

**APPLICATION FOR
PERMISSION IN PRINCIPLE
TOWN AND COUNTRY
PLANNING ACT 1990 TOWN
AND COUNTRY PLANNING
(PERMISSION IN PRINCIPLE)
(AMENDMENT) ORDER 2017**

**LAND AT AINSWORTH ROAD
GARAGE
RADCLIFFE
MANCHESTER
M26 4DJ**

**REPORT TO SUPPORT THE
APPLICATION**



**Holmcroft
Townfield Lane
Tarvin
Cheshire
CH3 8EG
PAL Ref: 4037 December 2023**

CONTENTS

1	INTRODUCTION.....	3
1.1	PREAMBLE	3
1.2	PERMISSION IN PRINCIPLE ROUTE FOR OBTAINING PLANNING PERMISSION.....	3
2	THE SITE AND SURROUNDING AREA.....	5
2.1	THE SITE	5
2.2	BUILT FORM OF THE SURROUNDING AREA.....	6
3	PLANNING HISTORY	7
3.1	CONTEXT	7
4	DESIGNATIONS RELATIVE TO THE SITE.....	8
4.1	FLOOD RISK AND DRAINAGE	8
4.2	HIGHWAYS AND ACCESS.....	9
4.3	ARBORICULTURE AND ECOLOGY.....	9
4.4	GEOTECHNICAL MATTERS.....	9
5	PLANNING POLICY	10
5.1	INTRODUCTION	10
5.2	THE UNITARY DEVELOPMENT PLAN (UDP).....	10
5.3	POLICY CONSIDERATIONS.....	11
5.4	SUPPLEMENTARY GUIDANCE	12
5.5	THE NATIONAL PLANNING POLICY FRAMEWORK (“NPPF”).....	12
5.6	PLANNING PRACTICE GUIDANCE (“PPG”).....	14
6	ASSESSMENT OF THE APPLICATION.....	16
6.1	SUMMARY	16

Appendix A – Illustrative plan showing deliverability of illustrative layout

1 INTRODUCTION

1.1 PREAMBLE

1.1.1 This report supports an application for permission in principle (“PIP”) for the development of upto 7 dwellings on land at Ainsworth Road Garage, Radcliffe, Manchester M26 4DJ.

1.1.2 The application is made on behalf of the owner and applicant Mr Hedley Hill.

1.1.3 The application is supported by the documents listed below:

- 1) Planning Application Form
- 2) Site Location Plan

1.2 PERMISSION IN PRINCIPLE ROUTE FOR OBTAINING PLANNING PERMISSION

1.2.1 The PIP route for obtaining planning permission for the proposed development is available because:

- The proposed development is housing.
- The proposal is for a minor development (as opposed to a major development).¹
- The development does not fall within the scope of the Environmental Impact Assessment Regulations.
- The development is not a householder application.
- It is not a habitats development.
- The proposal is not otherwise excluded from a grant of PIP by Article 5 (b) of the Town and Country Planning (Permission in Principle) (Amendment) Order 2017.

1.2.2 The matters within the scope of a decision on whether to grant PIP are limited to location, land use and the amount of development.

¹ The Town and Country Planning (Development Management Procedure) (England) Order 2015 describes a major development as being where the number of dwelling houses to be provided is ten or more, or where the development is to be carried out on a site having an area of 0.5 hectares or more.

- 1.2.3 The following section of this report describes the site, section 3 identifies relevant planning history and section 4 outlines relevant policy. Section 5 provides an assessment of the application having regard to the matters within the scope of a decision.

2 THE SITE AND SURROUNDING AREA

2.1 THE SITE

- 2.1.1 The application site is located on the east side of Ainsworth Road and set behind the retail parade of local shops that front onto Water Street. Residential properties are located to the north and east boundaries of the site (Robert Street & Wallwork Street).
- 2.1.2 The site is approximately 10-100m walking distance from local stores, Tesco Express, Gym, Vets and 300m from the local primary school. There is a bus stop immediately on Ainsworth Road immediately on the site boundary and other bus stops within 100m of the site.
- 2.1.3 The applicant owns the larger site which includes the building adjacent to the site that contains the printing business, however the location plan makes it clear that this application relates to the existing garage premises. The site contains a large brick building with open space around used for parking or storage, access is directly onto Ainsworth Road. The boundaries are screened by mature vegetation and buildings.
- 2.1.4 The application site area is approximately 0.09ha (900sqm), bound on all sides by existing development, as shown below.



