

Planning Statement

Railway Hotel

427 Ainsworth Road

Radcliffe

Greater Manchester

M26 4HN

Proposal: Change of Use of Public House (PH) to 10 Bed House in Multiple Occupation (HMO).

October 2024

Building Design Services (BDS)

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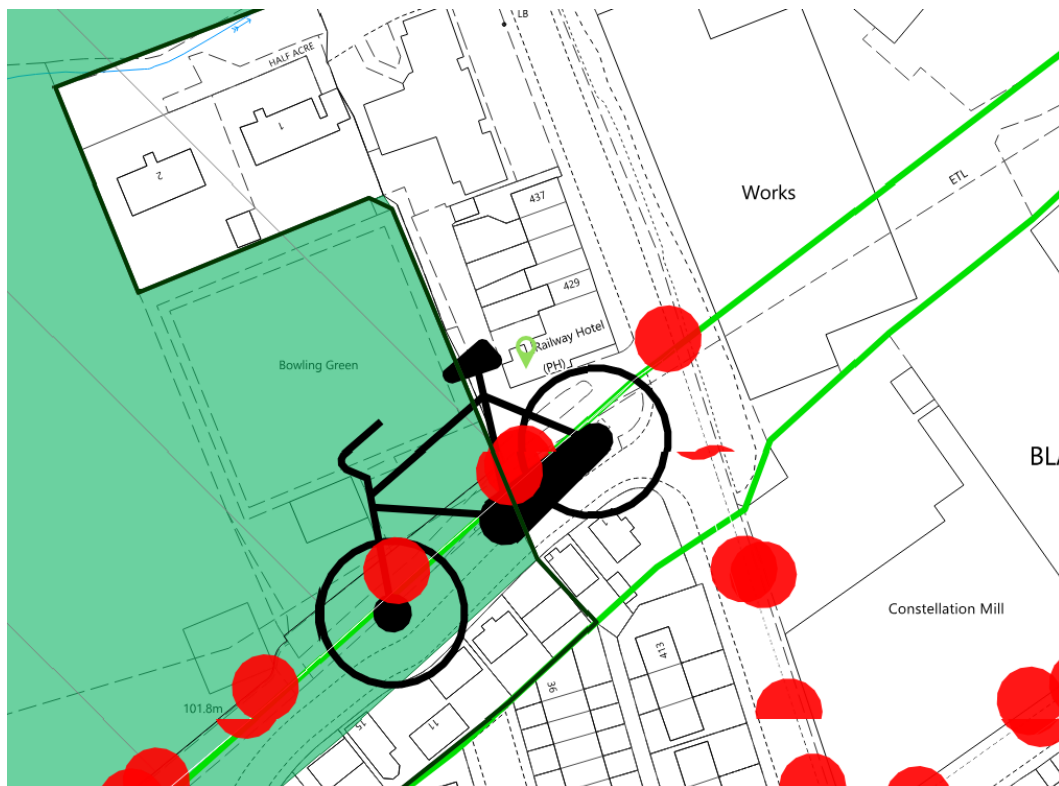
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1.0 INTRODUCTION

- 1.1 This Planning Statement is submitted by 'Building Design Services (BDS)' on behalf of the applicant who has recently acquired the property known as 'Railway Hotel', 427 Ainsworth Road, Bury. The Public House ceased trading a number years ago and requires considerable investment. Due to the economic downturn, covid challenges and competition, it has lost significant trade over the past decade and can no longer sustain business or justify further investment as a Pub.
- 1.2 The site is positioned within the settlement boundary of Radcliffe, more specifically on the outskirts of Bury town centre, and Close to the Local Shopping Centre of Ainsworth Road to the south.
- 1.3 Since the late 1960's Bury has been an area of substantial residential development drawing population in the main from the inner parts of the conurbation to the fringes. Strategic Guidance is now placing a greater emphasis on the retention of population within the inner areas.
- 1.4 In addition, it is recognised that housing conditions play a major part in the quality of life enjoyed by the Borough's residents. The UDP will be concerned to ensure that the quality and use of the existing housing stock is improved wherever possible.
- 1.5 Encouraging variety in housing types and tenure will also be important in tailoring the housing stock to the needs of the local population and people moving into the area. In particular, the provision of affordable housing and special needs housing will need to be considered.
- 1.6 The applicant would like to work with the Council in order to secure approval for the proposed use for future occupiers.

