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April 2022

PROPOSED RESIDENTIAL DEVELOPMENT

79 BURY NEW ROAD, WHITEFIELD, BURY

HIGHWAYS TECHICAL NOTE

Prepared on behalf of:

Harrington House Estates Limited



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1.0 INTRODUCTION

1.1 Preamble

1.1.1 AXIS have been appointed by Harrington House Estates Limited to provide highways and transport advice to accompany a planning application which comprises the change of use of No. 79 Bury New Road, Whitefield, from an existing 6-bed house in multiple occupation (HMO) to an 8-bed HMO.

1.1.2 A planning application for the proposed development was submitted to Bury Council in September 2019 under application reference number 64719. During the course of the application, the Local Highway Authority (LHA) at Bury Council provided a consultation response dated 16th October 2019 where they raised no objection to the proposals.

1.1.3 Contrary to the above, the application was subsequently refused planning permission by the Local Planning Authority (LPA) at Bury Council on the decision notice dated 15th November 2019. The application was refused for the following highway-related reason:

“The lack of dedicated off-road parking provision is likely to lead to vehicles parking and carrying out manoeuvres on the highway to the serious detriment of the free flow of traffic and road safety. The proposal is therefore unacceptable and would be contrary to the NPPF and UDP Policies HT2/4 Car Parking and New Development and H2/4 Conversions and supplementary guidance document SPD13 Conversion of Buildings to Houses in Multiple Occupation.”

1.1.4 Following the above, an appeal was later dismissed by the Planning Inspectorate on 10th March 2020 under appeal reference APP/T4210/W/19/3242673. A copy of the appeal decision is contained in **Appendix 1** to the rear of this report.

1.1.5 In summary, the appeal was dismissed on the basis of the perceived lack of parking and turning space along Robin Lane which, when considered in combination with the increase in parking demand from prospective occupiers and visitors of the proposed two additional HMO bedrooms, could result in circumstances where vehicles would be required to reverse onto Bury New Road at the detriment of highway safety.

- 1.1.6 A new planning application for the proposed development is now being submitted which provides additional evidence and justification in order to demonstrate that the proposed development would operate satisfactorily from a highway safety and operational perspective.
- 1.1.7 With regards to the above, this Highways Technical Note (HTN) has therefore been prepared to inform Bury Council, which is the LPA and LHA, of the anticipated highways and transportation matters associated with the proposals, with particular regard to the proposed car parking arrangements.

1.2 Report Structure

- 1.2.1.1 Following this introductory section, the structure of this report is set out as follows:
- **Chapter 2** sets out the existing conditions on and around the site, including the site's location, existing use, planning history and local highway network, alongside a review of the highway safety record on the local highway network;
 - **Chapter 3** presents the accessibility of the site by non-car modes of travel;
 - **Chapter 4** provides a description of the development proposals, and includes a detailed justification for the proposed site access and car parking arrangements;
 - **Chapter 5** forecasts the traffic generation associated with the proposed development; and
 - **Chapter 6** summarises and concludes the report.

2.0 EXISTING CONDITIONS

2.1 Site Location

2.1.1 The site is located at No. 79 Bury New Road, in Whitefield, Bury, approximately 1.2km to the south-east of Whitefield Town Centre and 8km to the north-west of Manchester City Centre. It is bound by the A56 Bury New Road to the east, an area of hardstanding to the south, an access lane, known as Robin Lane, to the west and No. 81 Bury New Road to the north.

2.1.2 The location of the site is shown on **Plan 2.1** in the context of the local highway network.

Plan 2.1 – Site Location



2.2 Existing Use

2.2.1 The application site currently comprises an end of terrace property which accommodates an 8-bedroom HMO however, at present, only 6 of the 8-bedrooms can lawfully be occupied under current legislation. The terrace group comprises 8 properties in total (No. 79, 81, 83, 85, 87, 89, 91 and 93) which are positioned along the western side of Bury New Road.

2.3 Local Highway Network

Robin Lane

- 2.3.1 Robin Lane is a cul-de-sac which provides vehicular access to No. 79, 81, 83, 85, 87, 89, 91 and 93 Bury New Road. It routes in a westerly direction from its priority-controlled junction with Bury New Road, to the north-east of No. 93, and then routes in a southerly direction along the rear of the terrace group, leading to an area of hardstanding, located in between No. 79 and No. 77 Bury New Road. Vehicular parking takes place along the full length of Robin Lane by existing residents.
- 2.3.2 Robin Lane also provides access (by foot/cycle only) to Bury New Road to the south of the application site (No. 79), and to Top O' Th Fields to the west.
- 2.3.3 The carriageway width along Robin Lane varies from circa 5.5m along the section which routes to the west of the terrace group, to up to 8.5m along the section which runs along the northern side of No. 93. The area of hardstanding to the south of the application site is approximately 11.6m wide.

A56 Bury New Road

- 2.3.4 The A56 Bury New Road borders the application site on its eastern side. To the north of the site, the A56 Bury New Road extends up to its priority-controlled junction with Well Lane, beyond which it becomes the A56 Manchester Road as it continues north towards Bury Town Centre. To the south, it extends up to its priority-controlled crossroads junction with Sherborne Street, beyond which it becomes the A56 Great Dulcie Street.
- 2.3.5 Adjacent to the application site, Bury New Road forms a signalised junction with Barn Street. Immediately to the south of this junction, Bury New Road comprises three lanes in the northbound direction and two lanes in the southbound direction with a total carriageway width of circa 18m (inclusive of a circa 2m wide kerbed central reservation).
- 2.3.6 Immediately to the north of this junction, Bury New Road has a carriageway width of approximately 18.5m (including a circa 1.5m wide kerbed central reservation) and comprises three lanes in the northbound direction and 2 lanes in the southbound direction.

- 2.3.7 Within the vicinity of the application site, the A56 Bury New Road has wide (2m+) footways on both sides of the carriageway and is well lit with street lighting. The road is subject to a 30mph speed limit.

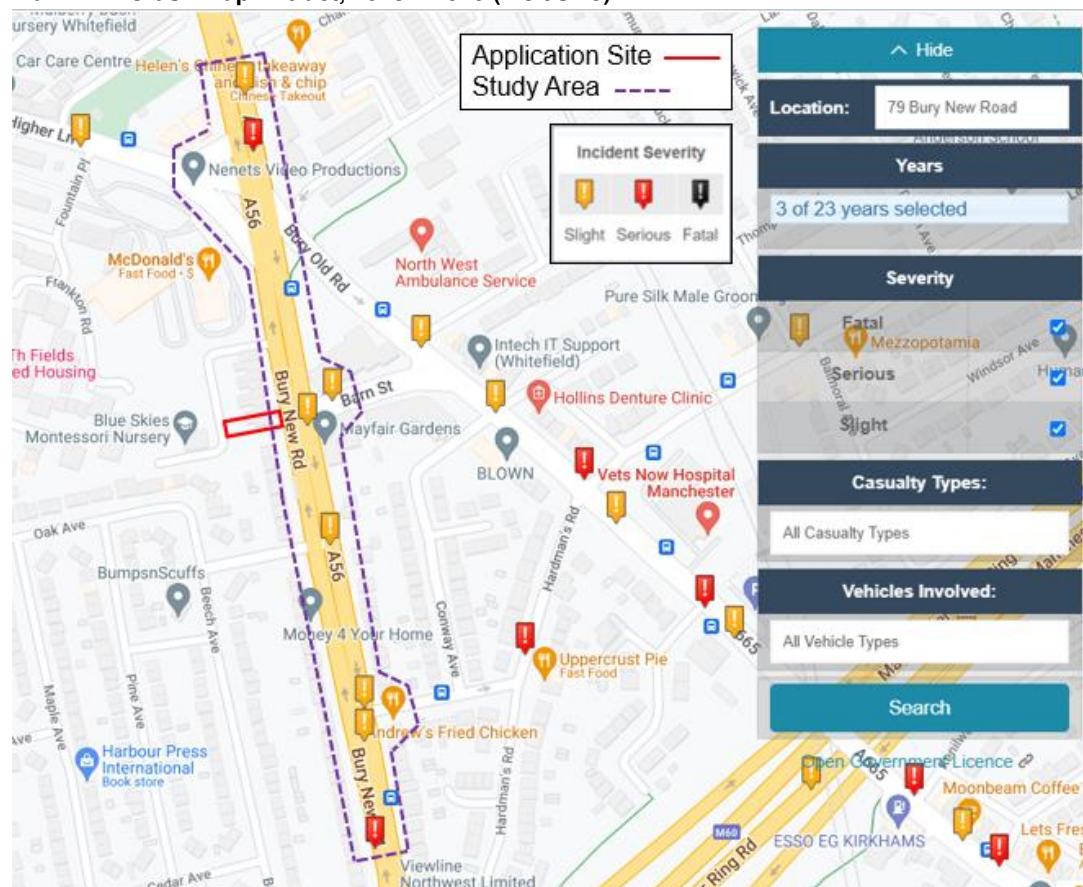
Barn Street

- 2.3.8 Barn Street is a one-way street which routes from Bury Old Road to the east to the A56 Bury New Road to the west, adjacent to the application site.
- 2.3.9 Along most of its length, Barn Street comprises three lanes, and has a total carriageway width of approximately 8m with footways on both sides of the carriageway.