Source: Google Maps

2.2 BUILT FORM OF THE SURROUNDING AREA

- 2.2.1 The wider area consists of a mix of residential properties and commercial development. Whilst the streetscene along this area of Ainsworth Road is predominantly linear with commercial properties fronting the road, the site is actually bound by residential properties to the north and east boundaries, with a number of residential infill buildings interspersing the building line along Ainsworth Road.
- 2.2.2 The site is on/close by a couple of bus routes (number 524 & 894). The nearest bus stop is outside the site, or a 2 minutes stroll to Tesco Express stop.
- 2.2.3 There are a full range of services and shops available nearby, including the Primary School and a wider availability of shops and services in nearby Bolton, Bury or Prestwich centres.
- 2.2.4 Primary education, and basic services and employment are available within the vicinity of Radcliffe, with a wider availability of employment uses, healthcare and education being accessed within the surrounding metropolitan area.
- 2.2.5 The site represents a sustainable and accessible location for new housing development.
- 2.2.6 It should be noted how shopping patterns are changing and less reliant on leaving home, as evidenced during the Covid lockdowns. Residents can now access prescriptions, opticians, food delivery and absolutely anything can be delivered to your door.

3 PLANNING HISTORY

3.1 CONTEXT

3.1.1 There is no recorded planning history for this site.

4 DESIGNATIONS RELATIVE TO THE SITE

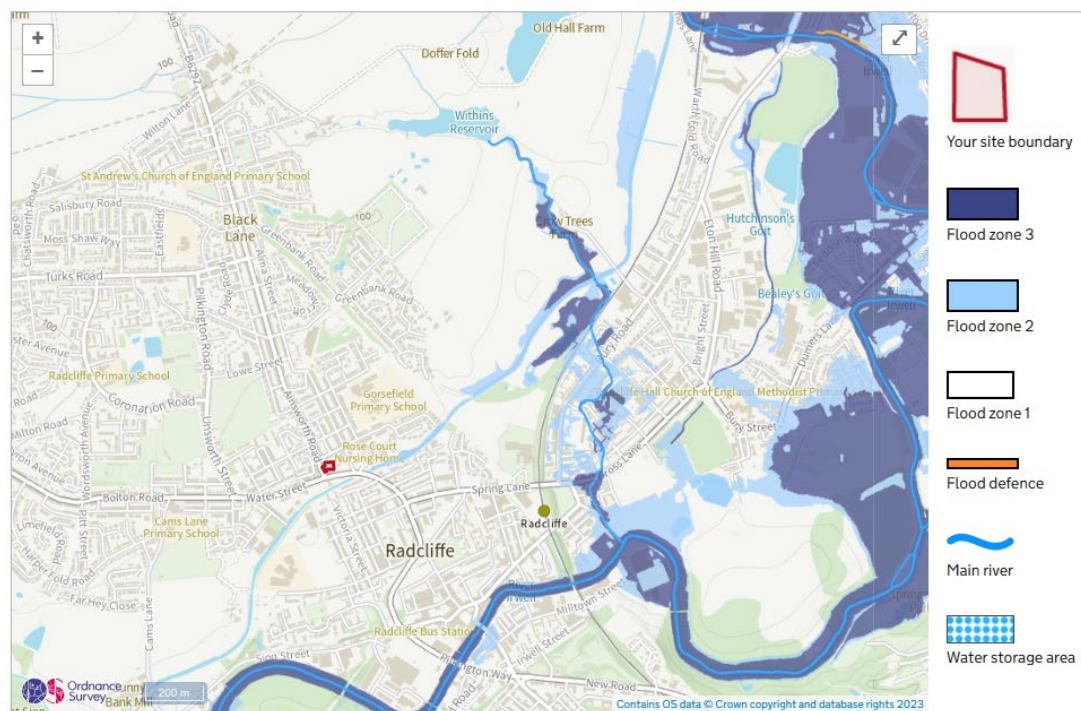
4.1 FLOOD RISK AND DRAINAGE

The entirety of the site lies within Flood Zone 1 as shown in the Environment Agency mapping below. There is no inherent flood risk associated with the proposed development of this site.