2.0 SITE AND SURROUNDINGS

- 2.1 The application site relates to a two storey public house, known as 'Railway Hotel'. The ground floor pub requires significant investment and is struggling for trade. The first floor is occupied by a 3-bedroom self-contained flat. The pub is accessed from the front elevation of the building, whilst the flat at first floor is accessed off the western rear elevation.
- 2.2 The site is located on the corner of where Ainsworth Road and Moss Shaw Road meet. An unadopted access track leads to the back of the site which also serves the rest of the terrace block. Moss Shaw Road leads to a car park area for 'Black Lane Bowling Club', the bowling club is located directly to the rear of the site. On the opposite side of Ainsworth Road are Large industrial buildings of various heights and sizes. Within a short walking distance to the south is Ainsworth Road shopping centre which includes a number of shops and amenities for surrounding residents.
- 2.3 The pub building itself is finished in render and coloured green to the front and rear elevations with white render along its side elevation. The building has been extended in the past by way of two storey and single storey extensions to the rear. Given land levels through the site a further floor at lower ground level is visible from the rear. The beer garden is also located to the rear. The surrounding area is described as mixed use.



Above: Image taken from the Councils Policies Map; The application site is located within the urban boundary but otherwise unallocated and adjacent to a dedicated cycle route.



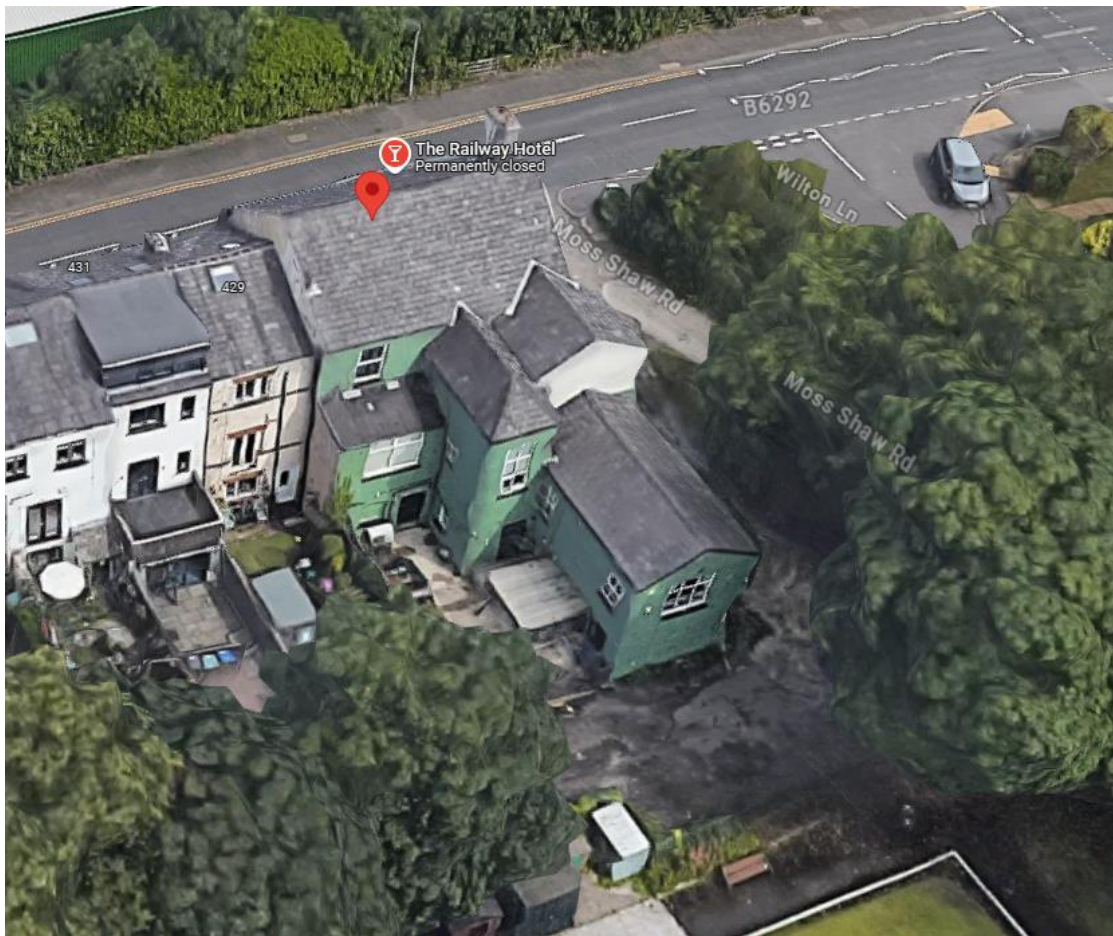
Above: Aerial image indicates the application site and also shows the variety of commercial, and retail uses in the vicinity of the site.