2.4 Highway Safety

- 2.4.1 Personal Injury Accident (PIA) data for the highway network adjacent to the site has been obtained from the online Crash Map resource (www.crashmap.co.uk). Data was extracted for the most recently available complete three-year period which is 2018 to 2020 inclusive. The location and severity of the accidents are shown on **Plan 2.2**.

Plan 2.2 – Crash Map Extract, 2018 – 2020 (Inclusive)



- 2.4.2 **Plan 2.2** shows that a total of 8 accidents have been recorded within the identified study area between 2018 and 2020 (inclusive), of which 6 were of 'slight' severity and 2 were of 'serious' severity. When considered volumetrically, this equates to just over 2 accidents per year on average.
- 2.4.3 It is expected that accidents will be concentrated at junctions such as this where traffic streams make conflicting movements. The pattern of accidents is typical of an urban road network and is not considered to present a material concern in the context of the proposed development.
- 2.4.4 Moreover, the above accident record should also be viewed in the context of the fact that the A56 Bury New Road carries in the region of 33,000 two-way vehicle movements per day at this location (source, Department for Transport Traffic Count statistics).

3.0 ACCESSIBILITY OF THE SITE BY NON-CAR MODES OF TRAVEL

3.1 Introduction

3.1.1 Paragraph 105 of the NPPF states that:

“Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.”

3.1.2 To demonstrate the site’s compliance with the above, this section of the report examines the accessibility of the site by non-car modes of transport through consideration of the following modes of transport:

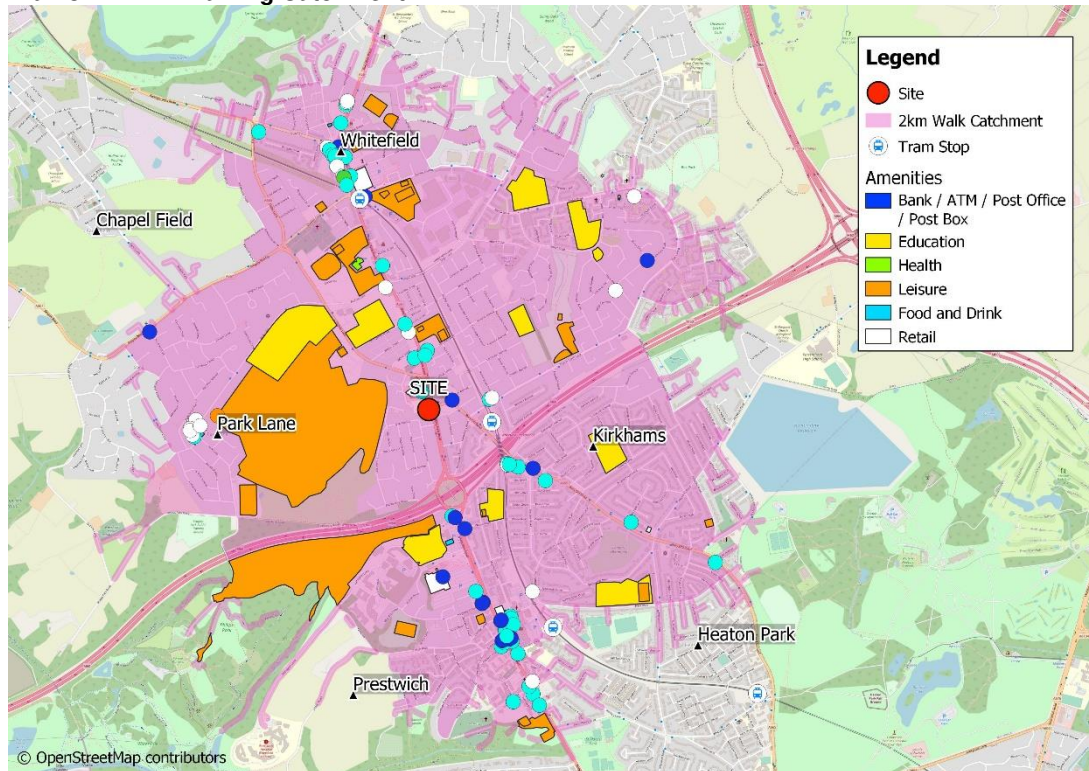
- Accessibility on foot;
- Accessibility by cycle; and,
- Accessibility on public transport.

3.2 Pedestrian Accessibility

3.2.1 The Chartered Institute of Highways and Transportation (CIHT, formerly IHT) in their document, *‘Providing for Journeys on Foot’* recognises that although acceptable walking distances will vary between individuals and circumstances, for commuting, school, and sight-seeing trips, it is generally accepted that walking has the greatest potential to reduce short car trips, particularly those under 2km.

3.2.2 **Plan 3.1** shows a 2km walking catchment measured from the centre of the proposal site, providing an indication of the areas which can be reached within a 24-minute walk, assuming a walk speed of 1.4m/s.

