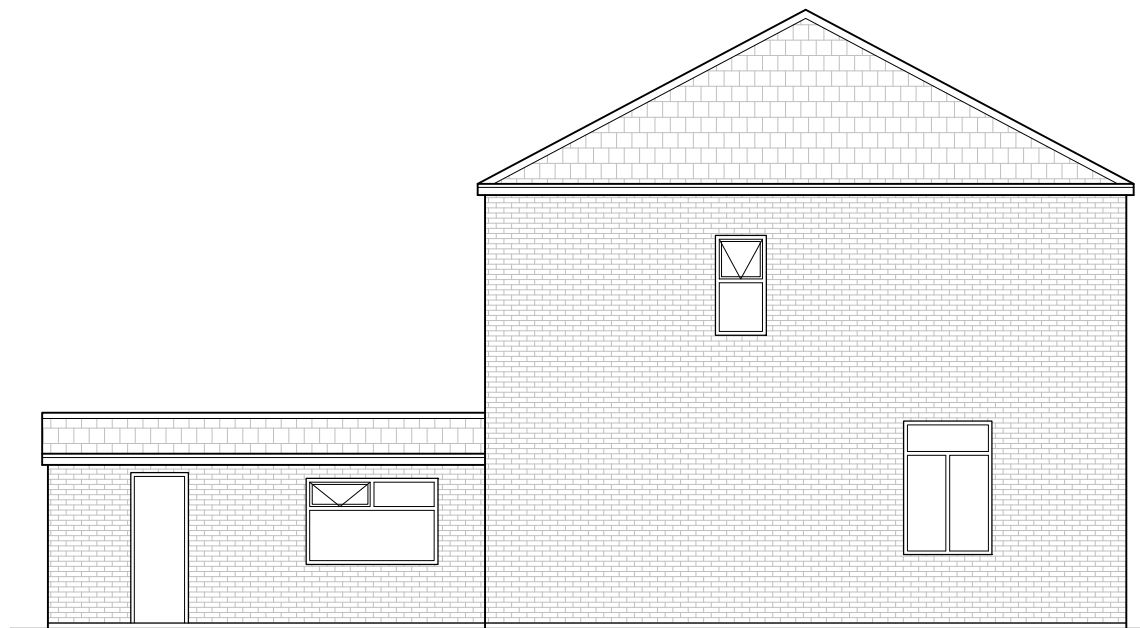
PROPOSED BLOCK SITE PLAN  
1:200 @ A3



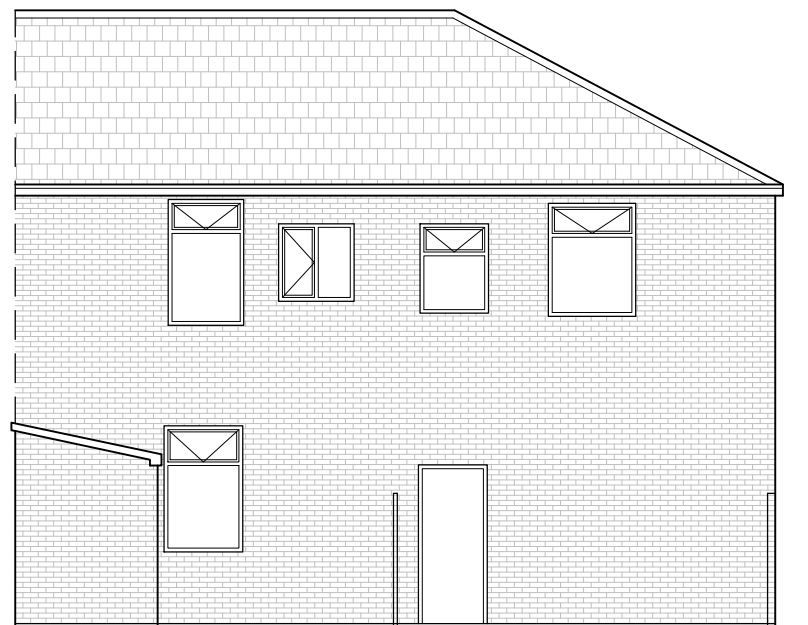
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Drawing Title			
<b>PROPOSED SITE PLAN</b>			
Drawn	MG	Checked	-
Date	FEB 2026	Scale	A3 1 : 100
Drawing No.	12AS/201/PL		Rev.



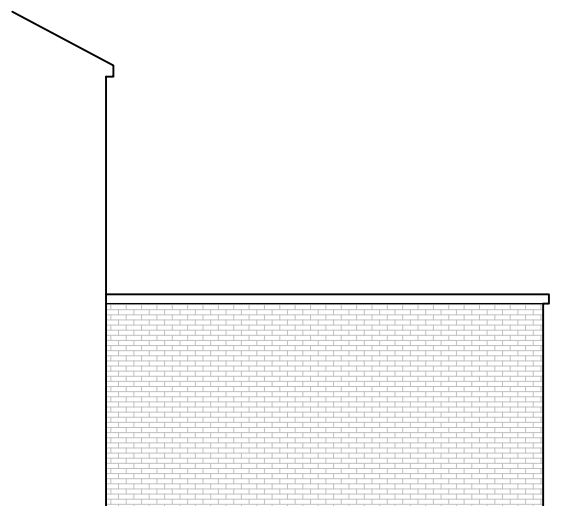
EXISTING FRONT ELEVATION  
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EXISTING SIDE ELEVATION  
1:100 @ A3




EXISTING REAR ELEVATION  
1:100 @ A3



EXISTING REAR/SIDE ELEVATION  
1:100 @ A3



Rev	Amendments	Date	Ints
			
Project			
12 ABDEN STREET, RADCLIFFE, M26 3AT			
Drawing Title			
EXISTING ELEVATIONS			
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Date	FEB 2026	Scale	A3 1 : 100
Drawing No.	12AS/203/PL		Rev.