3.0 PROPOSED DEVELOPMENT

- 3.1 The applicant is applying for full planning permission to change the use of the existing vacant pub building into a 10-bedroom House in Multiple occupation (HMO). The plans submitted as part of this proposal show that all bedrooms would consist of separate washing facilities, whilst there would also be a communal toilet facility. Sufficient space would be provided in each room to relax and lounge. In addition, a separate shared kitchen and separate dining room would be provided on the lower ground floor, a shared lounge/living room would be provided on the ground floor. Access into the building would be provided from the front and rear elevations of the building. Five bedrooms would be provided on the ground floor and a further 5 bedrooms provided on the first floor.
- 3.2 There would be no external changes to the building where all its existing features would be retained.
- 3.3 The proposed HMO would be used by individuals who need short term accommodation and are likely to be rented to individuals visiting the area or who have business nearby, or staff who work in and around the shopping area who want comfortable accommodation close to the commercial areas and offices with lower rates.
- 3.4 In terms of parking, and outdoor amenity. The existing site has no dedicated parking space, and none are proposed as part of this proposal. A bin storage area would be located to the back of the site, similar to existing.



Above: Image shows the front and southern side elevation of the building.



Above: Image shows the rear elevation of the building with beer garden and extensions.

4.0. INVOLVEMENT

- 4.1 No formal pre-application advice in this instance has been sought from the Council. The scheme put forward is an acceptable proposal providing quality development in this area whilst bringing a disused property back into a viable use.
- 4.2 This planning Statement has been submitted as part of the planning application to provide a reasoned justification for its acceptability using local and national planning policy and guidance.
- 4.3 The issues of highways safety, amenity of the surrounding area, design and the principle of the development are taken into consideration in the assessment below.

5.0 HISTORY

5.1 A history check has been undertaken which has revealed the following planning history;

[EXTERNALLY ILLUMINATED WALL SIGN ; EXTERNALLY ILLUMINATED PROJECTING SIGN ; ONE EXTERNALLY ILLU...](#)

RAILWAY HOTEL AINSWORTH ROAD RADCLIFFE

Ref. No: 89/01971 | Received: Wed 26 Apr 1989 | Validated: Wed 26 Apr 1989 | Status: Decided

6.0 RELEVANT PLANNING POLICY

- 6.1 Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
- 6.2 In preparing a Borough-wide plan to guide and control development into the next century, it is considered important to have a clear vision of the type of Borough the Plan is attempting to create. With this aim in mind a strategy for the Plan was prepared as a first step in the work on the UDP. The strategy to be pursued through the UDP was previously published in the document "Bury 2001 - The Strategy for the Plan" (July 1991). This Strategy is now set out as part of the UDP to provide essential background to the policies and proposals which follow later in the Plan.

Local Plan Policies

- 6.3 The following Local Plan policies have relevance to the proposal:

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

EN1/5 Crime Prevention

EN7/2 Noise Pollution

HT6/2 Pedestrian/Vehicular Conflict

JP-C2 Digital Connectivity

JP-C5 Streets For All

JP-C6 Walking and Cycling

JP-H3 Type, Size and Design of New Housing

JP-S2 Carbon and Energy

JP-S1 Sustainable Development

6.4 The below supplementary planning Documents (SPDs) are also considered to be relevant as part of this planning application;

SPD11 Parking Standards in Bury.

SPD13 Conversion of Buildings to Houses in Multiple Occupation.

NPPF (2023)

6.5 The NPPF clearly states ‘that the purpose of the planning system is to contribute to the achievement of sustainable development’ (paragraph 7). Paragraph 10 confirms that ‘So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development’. Paragraph 11 states that Plans and decisions should apply a presumption in favour of sustainable development. ‘for decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay;
or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

6.6 Paragraph 60 of the NPPF states:

“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, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay”.