Plan 3.1 – 2km Walking Catchment

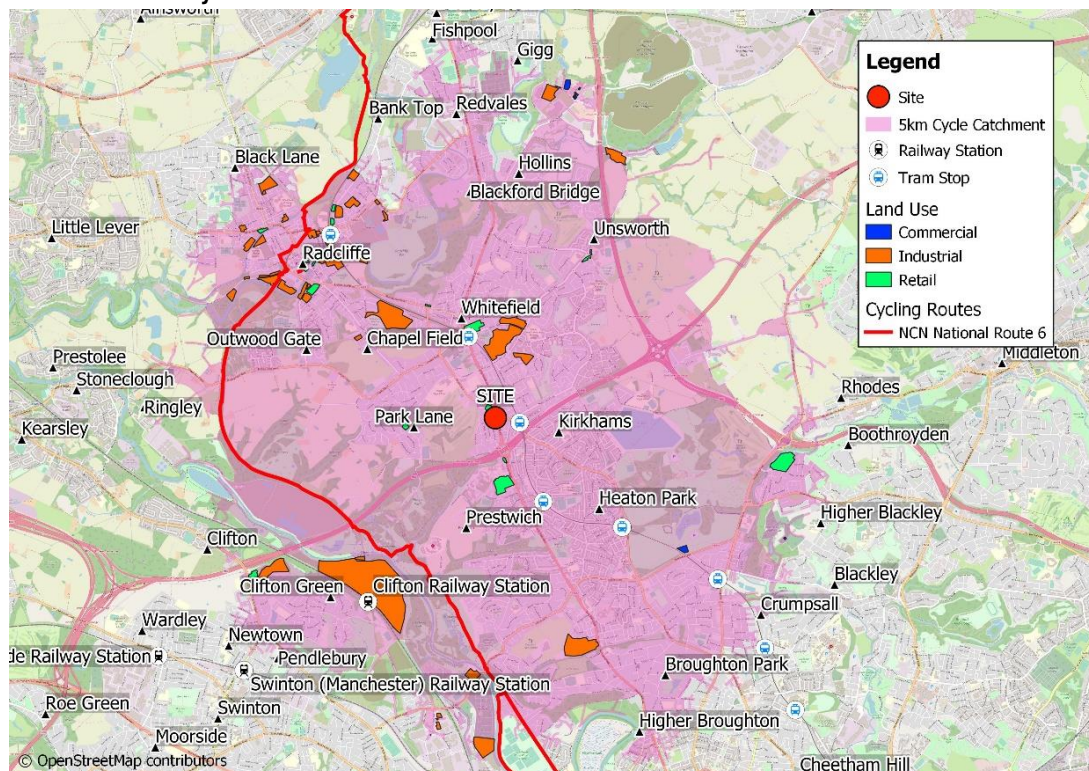


- 3.2.3 The site is very well located to encourage trips to be made to the site on foot. **Plan 3.1** illustrates that the 2km catchment incorporates Whitefield, alongside parts of Kirkhams, Park Lane, Prestwich, and Heaton Park.
- 3.2.4 **Plan 3.1** also shows that there are a wide range of local amenities and facilities within walking distance of the site relating to education, leisure, retail, and employment. The 2km also includes a number of public transport facilities including bus stops and three tram stations (Prestwich, Besses O 'th' Barn and Whitefield).
- 3.2.5 It should be noted that the local highway network provides a safe and realistic opportunity for residents to reach the areas contained within the 2km walking catchment. This includes footways, street lighting and signalised pedestrian crossing points equipped with dropped kerbs and tactile paving at the key junctions surrounding the site.
- 3.2.6 Accordingly, it is considered that the site is highly accessible on foot.

3.3 Cycle Accessibility

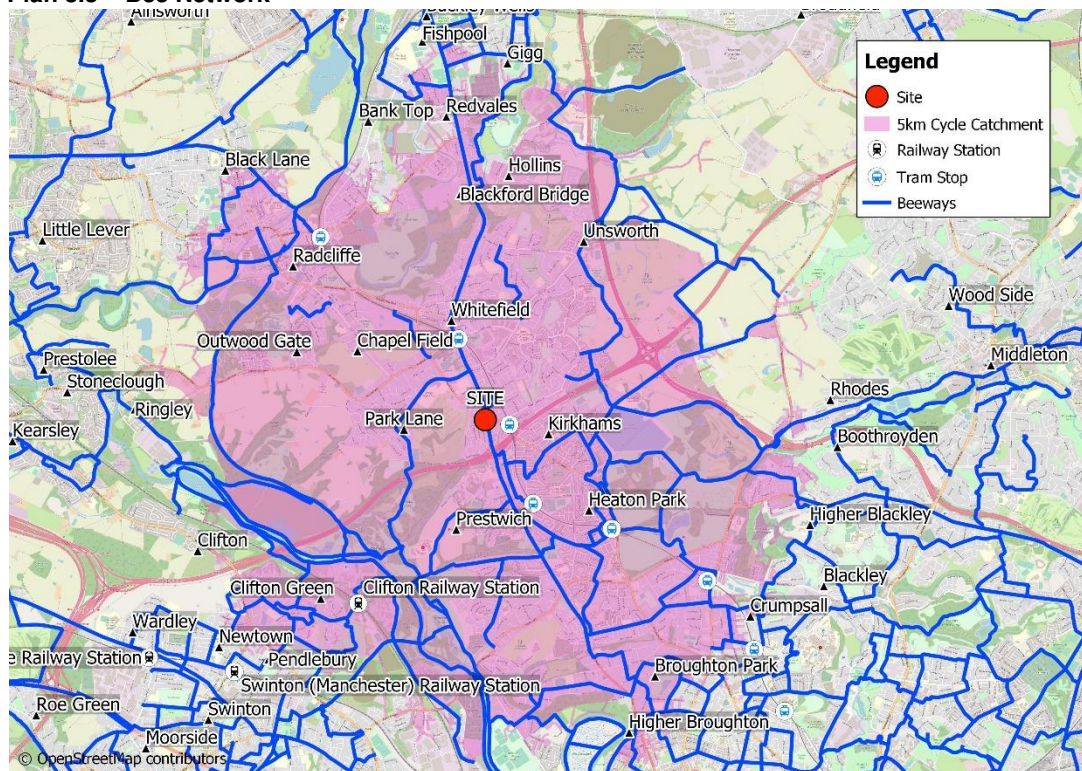
- 3.3.1 It is generally accepted that cycling provides a realistic and healthy alternative to the private car for journeys up to 5km as a whole journey, or as part of a longer journey by public transport.
- 3.3.2 In order to assist in assessing the accessibility of the site by cycle, **Plan 3.2** shows the 5km cycle catchment measured from the centre of the site.

Plan 3.2 – 5km Cycle Catchment



- 3.3.3 As shown on **Plan 3.2**, the 5km catchment incorporates Whitefield, Heaton Park, Prestwich, and Radcliffe, amongst others.
- 3.3.4 The 5km catchment also incorporates (in red) National Cycle Network (NCN) Route 6 which provides a combination of on and off-street cycle infrastructure. In addition, the 5km catchment includes the Greater Manchester 'Beeway' network which has been introduced by Transport for Greater Manchester (TfGM) to encourage active travel and provides extensive cycling connections between the site and the surrounding areas of Greater Manchester. These are shown on **Plan 3.3** in the context of the site location.

Plan 3.3 – Bee Network



- 3.3.5 It should also be noted that the 5km catchment includes Clifton Railway Station and 6 tram stops, thereby providing residents the opportunity to access the site by a multi-modal journey by rail/tram and cycle.
- 3.3.6 It should also be noted that the TfGM website (<https://activetravel.tfgm.com/cycling/>) also provides a range of online resources to encourage people to take up cycling, alongside tools to help users plan their journeys by cycle. This includes information relating to the benefits of cycling, cycling courses, locations of Cycling Hubs, and the Bee Network bike hire scheme, amongst other things.
- 3.3.7 With regards to the above, the site is therefore considered to be highly accessible by cycle.

3.4 Accessibility by Public Transport

Bus

- 3.4.1 Guidance from the CIHT document '*Guidelines for Planning for Public Transport in Development*' recommends that the walk distance from a new development should ideally be 300m, or a maximum of 400m.
- 3.4.2 The closest bus stops to the site are located as follows:
- A56 Bury New Road (southbound), located to the north of Besses O'th Barn Church (circa 89km walk distance from the site); and
 - A56 Bury New Road (northbound), located to the south of Chestnut Avenue (circa 130m walk distance from the site).
- 3.4.3 With regards to the above, the closest bus stops to the site are therefore well within the CIHT's lower walk distance threshold of 300m.
- 3.4.4 Both bus stops are served by service numbers 95 and 98. The typical frequencies of these bus services are summarised in **Table 3.1**.

Table 3.1 – Local Bus Services and Frequencies

Bus Stop	Service / Route Description	Typical One-way Service Times /		
		Weekday	Saturday	Sunday / Bank Holiday
95	Bury – Unsworth – Whitefield – Prestwich – Carr Clough – Pendleton Salford Shopping Centre	Hourly	Hourly	Hourly
98	Bury – Radcliffe – Whitefield – Besses O'Th Barn – Prestwich – Lower Broughton – Salford – Manchester - Shudehill	Every 30 – 30 minutes	Every 30 minutes	Every 30 minutes

- 3.4.5 As shown in Table 3.1, the bus stops nearest to the site are serviced by two public bus services which provide frequent services to various destinations within Greater Manchester, including Manchester City Centre, Bury and Prestwich, amongst others.
- 3.4.6 The site is therefore considered to be accessible by bus.

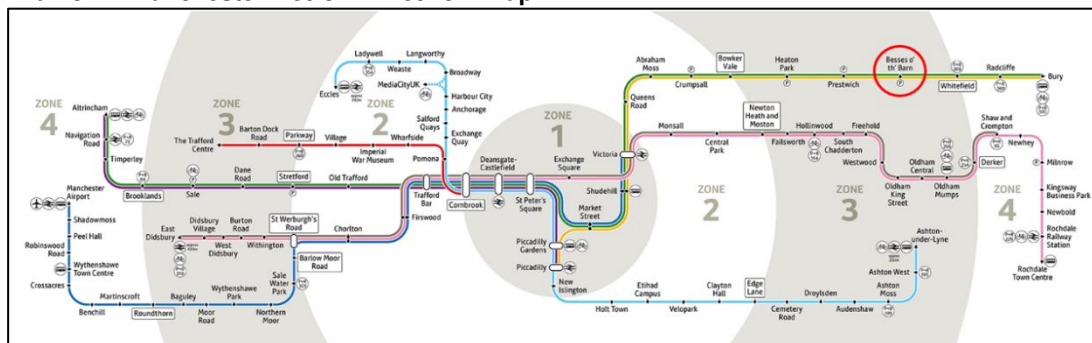
Rail

- 3.4.7 The closest railway station to the application site is Clifton Railway Station, being located within a circa 4.5km walk distance. It provides services to Manchester Victoria, Bolton, and Wigan Wallgate.
- 3.4.8 Manchester Victoria is a major transport interchange offering services to both local and national destinations including Leeds, Liverpool, Newcastle, Clitheroe, Southport via Bolton, and Chester, amongst others.
- 3.4.9 Having regard to the above, the site is therefore considered to be accessible by rail.