Flood map showing the flood zone your site is in

The map shows the flood risk to your site and the surrounding area.



4.2 HIGHWAYS AND ACCESS

Access to the site is available from the existing access directly onto Ainsworth Road serving the commercial garage business on site. Matters relating to highways and access will be considered in greater detail at the Technical Details Consent stage.

4.3 ARBORICULTURE AND ECOLOGY

4.3.1 No trees within or adjacent to the site are protected by a tree preservation order, nor are they within a conservation area.

4.3.2 The site is not part of statutorily designated ecological site and the applicant is unaware of any protected species on site.

4.3.3 Any future layout will consider potential impact on ecology and existing trees as part of the Technical Details Consent application.

4.4 GEOTECHNICAL MATTERS

4.4.1 There are no known ground conditions which would preclude future residential development at this site, the current use will require Site Investigation, field and laboratory work to assess the ground conditions, and these matters will be considered in greater detail at the Technical Details Consent stage.

5 PLANNING POLICY

5.1 INTRODUCTION

5.1.1 The ability to make an application for Permission in Principle is available under the Town and Country Planning Act 1990 via the Town and Country Planning (Permission in Principle) (Amendment) Order 2017.

5.1.2 The PIP route is a two stage process. The first is to establish whether a site is suitable in principle of the type and quantum of development proposed. The second, referred to as 'Technical Details Consent' considers detailed matters associated with the proposals. The purpose of this Application is Stage 1: to consider the primary issues limited to matters of location; land use and the amount of development.

5.1.3 The application must be determined within 5 weeks, beginning on the day immediately following that on which a valid application is received by the Local Planning Authority. This application is compliant with the Order, in that it is supported by the level of information for the Council to determine the PIP.

5.2 THE UNITARY DEVELOPMENT PLAN (UDP)

5.2.1 The Unitary Development Plan ("the UDP") was adopted in 1997 and is currently still used in decision making. Preparation of the Council's draft, emerging Local Plan began in 2015 and an 'Issues and Options' consultation subsequently took place in 2018. However, no further work has been undertaken on the Plan, pending progress of 'Places for Everyone' ("PfE") (formerly known as the Greater Manchester Spatial Framework), which will set out an overarching, long term spatial plan for nine Greater Manchester Authorities, including Bury.

5.2.2 Places for Everyone was submitted for examination in February 2022 and independent Inspectors are continuing to examine the plan. The Inspectors have considered all the submitted evidence and representations that were made as part of the 2021 consultation. Consultation on the proposed modifications to the Plan took place over an 8-week period which ended on 6 December 2023.

5.2.3 If the Inspectors consider no further consultation is necessary following the modifications' consultation, the ultimate decision to adopt Places for Everyone will then need to be taken by each of the Full Councils of the nine participating local authorities.

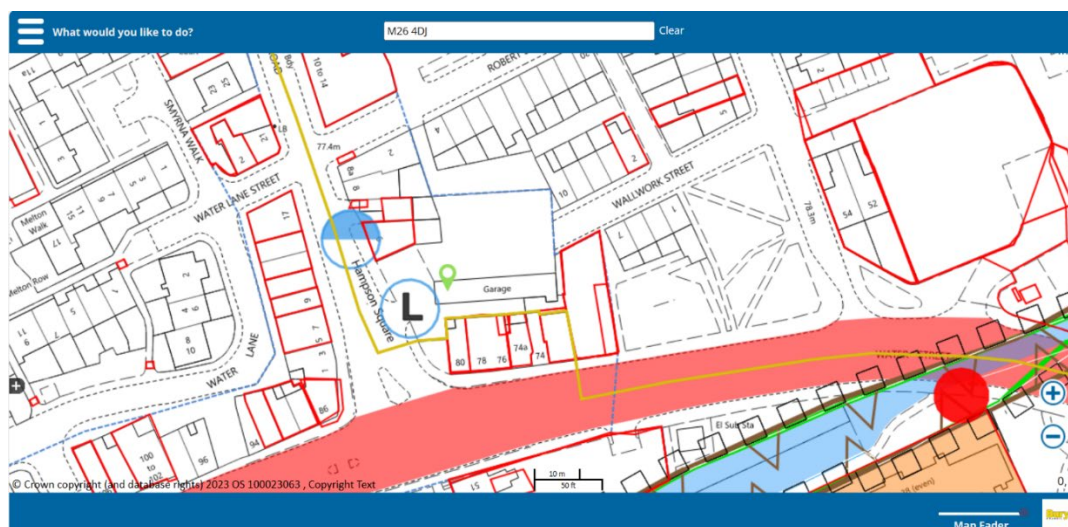
5.2.4 Within the UDP the application site is shown as:

S1/4 - Local Shopping Centres The Council will seek to maintain and enhance local shopping centres and will encourage the provision of a range of shopping facilities required to serve purely local needs.