6.7 Paragraph 124 of the NPPF states that Planning policies and decisions should:

d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used more effectively.

6.8 Paragraph 128 of the NPPF states:

Planning policies and decisions should support development that makes efficient use of land, taking into account:

a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it.

6.9 Paragraph 135 of the NPPF, advises that Planning policies and decisions should ensure that developments 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.

6.10 The general perspective of the NPPF is that planning should proactively drive growth and support sustainable economic development. It also states that planning should make effective use of land by reusing land that has been previously developed and sets out a presumption in favour of sustainable development. The government is committed to ensuring that the planning system does everything it can to support sustainable economic growth.

6.11 In terms of retail uses the NPPF states at Paragraph 127; “Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should support proposals to:

a) use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the vitality and viability of town centres, and would be compatible with other policies in this Framework”.

National Planning Practice Guidance (NPPG)

6.12 The government published its NPPG on 6 March 2014. This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the NPPG or other national advice in the Analysis section of the report, where appropriate.

7.0 ASSESSMENT

Principle

- 7.1 The National Planning Policy Framework (NPPF), should be treated as a material planning consideration and it emphasises the need for local planning authorities to boost the supply of housing to meet local housing targets in both the short and long term. The conversion of houses to HMO's can often make an important contribution to local housing stock to meet local housing needs and can utilise vacant or underused space more efficiently.
- 7.2 The proposed development of the property will bring a mostly disused existing building and wider site into a suitable and sustainable use which is currently open to crime, dumping and anti-social behaviour, and could become an eyesore over time. It is positioned in a prominent location along the busy Ainsworth Road, on a corner plot, and an opportunity has arisen where investment can be made to bring the building to a suitable functional use and where it would not have a negative impact on the surrounding area.
- 7.3 The site is well located in relation to providing much needed accommodation for residents in the local area. The proposed development would replace an existing community facility identified within the NPPF. In addition, there are no development plan policies that seek to protect existing, non-listed pubs in this location, this is discussed further below.
- 7.4 The site is positioned approximately 50m from the boundary of Ainsworth Road Local Centre to the south and would help serve the surrounding workforce and local residents within walking distance. The proposed development would enhance the character of the area by bringing a recently empty property back into a suitable and sustainable use. The proposal would consider the needs of the local community, protect the surrounding built environment and provide the future occupiers with services within walking distance and reduce the need to travel.
- 7.5 In terms of housing, the proposal would increase the supply of smaller housing units in the locality. The proposal would therefore make a small but positive contribution to the number and mix of household units on brownfield sites in Bury, consistent with Policies of the Local Plan.
- 7.6 It is also considered that the proposal would not have a detrimental effect on the safe and efficient operation of the existing transport and road infrastructure. Highway's safety is further discussed in the relevant section below.
- 7.7 In respect of the Local Plan policies, the surrounding area is predominantly mixed use, however, as explained above, given the current use of the site as a PH with accommodation above, the residential use is considered