Metrolink

- 3.4.10 The closest tram stop to the application site is Besses O'Th' Barn which can be accessed within a circa 350m walk distance from the site.
- 3.4.11 This stop is located on the Piccadilly to Bury and the Altrincham to Bury lines, both of which offer frequent services (approximately every 10 minutes).
- 3.4.12 The Bury to Altrincham Line provides access to St Peter's Square, Deansgate-Castlefield and Cornbrook, all of which offer further interchange opportunities to all other lines of the Metrolink network.
- 3.4.13 For ease of reference, **Plan 3.4** illustrates the existing Metrolink network map.

Plan 3.4 – Manchester Metrolink Network Map



- 3.4.14 With regards to the above, the site is therefore considered to be accessible by tram.

3.5 Accessibility Summary

- 3.5.1 With regards to the above, the site is well located to facilitate journeys to / from the site to be made by sustainable modes of transport. The surrounding area is well equipped with pedestrian and cycle infrastructure and the site is located within walking distance to a range of public transport infrastructure.

4.0 DEVELOPMENT PROPOSALS

4.1 Overview

- 4.1.1 This planning application seeks planning permission for the change of use of No. 79 Bury New Road, Whitefield, from an existing 6-bed HMO to an 8-bed HMO.
- 4.1.2 It should be noted that the existing property currently comprises 8-bedrooms, however only 6-bedrooms are, and can currently be, lawfully occupied under current planning legislation. Therefore, the proposed development does not require any physical changes to the existing building.

4.2 Proposed Access Arrangements

- 4.2.1 Vehicular access to the site will remain unchanged from the existing situation whereby access is achieved via Robin Lane, which runs around the side and rear of the terrace group.
- 4.2.2 **Drawing Number 3186-01-D01** in **Appendix 2** demonstrates that 2.4m x 40m visibility splays along Bury New Road, to the north and south of Robin Lane. This is commensurate with the 30mph speed limit of Bury New Road and guidance contained in Table 7.1 of Manual for Streets.

4.3 Proposed Servicing Arrangements

- 4.3.1 Refuse collection will be taken directly from the A56 Bury New Road in accordance with the servicing arrangements of the existing property and of the neighbouring houses to the north and south of the site. As such, there would be a nil detriment effect on the safety and operation of the local highway network, as it would operate in the same manner as the existing site and nearby properties.

4.4 Proposed Car Parking Arrangements

- 4.4.1 In accordance with the parking arrangements associated with the existing site, it is proposed that car parking will continue to be accommodated along Robin Lane.

- 4.4.2 As set out in **Section 1.1**, the previous planning application for the proposed development (ref. 64719) was dismissed at appeal due to the perceived lack of parking and turning space along Robin Lane, and it was considered that this could result in circumstances where vehicles would be required to reverse onto Bury New Road to the detriment of highway safety.
- 4.4.3 It should however be noted that the Appeal was dismissed with a lack of evidence on the parking or turning layout of Robin Lane (including the absence of swept path analysis of the parking area) car ownership data of properties of a similar scale and nature to the application site, and the existing parking demand along Robin Lane.
- 4.4.4 With regards to the above, the following subsections of this report provide a detailed justification for why the proposed development is considered to be acceptable from a parking perspective and would not therefore cause detriment to the safety or operation of the local highway network.

Parking Beat Surveys

- 4.4.5 A parking beat survey was undertaken on Tuesday 22nd February 2022 and Wednesday 23rd February 2022 along Robin Lane between 00:30 and 05:30. The survey broadly followed the so-called 'Lambeth' parking beat survey methodology in order to determine the parking capacity / availability at night, during the worst-case period for parking demand in residential areas.
- 4.4.6 The study area of the parking beat survey is shown on **Plan 4.1**.

Plan 4.1 – Robin Lane Parking Beat Survey Study Area



4.4.7 A copy of the parking beat survey results are contained in **Appendix 3** and summarised in **Table 4.1**.

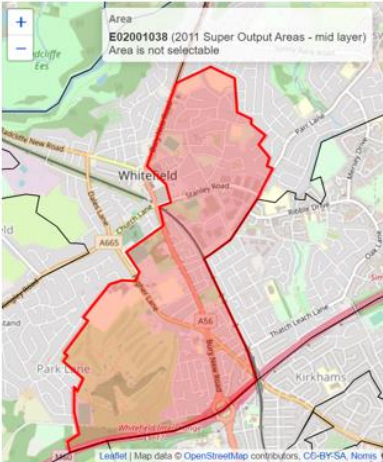
Table 4.1 – Robin Lane Parking Beat Survey Results

Robin Lane	Parking Capacity	Amount Utilised	% Utilised
Date of Survey: Tuesday 22 nd February 2022 - Time: 01:45			
North End	6	5	83% (1 space spare)
West End	5	2	40% (3 spaces spare)
South End	12	7	58% (5 spaces spare)
Total	23	14	61% 40% (9 spaces spare)
Date of Survey: Wednesday 23 rd February 2022 - Time: 04:45			
North End	6	4	67% (2 spaces spare)
West End	5	2	40% (3 spaces spare)
South End	12	6	50% (6 spaces spare)
Total	23	12	52% (11 spaces spare)

- 4.4.8 **Table 4.1** demonstrates that on 22nd February there was a minimum spare capacity for 9 cars to park along Robin Lane. On 23rd February, there was additional capacity for 11 cars to park.
- 4.4.9 In accordance with Appendix 2 of Bury Council's Supplementary Planning Document (SPD) 11, "*Parking Standards in Bury*", the standard space requirement for a car parking space is 2.4m x 4.8m, and 6.0m x 2.4m for in line / tandem parking.
- 4.4.10 In accordance with the above, **Drawing Number 3186-01-ATR01** in **Appendix 4** demonstrates the ability of 23 car parking spaces to be accommodated along Robin Lane. It also shows the swept path analysis of a large car being able to access all of the car parking spaces, alongside the ability of a large car to access, manoeuvre, and egress Robin Lane in a forward gear, without the need to encroach onto nearby bays.
- 4.4.11 It is therefore considered that there is considerable spare parking capacity along Robin Lane which would be more than sufficient to accommodate the additional parking demand that is forecast to be associated with the proposed development (see below), alongside any occasional spikes in activity associated with, for example, visitor parking.
- 4.5 Local Car Ownership Levels – 2011 Census Data**
- 4.5.1 The 2011 census data has been interrogated in order to determine the existing car ownership levels around the site.
- 4.5.2 Data for the middle super output area 'Bury 020' (within which the site lies) has been obtained. This will therefore give an indication of how many cars might be owned by occupants of the proposed 2 additional HMO bedrooms.
- 4.5.3 **Table 4.2** below shows the area covered by this output area and the Census data on car availability.

Table 4.2 – 2011 Census Data – Local Car Ownership Levels

Car / Van Availability	Bury 020
All Households	2,637
No Cars or Vans in Household	825
1 Car or Van in Household	1,212
2 Cars or Vans in Household	507
3 Cars or Vans in Household	73
4 or More Cars or Vans in Household	20
All Cars or Vans in Area	2,525
Percentage Car Ownership	96%



4.5.4 The data demonstrates that car ownership is at 96% within the local area which, when applied to the proposed 2 additional bedrooms, would equate to an additional parking demand for 2 cars.

4.5.5 It should however be noted that the above assessment is based on households, and therefore includes a number of semi-detached and terrace houses within the local Census output area. Compared to the proposed HMO, the existing housing stock will generally have higher levels of car ownership, thereby making this analysis highly robust.