H5/1 - Area Improvement

The Council will be especially concerned with improving house conditions and the housing environment in the following areas:

H5/1/2 - Inner Radcliffe. Owing to a high level of poor housing conditions and a poor housing environment, inner Radcliffe has been identified as a Renewal Area.



5.3 POLICY CONSIDERATIONS

5.3.1 The UDP sets out that the Council will seek to deliver housing over the life of the Plan, however, the information contained within policy H1 is significantly out of date owing to its age.

5.3.2 Policy H1/2 goes on to say that when considering housing proposals on land which is not formally allocated, the Council will consider a range of factors including the need to direct development towards the urban area; the availability of infrastructure; the suitability of the site and look to other policies within the development plan.

5.3.3 As stated above, the site is identified as being within Inner Radcliffe. Owing to a high level of poor housing conditions and a poor housing environment, inner Radcliffe has been identified as a Renewal Area. (Ref: Policy H5/1/2).

5.4 SUPPLEMENTARY GUIDANCE

SPD7, which relates to managing housing land supply is one of the Council's SPDs that support UPD policies, which are used in the decision making process but partially out of date owing to its age. It does confirm however that development opportunities within the Borough are limited due to tight constraints imposed by designations such as Green Belt and River Valleys. In line with direction of National Government planning policy, there is a definite clear focus on development brownfield sites within existing urban areas.

5.5 THE NATIONAL PLANNING POLICY FRAMEWORK ("NPPF")

5.5.1 The NPPF was issued in 2023 revising all versions issued since March 2012.

To achieve Sustainable Development

5.5.2 The cornerstone to the NPPF is the promotion of sustainable development. Paragraph 8 of the NPPF notes there are three dimensions to this which have an impact on planning. These are an economic role towards a strong and competitive economy; a social role by building strong, vibrant, and healthy communities and ensuring the availability of housing; and an environmental role to protect and enhance the natural, built, and historic environment.

5.5.3 Paragraph 9 makes clear that whilst there is a need to balance these elements, it is clear that these objectives should be delivered through the implementation and preparation of plans and the application of policies. They are not criteria that every decision should be judged against.

5.5.4 Paragraph 11 sets out the presumption in favour of sustainable development. In respect of decision-taking on applications, this means approving developments that accord with the Development Plan without delay and where the Development Plan is absent, silent, or relevant policies are out-of-date, to grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole; or when specific policies in the NPPF indicate that development should be restricted.

5.5.5 As this report establishes, this proposal is fully compliant with both local and national planning policy, presenting no negative material consideration impacts and the proposed development is compliant with both National and Local Planning Policy.

The application proposals would deliver sustainable development in the following ways:

- 5.5.6 *Economic* - The new dwellings would make a meaningful contribution to housing supply and help to provide affordable housing stock in the regeneration area. This would encourage new residents to live in the Borough who in turn will generate expenditure within the local economy, supporting local shops, services, and businesses.
- 5.5.7 The development will result in job creation via the construction process, again with associated expenditure within the local supply chain during the build.
- 5.5.8 The proposals are fully commensurate with the economic dimension of sustainable development and would represent a welcomed contribution to the economy of the area.
- 5.5.9 *Social* - The proposals would help to generate home ownership opportunity, potentially for first time buyers, and contribute towards sustaining a local community within Radcliffe. The proposals would also facilitate creation of jobs during construction.
- 5.5.10 *Environmental* - The proposals provide opportunities for biodiversity gain through the removal of hardstanding and decontamination to create high quality new landscaping and cause no harm to protected species or habitats.