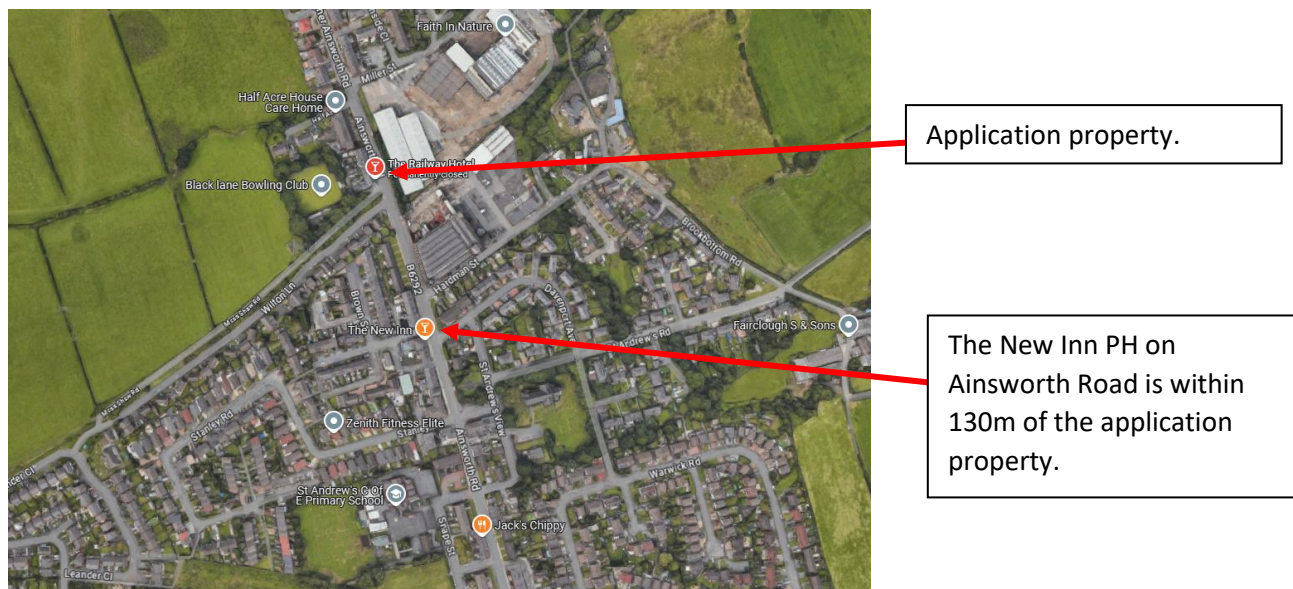
as an appropriate and compatible use to the existing make up and character of the area and is located in a sustainable area with good access and facilities and which makes efficient use of the land whilst delivering an appropriate use for the site.

- 7.8 In light of the above it is considered that the principle of providing the proposed use at the application site is acceptable.

Loss of a community facility

- 7.9 NPPF promotes the retention and development of local services and community facilities in villages, such as local shops, meeting places, cultural buildings, public houses and places of worship as part of planning for prosperity. For the Local Plan, community facilities and services are also considered to include uses associated with statutory undertakers and emergency services. Proposals that would result in the loss of a facility which would undermine the role and function of a centre would not be supported.
- 7.10 Where the proposal involves the loss of land or premises presently or last in community use, the applicant will normally be required to provide evidence covering the results of reasonable attempts to actively market the land or premises for sale or lease, at existing use value to demonstrate that there is no longer a need for the facility.
- 7.11 The application relates to a commercial building which has previously been used as a Public House (PH) with living accommodation at upper floor level. The proposed development would result in the change from a community use to a non-community use. The community value of the pub is a material consideration in the determination of this application, as the Local Planning Authority has a duty to consider the social well-being of its communities when carrying out its statutory processes.
- 7.12 Paragraph 93 of the National Planning Policy Framework states that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.
- 7.13 For a PH to provide a service to a local urban area it should be within a reasonable walking distance for the range of customers who are likely to use it. On this basis there is another PH to the south of the site at a distance of approximately 130m which is within a reasonable walking distance (The New Inn - see Image below). As such, due to other PHs located in walking distance of the site, the loss of this PH would therefore

not reduce the ability of the local community to meet its day-to-day needs, but it would result in the loss of a facility of value to it.



- 7.14 In terms of viability, details of the marketing and viability of the property has been submitted as part of this application done by 'Everard Cole (2023-4)' and Admiral (2020) (see Appendix 1). This shows that the PH has been marketed extensively since 2020 with a tenant who ran the business for a short while, unfortunately this again was not viable and the PH was put up for sale in 2023. The price was also reduced from the guide prices for its sale over a period of approximately 1 year where they received approximately 4 offers, these offers were not for the continued License use, but for either conversion to retail with private accommodation above or conversion to storage.
- 7.15 Appendix 1 also shows other estate agent companies have also tried to market the property as a PH, but have not received any serious offers.
- 7.16 The supporting information submitted also demonstrates by evidence that operating this PH is no longer considered viable and where the asking price set for its sale has been realistic to any purchasers who would wish to continue to operate the PH. There has been buyer interest but only to convert the PH, and not run it as a community facility.
- 7.17 The Local Planning Authority can, via the Localism Act 2011, give some weight to the above matters in the consideration of an application of this type, if a premises is listed as an Asset of Community Value (ACV). However, the premises is not listed as an Asset of Community Value on the Council's list of such premises.

- 7.18 Therefore, although the proposal would result in a non-community use, another PH is located in walking distance of the site where the loss of this PH would not reduce the ability of the local community to meet its day to day need. The supporting information submitted also demonstrates that operating this PH is no longer considered viable and extensive marketing over a period of approximately 4 years has taken place with no suitable offers for the continued License use. Buyer interest has only been to convert the PH to retail or residential.