4.5.6 The robustness of the above assessment can be further demonstrated by the fact that only 3 of the 6 HMO tenants at the existing site have cars, thereby representing a car ownership of just 50%. When set against the proposed development for 2 additional HMO bedrooms, this would equate to an additional parking demand of just one car.

4.6 Comparison with Other TRICS Sites

4.6.1 To add to the above, the TRICS Database has been utilised to provide a review of car ownership levels at similar developments to the proposed development (i.e. affordable apartments schemes situated in Edge of Town Centre and Suburban locations).

4.6.2 The TRICS sites from the search results (**Appendix 5**) have been tabulated and analysed in **Table 4.3** to determine what the typical occupancy rates and parking space provision are at these comparator sites.

Table 4.3 – Car Parking Provision and Demand at Comparator Sites

Site Ref.	Dwellings (units)	Parking Provision	Ratio of Spaces to Units	Car Parking Occupancy			% Ratio of Max Observed Occupancy to Unit Numbers
				Initial	Final	Maximum	
ES-03-D-06	15	5	33%	0*	1*	2*	13%
LN-03-D-02	22	20	91%	7	6	7	32%
WY-03-D-04	15	22	147%	2	1	3	20%
Average							22%

**Increased by 1 to account for overnight parking during the survey.*

4.6.3 As shown above, the level of parking recorded at comparable sites indicates that the number of parking spaces utilised by residents of affordable apartment schemes in locations similar to the proposed site is 0.22 per unit.

4.6.4 On the basis of the above, and assuming that the development is likely to have a level of car ownership similar to comparable sites, it is estimated that the proposed development could be expected to generate an additional car parking demand of one space (i.e. 2 x 0.22 rounded up).

4.7 Car Parking Summary

4.7.1 Based on the evidence presented above, it can clearly be demonstrated that, in the worst-case scenario, the proposed development could generate a maximum additional parking demand of up to 2 spaces when having regard to the 2011 Census data on car ownership.

4.7.2 However, based on a review of the existing car ownership of the 6 existing HMO residents, and a review of parking demand at other developments of a similar scale and nature within the TRICS database, the additional car parking demand is likely to be in the region of 1 space or less.

- 4.7.3 When the above figures are set against the context of the observed spare parking capacity along Robin Lane (i.e. a minimum spare capacity of 9 spaces), it is clear that there is significant spare capacity to accommodate the additional car parking demand that is forecast to be generated by the proposed development, alongside occasional spikes in activity that might occur (i.e. visitor demand).
- 4.7.4 It has also been demonstrated that this additional demand can be safely and satisfactorily accommodated along Robin Lane whilst still allowing cars to be able to access, manoeuvre and egress Robin Lane in a forward gear.

5.0 TRAFFIC GENERATION FORECASTS

5.1 Introduction

5.1.1 This Chapter of the HTN forecasts the traffic-generating potential of the proposed 8-bed HMO, as compared to the existing 6-bed HMO, in order to provide the anticipated net traffic changes that will arise from the proposed development.

5.2 Traffic Generation Forecasts

5.2.1 To estimate the traffic-generating potential of the proposed development, average trip rates from the industry-standard TRICS Database (V7.9.1) have been obtained.

5.2.2 The following search criteria has been applied within the TRICS database to obtain trip rates for the existing / proposed use of the site:

- 'Residential – Affordable / Local Authority Flats';
- Sites in Greater London and Ireland have been excluded;
- Weekday surveys only;
- Only sites in 'Edge of Town Centre' and Suburban locations have been selected; and
- Selection by total bedrooms.

5.2.3 The full TRICS outputs are contained in **Appendix 5**.

5.2.4 **Table 5.1** shows the weekday peak hour vehicle trips rates. It also shows the resultant traffic forecasts when these trip rates are applied to the existing (6-bed HMO) and proposed (8-bed HMO) uses of the site, and the associated net changes.

Table 5.1 – Two-way Vehicle Trip Rates and Traffic Generation Forecasts

	Weekday PM Peak Hour (17:00-18:00)	Weekday PM Peak Hour (17:00-18:00)	Daily
Average Trip Rates (per 1 bedroom)	0.164	0.135	1.348
Existing Trip Generation (6-bed HMO)	1	1	8
Proposed Trip Generation (8-bed HMO)	1	1	11
Net Difference between Existing and Proposed Trip Generation	0	0	+3

- 5.2.5 As can be seen in **Table 5.1**, the proposed development is not forecast to generate a material uplift in traffic during the weekday AM and PM peak hours. When assessed on a daily basis, the proposed development is expected to generate an additional 3 two-way trips.
- 5.2.6 The proposed development is therefore considered to be acceptable from a trip generation and traffic impact perspective.
- 5.2.7 Even when the redevelopment is considered in isolation (i.e. not by comparison to the current site use), the gross trip-generating potential is still insignificant and would not give rise to any unacceptable impact on the local highway network.

6.0 SUMMARY AND CONCLUSIONS

6.1 Summary

- 6.1.1 AXIS have been appointed by Harrington House Estates Limited to provide highways and transport advice to accompany a planning application which comprises the change of use of No. 79 Bury New Road, Whitefield, from an existing 6-bed HMO to an 8-bed HMO.
- 6.1.2 A planning application for the proposed development was submitted to Bury Council in September 2019 (ref. 64719), however the application was refused in November 2019 and subsequently dismissed at appeal in March 2020. The appeal was dismissed due to the perceived lack of parking and turning space along Robin Lane, and the associated impacts on highway safety.
- 6.1.3 The application site currently comprises an end of bed terrace property which accommodates an 8-bedroom HMO however, at present, only 6 of the 8 bedrooms can lawfully be occupied under current legislation.
- 6.1.4 PIA data has been analysed using Crashmap which indicates that there is no evidence of an existing highway safety issue within the general vicinity of the site.
- 6.1.5 The site benefits from a high level of accessibility by the main non-car modes of transport, being within walking distance of a number of amenities, within cycling distance of various settlements via high quality routes and having good access to bus and tram services.
- 6.1.6 In accordance with the parking arrangements associated with the existing site, it is proposed that car parking associated with the two additional HMO bedrooms will be accommodated along Robin Lane, which can be accessed via Bury New Road.
- 6.1.7 A review of 2011 Census data on local car ownership levels, and the level of car occupancy at the existing site and of other similar sites contained within the TRICS Database indicates that the proposed development is anticipated to generate an additional car parking demand of 2 spaces in the worst case scenario.

- 6.1.8 Based on the results of a parking beat survey that was undertaken along Robin Lane, it has been demonstrated that there is a minimum spare capacity for 9 cars to park along Robin Lane which is more than sufficient to accommodate the anticipated additional parking demand of the proposed development, in addition to occasional spokes in activity that might occur.
- 6.1.9 Furthermore, it has also been demonstrated that this level of parking can be accommodated along Robin Lane whilst also allowing a large car to safely and satisfactorily access, manoeuvre and egress Robin Lane in a forward gear.
- 6.1.10 The proposed development is forecast to result in an additional 3 two-way trips per day, on average, with no additional trips forecast to take place during the weekday AM and PM peak hours.

6.2 Conclusion

- 6.2.1 Paragraph 111 of the National Planning Policy Framework states 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”.

- 6.2.2 Based on the evidence presented in this TN, no unacceptable impact would be created by the development and the application is therefore commended for approval.

APPENDIX 1 – APPEAL DECISION



Appeal Decision

Site visit made on 24 February 2020

by R E Walker BA Hons DipTP MRTPI

an Inspector appointed by the Secretary of State

Decision date: 10 March 2020

Appeal Ref: APP/T4210/W/19/3242673

79 Bury New Road, Whitefield, Manchester M45 7EG

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Harrington House Estates Ltd against the decision of Bury Metropolitan Borough Council.
 - The application Ref 64719, dated 25 September 2019, was refused by notice dated 15 November 2019.
 - The development proposed is the change of use from existing 6 bed HMO (Class C4) to 8 bed (8 person) house in multiple occupation (HMO) (Sui Generis).
-

Decision

1. The appeal is dismissed.

Procedural Matter

2. In Part E of the appeal form it is stated that the description of the development has not changed. However, the wording from the Council's decision notice has been entered rather than that from the application form. Neither of the main parties has provided written confirmation that a revised description of development has been agreed. Accordingly, I have used the one given on the Council's decision notice for completeness which better describes the proposal.