Decision Making

- 5.5.11 Paragraph 38 of the framework sets out the approach that local authorities should approach decisions in a positive and creative way, working proactively with applicants to secure developments that will improve the economic social and environmental conditions of the area.
- 5.5.12 The proposal accords with the aims of the framework in that it will deliver sustainable development, with a site located within walking distance of Radcliffe, a local sustainable service centre and allows for onward accessibility to other services in key service centres. The location of the site allows for a choice of modes of transport to be used to access local facilities, which adds significant weight to its sustainability credentials.

Delivering a sufficient supply of homes

- 5.5.13 The Framework sets out the Government's key housing objective which is to "significantly boost the supply of homes". Paragraph 60 sets out how the needs of different groups within the community should be accounted for and reflected in policy. With consideration of future and current demographic trends.

5.5.14 Paragraph 70 identifies that small and medium sites have a role to play, making an important contribution to meeting the housing requirements of an area and are often built out relatively quickly.

5.5.15 This proposal is modest in scale, however, is well located and compliant with the spirit of local and national policy. This site represents a sustainable location for new housing, with access to public transport and local services. The scheme would result in the delivery of up to 7 homes, making a valuable contribution to housing in Radcliffe.

Promoting Sustainable Transport

5.5.16 Paragraphs 108-113 summarise transport factors that should be considered when determining development. It clearly states that development should only be prevented or refused on transport grounds when residual cumulative impacts of the development are severe.

5.5.17 Other similar properties in the vicinity are served by no onsite parking provision given the sustainability of the location and the availability of accessible non-car reliant transport options. The proposal is for upto 7 modest one bed dwellings located within walking distance to facilities, services, and bus stops and as such it is expected that there will not be a significant difference to the existing status quo, with regards to any impact on transport grounds.

Environmental Improvement

5.5.18 The Framework also requires that development proposals should also prevent new and existing development from contributing to or being put at an unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability. No unacceptable impacts or risks are known to present on site which would preclude residential development. Any associated assessments would be carried out at the Technical Details Consent stage.

5.6 PLANNING PRACTICE GUIDANCE (“PPG”)

5.6.1 With regard to potential impacts on the built, natural, and historic environments, or local amenity, the PPG indicates that local planning authorities must consider the NPPF. It refers to the strength of policies within the NPPF for protecting the built, natural, and historic environment and that it also requires authorities to ensure that a residential use is appropriate for the location and that a site can be made suitable for its new use. It goes on to say that

local planning authorities must also have regard to relevant policies in their Development Plan and that they should draw on all the relevant available information sources in making assessments on the suitability of potential sites. (Reference ID: 59-019- 20170728).

- 5.6.2 Any future development at the site would be controlled through the Technical Details Consent process and a high quality scheme can be achieved, which is appropriate in terms of scale, layout, density, and appearance.
- 5.6.3 This site is located adjacent to existing built form and would offer future residents direct access to a range of services and facilities in the vicinity, contributing to the creation of sustainable, accessible neighbourhoods. As such, the principle of development is acceptable.