Impact on Amenity

- 7.19 The building is located along the busy Ainsworth Road in Radcliffe. The surrounding area is characterised by a number of small commercial and industrial unit and residential dwellings. The types of uses within the area, along with its proximity to high density residential areas, create a vibrant area during the day and busy throughfare during the evening hours.
- 7.20 It has already been established above that the principle of providing residential accommodation and retail uses at the site is considered acceptable, consideration should also be given to the previous use of the site as a PH and the noise and comings and goings this would have generated in the early hours of the evening and late into the night.
- 7.21 The area is established as mixed use, and the proposal would therefore be in keeping with existing land uses around the area. It is however important to ensure that the proposal would not impact unduly on matters such as noise and other pollution effects, with regards given to the impact of each bedroom within the building as well as the impact of the development upon existing surrounding properties.
- 7.22 In relation to noise, it should be acknowledged that there would be some noise from neighbouring commercial land uses as well as road noise from traffic. There are residential uses in the vicinity and by virtue of its location, the noise from neighbouring uses is not considered to have a significant impact on the amenity of future occupiers or from external noises.
- 7.23 In terms of internal noise between rooms, the internal layout has been carefully designed so that bedrooms and shared living are least affected by noise, however it should be noted that any new partitions would have an acoustics barrier fitted where required to ensure future residents are adequately protected from unacceptable levels of noise, internal noise levels can be conditioned if required.
- 7.24 In respect of other matters, it is important that the development provides adequate space about buildings, it is considered that there would be no concerns regarding the distance to the front and southern side elevation of the building which would face the highways. The western rear elevation would face the garden area and

open space beyond. As detailed, the residential units would not overlook neighbouring properties.

- 7.25 The proposed development would adequately provide the level of amenity that would be expected at a residential property within this area. The proposal would be compatible with the density and character of the surrounding development and would not result in an overconcentration of HMO rooms in this building. Large bedrooms would be provided for each occupier as well as ample shared amenity space where residents can relax and live comfortably. As such the development would meet the Council's HMO standards.
- 7.26 With regard to the living conditions of future occupiers of the property, it is noted that each habitable room within the building would be provided with natural light and ventilation, with an outlook to the streets on the front, side and rear of the property. Each property would have its own WC and washing facilities.
- 7.27 None of the existing rooms have access to a private balcony. In terms of outdoor amenity space all residents would have access to communal outdoor space to the rear. This area is private and enclosed and therefore provides a suitable outdoor space that achieves a reasonable level of amenity for future occupants.
- 7.28 A bin storage area would be provided to the rear. This is also where bins can easily be collected from on bin collection day. It is considered a bin store with fencing should be provided to secure the bins in their proposed area and where they would not appear unsightly.
- 7.29 The doors to each bedroom would have access control, this would offer a simple solution to restrict access into the building. Authorised individuals would carry a key fob and when access through a restricted door is required, the fob is held in front of a reader placed next to the door. The solution is flexible and would be used on the rear doors to restrict access to the general public. The mechanism would keep the users of the site safe. All internal doors would be fire doors which would be self-closing to limit the noise.
- 7.30 In light of the above, it is considered that the development would provide adequate space about buildings, so as to protect future residents from any excessive levels of overshadowing and/or loss of privacy and a good standard of living accommodation. The application is therefore acceptable in this respect and would meet with the expectations of Policies along with the relevant requirements of the National Planning Policy Framework.

Visual Appearance

- 7.31 The existing property externally would retain almost all of its features. The proposed use would ensure the site is cleaned up and maintained in this prominent location.

7.32 In light of the above, the proposal would result in no undue harm to visual amenity and would improve the overall character and appearance of the area and the street scene. The application would therefore accord in this regard with local policies, the NPPF and SPD.

Highways

7.33 Paragraph 115 of the NPPF makes clear that ‘Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be **severe**’.

7.34 Government’s policy on parking is set out in the National Planning Policy Framework. Paragraph 39 of the NPPF states that when setting local parking standards for residential and non-residential development, policies should take into account:

- the accessibility of the development;
- the type, mix and use of development
- the availability of and opportunities for public transport;
- local car ownership levels; and
- the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

7.35 The site is located a short walk of the Local centre of Ainsworth Road, and therefore in an accessible location. The plans submitted show no dedicated parking, however informal parking spaces are located to the side of the building which is similar to that provided by the existing PH. Nevertheless, this is only 2 or 3 spaces and therefore the good accessibility location of the site should be considered in favour of the limited highways impact.