Main Issue

3. The main issue is the effect of the proposal on highway safety in Bury New Road with particular reference to vehicular parking.

Reasons

4. The appeal building is a large end terrace property which has been converted to a 6-bedroom HMO. The terrace group comprises of 8 properties positioned on Bury New Road, which appeared to be a busy road. I'm told that the other end terrace is also in use as a HMO.
5. There is no parking to the front on Bury New Road. However, the properties have an access lane, known as Robin Lane (the lane), which runs around the sides and rear of the terrace group. This is of varying widths but widens to the side of the appeal property. The lane also provides pedestrian access to the rear to, amongst other things, housing and a nursery.
6. Although Bury New Road is relatively straight, the combination of the terrace buildings and their small front yard restricts visibility looking southwards. The road has 3 lanes at this point, includes traffic lights and an approach to the

junction with Higher Lane. Exiting from the lane in a forward gear appeared safe. However, any drivers reversing out of the lane would have poor visibility southwards and limited warning of approaching vehicles. Such manoeuvres would, in my view, lead to unacceptable highway safety risks.

7. I have not been provided with a parking or turning layout for the lane. However, an aerial image provided shows a snapshot of how the lane has been used historically and the appellant suggests 12 cars can be parked in the wider area of the lane adjacent to the appeal site. From my observations it did appear possible to park, turn and manoeuvre within the wider areas, which would allow vehicles to exit safely from the lane in a forward gear.
8. At the time of my morning site visit I observed parking to the side of the appeal property, to the rear along the lane and to the side of the other end terrace. Nonetheless, there were still spaces available. However, third-party representations have raised concerns regarding the level of parking, particularly in the evenings and photographic evidence has been provided. I recognise that evenings are when the parking demand is likely to be at its greatest from all the occupiers within the terrace group including the existing HMO's. Although photographs are a snapshot in time, I have not been provided with any substantive evidence to quantify the existing parking demand and capacity in the lane.
9. The Council have advised that they do not have any specific parking standards for HMO's. At present the property is occupied by 6 individuals and the appellant advises that 3 of the tenants have cars and in the area car ownership for HMO tenants is expected to be around 33%. It is therefore put to me that the proposal for 2 additional individuals would likely result in an additional car at the appeal site.
10. Whilst, at times, some residents of the HMO might not require access to a private car, I do not have any mechanism before me by which this could be secured. In consequence, there is potential that, at times, all residents within the building might have access to a private car. Should this scenario occur, it would seem unlikely, based on my observations and the evidence before me, that all vehicles could be parked along the lane in combination with cars associated with the other properties.
11. I recognise that the proposal seeks an increase of 2 occupants within the HMO. However, should a number, or all, of the residents have a car, or the visitor levels by car increase, the limited amount of appropriate car parking spaces would encourage parking practices in inopportune locations. This is because, for convenience, residents and visitors might wish to park their car nearby.
12. As a result, there is the potential for inappropriate parking that would impede the turning and manoeuvring of vehicles in the lane and could result in vehicles reversing out into the highway due to a lack of available space. Any increase in occupancy levels has the potential to incrementally breach the capacity for parking and turning within the lane. In the absence of substantive evidence to the contrary, this would not be conducive to securing good levels of highway safety.
13. I acknowledge that the appeal property is large and could potentially also be occupied by a large family. However, as a family dwelling, there is a likelihood that not all residents would be of an age where they might be able to drive.

This would reduce the number of likely vehicles associated with the property. In addition, the current layout of the building features bedrooms on the ground floor. A family might utilise a greater proportion of the ground floor for communal space, in contrast with the current use. As such, in my view, the proposed 8-bedroom HMO has the potential to generate a greater demand for car parking than both a family dwelling and the existing 6-bedroom HMO.

14. I recognise that the location of the site and its proximity to shops, facilities and public transport links, means there is potential for occupiers to not need their own cars. I also recognise that some residents may cycle. However, the site equally has good road links for potential occupiers that own a car.
15. I note that the Council's planning officer recommended the application favourably and there were no objections from the Council's traffic section. However, I am required to determine the appeal on its own merits having regard to all evidence before me.
16. In conclusion, the lane appears to have a limited amount of parking and turning space. Based on the evidence before me, an increase in parking demand from occupiers and visitors could lead to circumstances where vehicles reverse onto Bury New Road to the detriment of highway safety in the road.
17. As such, the proposal would be contrary to the requirements of policy HT2/4 and H2/4 of the Bury Unitary Development Plan (adopted 1997) and the Conversion of Buildings to Houses in Multiple Occupation Supplementary Planning Document (adopted 2007). These require, amongst other things, that applications make adequate provision for their car parking and servicing requirements. The proposal would also be contrary to paragraph 109 of the National Planning Policy Framework (the Framework) which seeks to ensure that development does not have an unacceptable impact on road safety.

Other Matters

18. I recognise that the appellant is seeking to make an effective use of an existing property, an objective which is encouraged by the Framework. The site is sustainably located with good access to services and facilities. The proposal would increase the diversity of housing supply, meeting a need. Moreover, I recognise that the appellant has invested in renovating the property, improving its appearance in the street scene. These are all positive factors in favour of the scheme. However, they do not outweigh the harm that I have identified.
19. I have also had regard to third party representations made including, amongst other things, noise, ownership issues and damage to the lane's surface. However, as I am dismissing the appeal on other grounds, I have not pursued these matters further.

Conclusion

20. I have taken account of all the other matters raised including the benefits of the proposal. However, none changes the balance of these findings and the harm I have identified. I therefore conclude that the appeal should be dismissed.

Robert Walker

INSPECTOR

APPENDIX 2 – DRAWING NO. 3186-01-D01



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Revision History		Date

KEY

APPLICATION SITE BOUNDARY

Chester Office: Well House Barns Bretton CH4 9DH		South Manchester Office: Canella House 76 Water Lane Wilmslow SK9 5BB	axis
0844 8700 007 - www.axisped.co.uk			
client: HARRINGTON HOUSE ESTATES LIMITED			
project: NO. 79 BURY NEW ROAD, WHITEFIELD			
drawing title: JUNCTION VISIBILITY SPLAYS ALONG THE A56 BURY NEW ROAD			
date: APRIL 2022	drawn by:	checked:	
drawing number: 3186-01-D01		AB	LK
scale(s): 1:500@A3		status: PRELIMINARY	
		rev:	
planning environment design			

APPENDIX 3 – PARKING BEAT SURVEY RESULTS

WHITEFIELD, MANCHESTER - 'LAMBETH' PARKING SURVEY

TUESDAY 22 FEBRUARY 2022

Robin Lane

Area	North End					
Side	North	% Cap.	South	% Cap.	Total	% Cap.
01:45	2	67	3	100	5	83

Cap.	3	-	3	-	6	-
------	---	---	---	---	---	---

Area	West End					
Side	West	% Cap.	East	% Cap.	Total	% Cap.
01:45	0	0	2	40	2	40

Cap.	0	-	5	-	5	-
------	---	---	---	---	---	---

Area	South End					
Side	North	% Cap.	South	% Cap.	Total	% Cap.
01:45	6	100	1	17	7	58

Cap.	6	-	6	-	12	-
------	---	---	---	---	----	---

Area	Total					
Side	-	% Cap.	-	% Cap.	Total	% Cap.
01:45	8	89	6	43	14	61

Cap.	9	-	14	-	23	-
------	---	---	----	---	----	---

WEDNESDAY 23 FEBRUARY 2022

Robin Lane

Area	North End					
Side	North	% Cap.	South	% Cap.	Total	% Cap.
04:45	2	67	2	67	4	67