6 ASSESSMENT OF THE APPLICATION

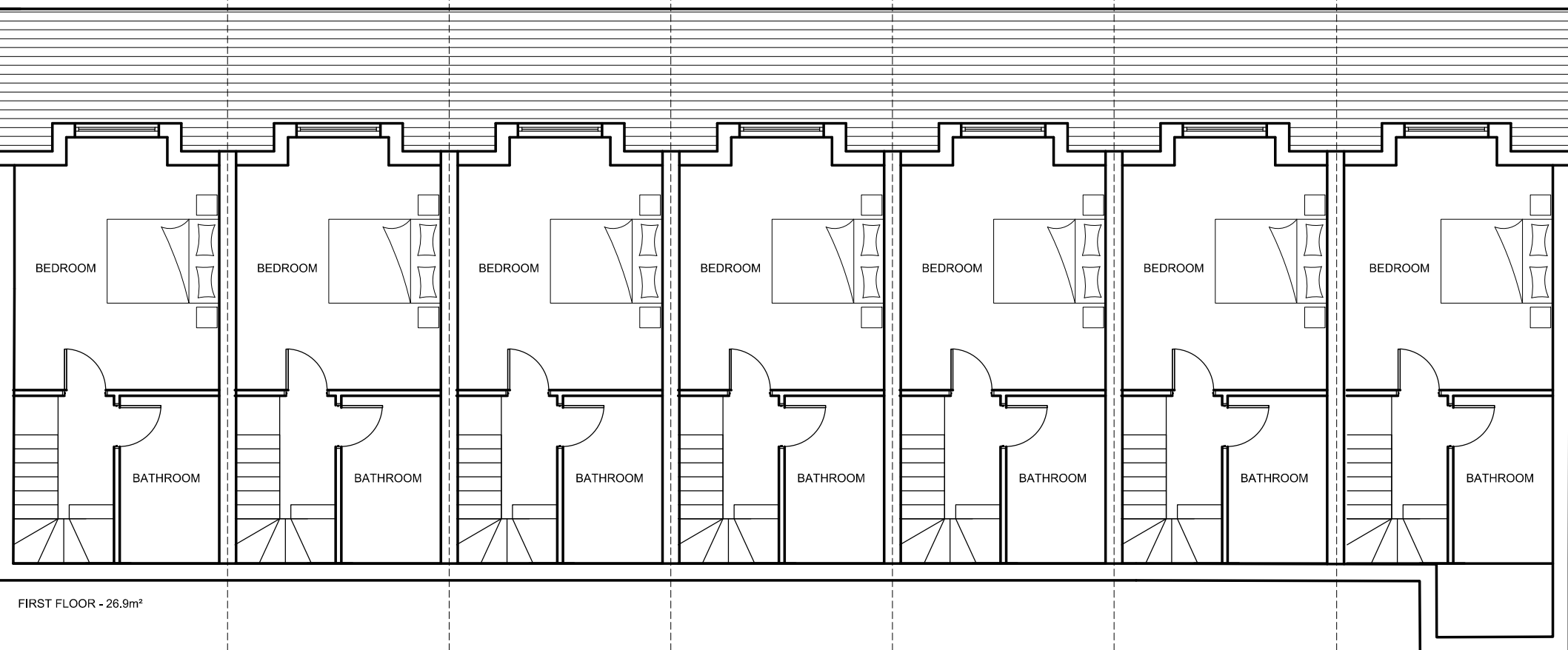
6.1 SUMMARY

- 6.1.1 The site satisfies the criteria for a Permission in Principle route for obtaining planning permission. The development proposed is housing; it is a minor development because the number of houses proposed is below ten and the site area is below 0.5 hectares; and it is not precluded as a route by other factors set out in the Regulations. The matters within the scope of a decision therefore are limited to location, land use and the amount of development.
- 6.1.2 Regarding the matters for determination, the location of the site is central and within the local service centre of Radcliffe. The site is on a bus route with access to Bolton, Bury, Prestwich and onward within the Manchester metropolitan area, enabling full access to a full range of shopping, services, health care, education, and employment within those built-up areas.
- 6.1.3 With regard to land use, the existing use maybe commercial but it sits adjacent to residential uses. The site is therefore suitable for residential use.
- 6.1.4 The third factor is the amount of development. The proposal is for upto 7 modest one bed dwellings on the site. The amount of development proposed has regard to the settlement location, its regeneration status and that the design of a layout will need to have regard to maintaining a degree of privacy for future and current residents and uphold the character of the streetscene in order to satisfy national and local policy for development within settlements. The illustrative plan shown in **Appendix A** clearly shows that the deliverability of this number of units.
- 6.1.5 The application site has a clear and tangible relationship with the built form of Radcliffe and is within the settlement boundary. Residential development of a similar scale has been allowed nearby, this proposal does not go against the urban grain and redevelops a site that is occupied by a historic, unrestricted business and by its nature it could potentially generate nuisance to other nearby uses. In the context of the Bury's unmet housing need, especially in a regeneration target area such as Radcliffe, where the existing housing stock is generally poor, the benefits of delivering a highly sustainable and accessible site which can contribute promptly to supply, would clearly outweigh any perceived harm in this location.
- 6.1.6 Section 5 of the NPPF, paragraph 60 sets out that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety

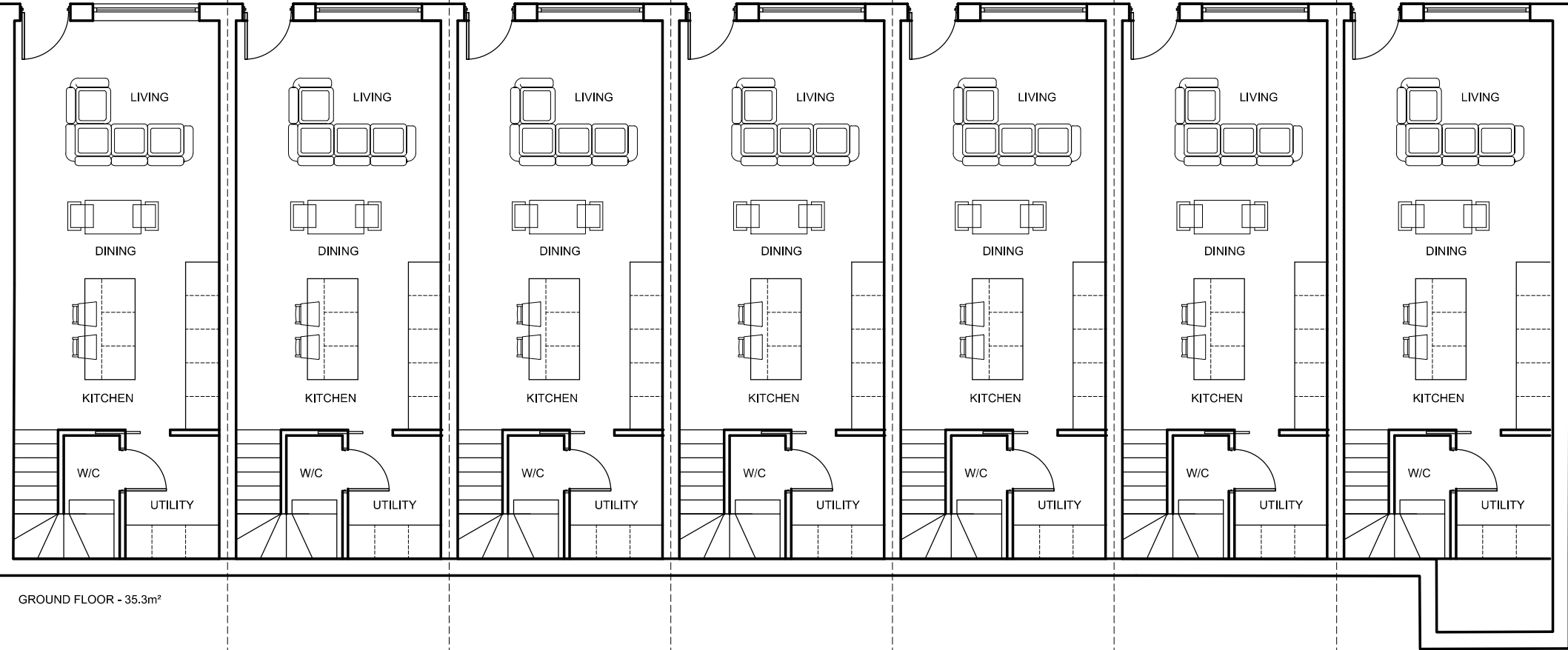
of land can come forward where it is needed. National Planning Policy goes on to say in paragraph 69 the important contribution that small and medium sized sites can make to meeting the housing requirement and that they are often built out quickly and Local Planning Authorities should accommodate at least 10% of their housing requirement on sites no larger than one hectare.

6.1.7 In this case the applicant is elderly and will be retiring, this site is deliverable, it will be available to be developed. The illustrative layout in **Appendix A** shows how the existing building can be converted and extended, or new build built on site without causing detriment to neighbours.

6.1.8 Overall, this application for Permission in Principle would provide a route to secure planning permission for the development of this site. The site would also contribute towards meeting the requirement for housing in the Borough. Consequently, there is no reason why this application for Permission in Principle should not be approved.

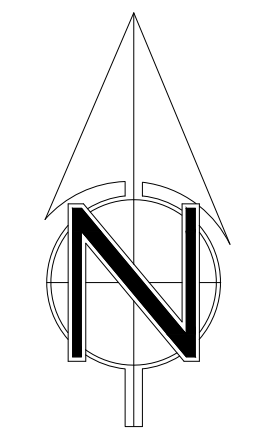


TOTAL FLOOR AREA - 62.2m² / 670 sq ft



INDICATIVE GENERAL ARRANGEMENT
SCALE 1:100

7 NO. ONE BEDROOM MEWS HOUSES



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