7.36 Given its location adjacent to a main route into the main town centre from Ainsworth Road, with excellent bus links and parking available on side streets such as Wilton Lane, it would be sufficient provision for a development of this size in a location as sustainable as this (close to the local centre and on a major bus route); as such car parking spaces provided are justified for this type of proposal.

- 7.37 The Council recognises that it is difficult to set actual car parking standards for HMO as this will often depend on the end user and the location of the property. Accordingly, the level of parking provision will be considered depending on the specific circumstances involved and location of the proposal.
- 7.38 Secure Cycle parking would also be introduced to the rear of the building which would result in less reliance on the car, provide an alternative mode of transport, and reduce greenhouse gases. It is not expected that this proposal would impact negatively upon the surrounding highway network.
- 7.39 Given the details, it is considered the proposed development can safely be provided without resulting in harm to pedestrian and highway safety. The proposed development as demonstrated would be in accordance with the Councils Local Plan and the NPPF where the proposal would not have a severe cumulative impact. In addition, parking restrictions are in place where poor and awkward parking would be avoided.

8.0 CONCLUSION

- 8.1 It has been demonstrated that the proposed development can be carried out in full compliance with the Council's policies in the Local Plan and the National Planning Policy Framework. The development would provide a good quality residential accommodation which would bring a positive contribution into the area of Radcliffe without creating a significant detrimental impact on the amenity of the local occupiers and residents.
- 8.2 In addition, the development would bring an existing property that requires investment back into an appropriate use, providing an enhancement to the building and the surrounding area. As such the proposal should be supported in full by the Council.
- 8.3 When considering future development, the Council should take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It will work proactively with applicants jointly to find solutions, which means that proposals can be approved wherever possible, and to secure development that improves the economic, social, and environmental conditions in the area.

APPENDIX

Sales Particular by Everard Cole (2023-4)'



Railway Hotel

Freehold

Offers in the Region of **£215,000** Virtual Freehold

Railway Hotel, 427 Ainsworth Road, Radcliffe, Manchester, M26 4HN

AT A GLANCE

- Traditional Community Public House
- Currently Closed
- 999 Year Lease with Peppercorn Rent
- Multi Room Operation
- Within Residential Area
- 3 Bedroom Private Accommodation

Evidence of struggling trade and viability – 2013-14

radcliffepubs

ThePubCrawl

Home

The Railway, Ainsworth Road

July 15, 2013 by radcliffepubs tagged Ainsworth Road, Greater Manchester, Public House, Radcliffe, The Railway



A short walk down from the Three Arrows leads you to the next pub on our journey. The Railway, one of the few survivors of pub closures but still clinging on for grim life. Like many pubs in the outlying hinterlands of town centres this pub no longer opens during the day on weekdays – there simply is no daytime business to warrant it, esp now that the area is commuter belt, populated by people who work in the town and city centres.

Archives

- [January 2014](#)
- [September 2013](#)
- [August 2013](#)
- [July 2013](#)

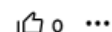
Meta

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Last Reviews on TripAdvisor are from 2019 and 2020.



John Anthony G
Radcliffe • 68 contributions



Local, good beer and eats

Feb 2020 • None

Has launched a new menu this year, Curry and a Pint, or pie chips and a pint, or Sunday lunch (no pint). These are the specials for different nights, there is also a standard menu.

Also pump beer....

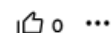
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Written 3 February 2020

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Wayne
Radcliffe • 85 contributions



NIGHT OUT TRIBUTE NITE

Oct 2019 • None

What good night out now it is becoming great beers good tribute bands on a Sat night well worth going in there for a good night out

Written 3 October 2019

This review is the subjective opinion of a Tripadvisor member and not of Tripadvisor LLC. Tripadvisor performs checks on reviews as part of our industry-leading trust & safety standards. Read our [transparency report](#) to learn more.

The site was Advertised 'TO LET' in 2020 (below).



The site was Advertised 'FOR SALE' in 2023-24 (below).