Cap.	3	-	3	-	6	-
------	---	---	---	---	---	---

Area	West End					
Side	West	% Cap.	East	% Cap.	Total	% Cap.
04:45	0	0	2	40	2	40

Cap.	0	-	5	-	5	-
------	---	---	---	---	---	---

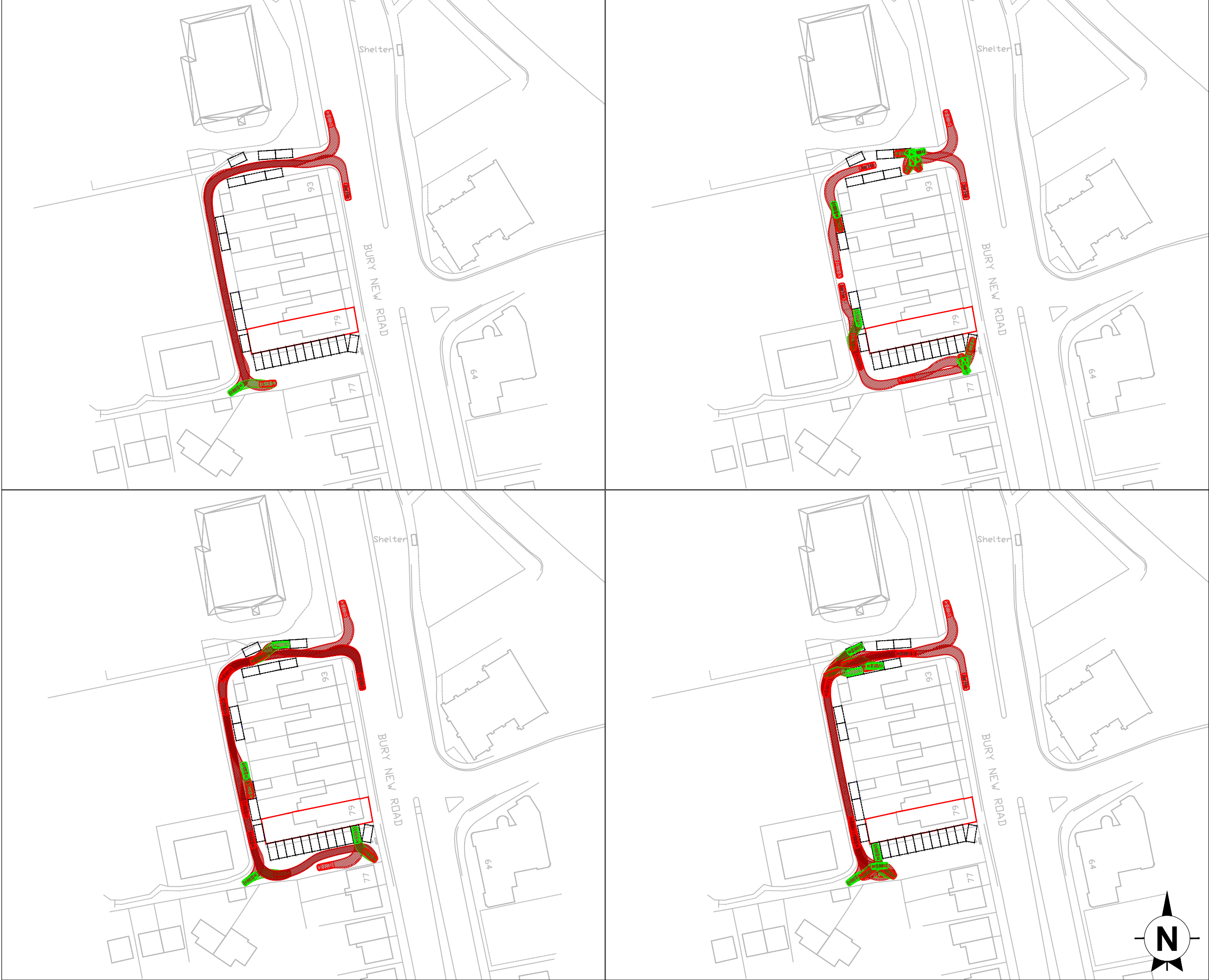
Area	South End					
Side	North	% Cap.	South	% Cap.	Total	% Cap.
04:45	5	83	1	17	6	50

Cap.	6	-	6	-	12	-
------	---	---	---	---	----	---

Area	Total					
Side	-	% Cap.	-	% Cap.	Total	% Cap.
04:45	7	78	5	36	12	52

Cap.	9	-	14	-	23	-
------	---	---	----	---	----	---

APPENDIX 4 – DRAWING NO. 3186-01-ATR01



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• Revision History	• Date

KEY

APPLICATION SITE BOUNDARY

VEHICLE USED IN TRACKING

4.572m
1.769m
1.488m
0.249m
1.713m
4.00s
5.100m

Skoda Octavia
Overall Length
Overall Width
Overall Body Height
Min. Body Ground Clearance
Max. Track Width
Lock to lock time
Kerb to Kerb Turning Radius

Chester Office: Well House Barns Bretton Chester CH4 8DH	South Manchester Office: Canella House 76 Water Lane Wilmslow SK9 5BB	axis
0844 8700 007 - www.axisped.co.uk		
client: HARRINGTON HOUSE ESTATES LIMITED		
project: NO. 79 BURY NEW ROAD, WHITEFIELD		
drawing title: SWEEP PATH ANALYSIS - ACCESS, PARKING AND TURNING ARRANGEMENTS ALONG ROBIN LANE		
date: APRIL 2022	drawn by: AB	checked: LK
drawing number: 3186-01-ATRO1	status: PRELIMINARY	
scale(s): 1:1000@A3	rev: --	
planning environment design		

APPENDIX 5 – TRICS OUTPUTS

Axis 76 Water Lane Wilmslow

Licence No: 339901

Calculation Reference: AUDIT-339901-220420-0405

TRIP RATE CALCULATION SELECTION PARAMETERS:

Land Use : 03 - RESIDENTIAL
 Category : D - AFFORDABLE/LOCAL AUTHORITY FLATS

TOTAL VEHICLESSelected regions and areas:

02 SOUTH EAST	
ES EAST SUSSEX	1 days
05 EAST MIDLANDS	
LN LINCOLNSHIRE	1 days
07 YORKSHIRE & NORTH LINCOLNSHIRE	
WY WEST YORKSHIRE	1 days

This section displays the number of survey days per TRICS® sub-region in the selected set

Primary Filtering selection:

This data displays the chosen trip rate parameter and its selected range. Only sites that fall within the parameter range are included in the trip rate calculation.

Parameter: Total Bedrooms
 Actual Range: 15 to 30 (units:)
 Range Selected by User: 12 to 40 (units:)

Parking Spaces Range: All Surveys Included

Parking Spaces per Dwelling Range: All Surveys Included

Bedrooms per Dwelling Range: All Surveys Included

Percentage of dwellings privately owned: All Surveys Included

Public Transport Provision:

Selection by: Include all surveys

Date Range: 01/01/12 to 19/10/15

This data displays the range of survey dates selected. Only surveys that were conducted within this date range are included in the trip rate calculation.

Selected survey days:

Monday	1 days
Wednesday	1 days
Thursday	1 days

This data displays the number of selected surveys by day of the week.

Selected survey types:

Manual count	3 days
Directional ATC Count	0 days

This data displays the number of manual classified surveys and the number of unclassified ATC surveys, the total adding up to the overall number of surveys in the selected set. Manual surveys are undertaken using staff, whilst ATC surveys are undertaken using machines.

Selected Locations:

Edge of Town Centre	1
Suburban Area (PPS6 Out of Centre)	2

This data displays the number of surveys per main location category within the selected set. The main location categories consist of Free Standing, Edge of Town, Suburban Area, Neighbourhood Centre, Edge of Town Centre, Town Centre and Not Known.

Selected Location Sub Categories:

Residential Zone	3
------------------	---

This data displays the number of surveys per location sub-category within the selected set. The location sub-categories consist of Commercial Zone, Industrial Zone, Development Zone, Residential Zone, Retail Zone, Built-Up Zone, Village, Out of Town, High Street and No Sub Category.

Axis 76 Water Lane Wilmslow

Licence No: 339901

Secondary Filtering selection:Use Class:

C3 3 days

This data displays the number of surveys per Use Class classification within the selected set. The Use Classes Order 2005 has been used for this purpose, which can be found within the Library module of TRICS®.

Population within 500m Range:

All Surveys Included

Population within 1 mile:

15,001 to 20,000 1 days

20,001 to 25,000 1 days

50,001 to 100,000 1 days

This data displays the number of selected surveys within stated 1-mile radii of population.

Population within 5 miles:

125,001 to 250,000 1 days

250,001 to 500,000 1 days

500,001 or More 1 days

This data displays the number of selected surveys within stated 5-mile radii of population.

Car ownership within 5 miles:

0.6 to 1.0 3 days

This data displays the number of selected surveys within stated ranges of average cars owned per residential dwelling, within a radius of 5-miles of selected survey sites.

Travel Plan:

No 3 days

This data displays the number of surveys within the selected set that were undertaken at sites with Travel Plans in place, and the number of surveys that were undertaken at sites without Travel Plans.

PTAL Rating:

No PTAL Present 3 days

This data displays the number of selected surveys with PTAL Ratings.

Axis 76 Water Lane Wilmslow

Licence No: 339901

LIST OF SITES relevant to selection parameters

1	ES-03-D-06	FLATS & HOUSES	EAST SUSSEX
	WELLINGTON ROAD		
	BRIGHTON		
	Suburban Area (PPS6 Out of Centre)		
	Residential Zone		
	Total Total Bedrooms:	30	
	Survey date: THURSDAY	16/10/14	Survey Type: MANUAL
2	LN-03-D-02	FLATS	LINCOLNSHIRE
	ADDISON DRIVE		
	LINCOLN		
	Suburban Area (PPS6 Out of Centre)		
	Residential Zone		
	Total Total Bedrooms:	22	
	Survey date: WEDNESDAY	01/07/15	Survey Type: MANUAL
3	WY-03-D-04	BLOCK OF FLATS	WEST YORKSHIRE
	BELLE VUE ROAD		
	LEEDS		
	Edge of Town Centre		
	Residential Zone		
	Total Total Bedrooms:	15	
	Survey date: MONDAY	19/10/15	Survey Type: MANUAL

This section provides a list of all survey sites and days in the selected set. For each individual survey site, it displays a unique site reference code and site address, the selected trip rate calculation parameter and its value, the day of the week and date of each survey, and whether the survey was a manual classified count or an ATC count.

Axis 76 Water Lane Wilmslow

Licence No: 339901

TRIP RATE for Land Use 03 - RESIDENTIAL/D - AFFORDABLE/LOCAL AUTHORITY FLATS

TOTAL VEHICLES**Calculation factor: 1 TOTBED****BOLD print indicates peak (busiest) period**

Time Range	ARRIVALS			DEPARTURES			TOTALS		
	No. Days	Ave. TOTBED	Trip Rate	No. Days	Ave. TOTBED	Trip Rate	No. Days	Ave. TOTBED	Trip Rate
00:00 - 01:00									
01:00 - 02:00									
02:00 - 03:00									
03:00 - 04:00									
04:00 - 05:00									
05:00 - 06:00									
06:00 - 07:00									
07:00 - 08:00	3	22	0.030	3	22	0.045	3	22	0.075
08:00 - 09:00	3	22	0.060	3	22	0.104	3	22	0.164
09:00 - 10:00	3	22	0.015	3	22	0.060	3	22	0.075
10:00 - 11:00	3	22	0.060	3	22	0.075	3	22	0.135
11:00 - 12:00	3	22	0.045	3	22	0.015	3	22	0.060
12:00 - 13:00	3	22	0.060	3	22	0.030	3	22	0.090
13:00 - 14:00	3	22	0.060	3	22	0.075	3	22	0.135
14:00 - 15:00	3	22	0.060	3	22	0.060	3	22	0.120
15:00 - 16:00	3	22	0.045	3	22	0.075	3	22	0.120
16:00 - 17:00	3	22	0.104	3	22	0.075	3	22	0.179
17:00 - 18:00	3	22	0.090	3	22	0.045	3	22	0.135
18:00 - 19:00	3	22	0.030	3	22	0.030	3	22	0.060
19:00 - 20:00									
20:00 - 21:00									
21:00 - 22:00									
22:00 - 23:00									
23:00 - 24:00									
Total Rates:			0.659			0.689			1.348

This section displays the trip rate results based on the selected set of surveys and the selected count type (shown just above the table). It is split by three main columns, representing arrivals trips, departures trips, and total trips (arrivals plus departures). Within each of these main columns are three sub-columns. These display the number of survey days where count data is included (per time period), the average value of the selected trip rate calculation parameter (per time period), and the trip rate result (per time period). Total trip rates (the sum of the column) are also displayed at the foot of the table.

To obtain a trip rate, the average (mean) trip rate parameter value (TRP) is first calculated for all selected survey days that have count data available for the stated time period. The average (mean) number of arrivals, departures or totals (whichever applies) is also calculated (COUNT) for all selected survey days that have count data available for the stated time period. Then, the average count is divided by the average trip rate parameter value, and multiplied by the stated calculation factor (shown just above the table and abbreviated here as FACT). So, the method is: $COUNT/TRP*FACT$. Trip rates are then rounded to 3 decimal places.

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Parameter summary

Trip rate parameter range selected:	15 - 30 (units:)
Survey date range:	01/01/12 - 19/10/15
Number of weekdays (Monday-Friday):	3
Number of Saturdays:	0
Number of Sundays:	0
Surveys automatically removed from selection:	0
Surveys manually removed from selection:	0

This section displays a quick summary of some of the data filtering selections made by the TRICS® user. The trip rate calculation parameter range of all selected surveys is displayed first, followed by the range of minimum and maximum survey dates selected by the user. Then, the total number of selected weekdays and weekend days in the selected set of surveys are shown. Finally, the number of survey days that have been manually removed from the selected set outside of the standard filtering procedure are displayed.

Axis 76 Water Lane Wilmslow

Licence No: 339901

TRIP RATE for Land Use 03 - RESIDENTIAL/D - AFFORDABLE/LOCAL AUTHORITY FLATS

OGVS**Calculation factor: 1 TOTBED****BOLD print indicates peak (busiest) period**

Time Range	ARRIVALS			DEPARTURES			TOTALS		
	No. Days	Ave. TOTBED	Trip Rate	No. Days	Ave. TOTBED	Trip Rate	No. Days	Ave. TOTBED	Trip Rate
00:00 - 01:00									
01:00 - 02:00									
02:00 - 03:00									
03:00 - 04:00									
04:00 - 05:00									
05:00 - 06:00									
06:00 - 07:00									
07:00 - 08:00	3	22	0.000	3	22	0.000	3	22	0.000
08:00 - 09:00	3	22	0.015	3	22	0.000	3	22	0.015
09:00 - 10:00	3	22	0.000	3	22	0.015	3	22	0.015
10:00 - 11:00	3	22	0.000	3	22	0.000	3	22	0.000
11:00 - 12:00	3	22	0.000	3	22	0.000	3	22	0.000
12:00 - 13:00	3	22	0.000	3	22	0.000	3	22	0.000
13:00 - 14:00	3	22	0.000	3	22	0.000	3	22	0.000
14:00 - 15:00	3	22	0.000	3	22	0.000	3	22	0.000
15:00 - 16:00	3	22	0.000	3	22	0.000	3	22	0.000
16:00 - 17:00	3	22	0.000	3	22	0.000	3	22	0.000
17:00 - 18:00	3	22	0.000	3	22	0.000	3	22	0.000
18:00 - 19:00	3	22	0.000	3	22	0.000	3	22	0.000
19:00 - 20:00									
20:00 - 21:00									
21:00 - 22:00									
22:00 - 23:00									
23:00 - 24:00									
Total Rates:			0.015			0.015			0.030

This section displays the trip rate results based on the selected set of surveys and the selected count type (shown just above the table). It is split by three main columns, representing arrivals trips, departures trips, and total trips (arrivals plus departures). Within each of these main columns are three sub-columns. These display the number of survey days where count data is included (per time period), the average value of the selected trip rate calculation parameter (per time period), and the trip rate result (per time period). Total trip rates (the sum of the column) are also displayed at the foot of the table.

To obtain a trip rate, the average (mean) trip rate parameter value (TRP) is first calculated for all selected survey days that have count data available for the stated time period. The average (mean) number of arrivals, departures or totals (whichever applies) is also calculated (COUNT) for all selected survey days that have count data available for the stated time period. Then, the average count is divided by the average trip rate parameter value, and multiplied by the stated calculation factor (shown just above the table and abbreviated here as FACT). So, the method is: $COUNT/TRP*FACT$. Trip rates are then rounded to 3 decimal places.