

Planning Statement

52 Manchester Road, Bury. BL9



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1 . Introduction

1.1

This Planning Statement has been prepared by MG Design + Associates on behalf of the applicant, Mr Clifford. The statement has been provided in support of a full planning application for a residential development at 52 Manchester Road, Bury, BL9.

The application description of development is 'Change of use from dwelling (Class C3) to 8 bedroom (single occupancy) house in multiple occupation (HMO) (Sui Generis), loft conversion with rear dormer, front roof light and associated works'.

1.2 The structure of this statement is as follows:

- A description of the application site and surrounding area;
- A review of relevant planning history;
- A description of the proposed scheme;
- A review of national and local planning policies of relevance to the scheme;
- An appraisal of the scheme against relevant planning policies and an assessment of
the scheme in relation to its immediate and surrounding context; and,
- A conclusion.

1.3 In addition to this statement, the application is also supported by the completed Application

Forms and Ownership Certificates, and a suite of drawings prepared by MG Design + Associates.

2. The Application Site and Surrounding Area

The Application Site

2.1

The Application Site is located at 52 Manchester Road, Bury, BL9, and is within a row of terraced houses, within a residential development.

2.2

The application site is occupied by a 2 storey mid-terrace property and an associated rear yard and small front garden. The property is constructed of red brick with a pitched slate roof and a two-storey rear outrigger. Windows are white upvc framed. To the front is a small landscaped garden which is bounded by a low red brick wall. The rear yard is bounded by a 1.8m high red brick masonry wall, with timber access gate to access the rear alley way.

2.3

The application site is located within flood zone 1 (lowest level of risk) and is approximately 164 square metres in size.

2.4

The principal access to the property is via the front entrance from Manchester Road, and there is a secondary access from the rear.

2.5

The application site is allocated as Town Centre policy area 'Manchester Road' under policy BY4 of the Unitary Development Plan (UDP). The site is not located within a conservation area, and does not contain any statutorily or locally listed buildings.

The Surrounding Area

2.6

The Surrounding area is a residential development, and across the road is Whitehead Garden with Bury Tower clock. Holy Cross College is close by, just down the road. There are also two large public car parks, administrative, civic, hotel, and educational uses in the surrounding area.

The site is also in proximity to open spaces including Manchester Road Park and Whitehead Garden.

2.7

The site is located in a designated part of Bury Town Centre. It therefore has a highly accessible and sustainable location with convenient access on foot to a full range of shops, services, amenities and employment opportunities available in the Town Centre and nearby. The site is located on the A56 which is a busy bus route with frequent bus services to a range of destinations including to Manchester City Centre, Bolton, Royal Bolton Hospital, Salford, Farnworth, amongst others. The site is also approximately 500m from Bury interchange, the transport hub of Bury that accommodates a wider range of bus routes and the tram. The tram runs every 6 minutes at peak times between Bury and Manchester City Centre, with the other line routing to Altrincham.

3. Planning History and Pre-Application Discussions

Planning History

3.1

There is no planning History for this property.

Surrounding Area

3.2

A review of the planning history in the nearby surrounding area has been conducted, and on Manchester Road, there are several properties with loft conversions, including front velux rooflights. There is 7 bed HMO at no. 46 on the same block.

Notably opposite the road on Knowsley street, there are HMO conversions, which shows that Bury Council have considered the principle of converting properties in the surrounding area to an HMO to be acceptable.

4. The Proposed Scheme

The Proposed Scheme

4.1

The application proposal is for Change of use from dwelling (Class C3) to 8 bedroom (single occupancy) house in multiple occupation (HMO) (Sui Generis), loft conversion with rear dormer, front roof light and associated works'

4.2

Internally, 2 bedrooms, with e/s bathrooms, and a large kitchen/dining/living area will be provided on the Ground floor, with rear access via the Kitchen to the rear yard. Then 4 bedrooms all ensuite, on the First floor, then the new converted attic, with rear dormer, and front facing velux rooflight, will house 2 more bedrooms. All bedrooms will exceed the min requirements set out in Bury HMO standards document of 10sqm, with min 19.5sqm Kitchen/Dining required.

4.3

The rear yard will provide an external amenity area for residents, with benched seating, potted plants. Along with bin storage and 2no 4 cycle storage units provided.

5. Planning Policy Context

5.1

Planning policy guidance of relevance to the proposed scheme, and which provides the context for its assessment, is set out within the following:

- The National Planning Policy Framework (NPPF); and,
- The Development Plan for Bury.

National Planning Policy Framework

4.4

The National Planning Policy Framework (NPPF) was revised in September 2023, and sets out the government's planning policies and how these are expected to be applied. It replaces the Framework published in July 2018, however a presumption in favour of sustainable development continues to be at the heart of the NPPF which ensures that development is pursued in a positive way.

4.5

Development proposals that accord with an up-to-date Development Plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development; or
- Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4.6

Paragraph 8 confirms that there are three dimensions to sustainable development; economic, social and environmental. To achieve sustainable development, economic, social and environmental gains should be pursued in mutually supportive ways through the planning system.

Delivering Sustainable Development

The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area. These sustainable objectives should be delivered through the preparation and implementation of plans and the application of the policies in the framework. The NPPF is split into 17 chapters, the chapters of relevance to this development are discussed below. Delivering a sufficient supply of homes (Chapter 5) – paragraph 60 explains that in order to support the government's commitment to significantly boosting the supply of homes, it is important that a sufficient amount and variety of land comes forward for development 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. Paragraph 69 highlights that small to medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. Paragraph c) emphasises the importance of windfall sites and states local authorities should support their development through giving great weight to the benefits of using suitable sites within existing settlements for homes. Building a strong and competitive economy (Chapter 6) - emphasises that the government is committed to ensuring that the planning system should help to support economic growth. It recognises that a poor environment and a lack of housing can act as a potential barrier to investment. Promoting healthy communities (Chapter 8) - the planning system should aim to achieve healthy, inclusive and safe communities. Planning decisions should aim to achieve places which promote, amongst other things, safe and accessible developments, where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.

Promoting sustainable transport (Chapter 9) - to protect and exploit opportunities for the use of sustainable transport modes, development should be located and designed to give priority to pedestrian and cycle movements and have access to high quality public transport facilities.

Paragraph 111 advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highways safety, or the residual cumulative impacts on the road network would be severe.

Making effective use of land (Chapter 11) – the NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or 'brownfield' land. Paragraph 120 (c) explains that the planning system should specifically give substantial weight to the value of using suitable brownfield land within settlements for new homes and other identified needs. Further, sub-section (d) of this paragraph explains that planning should also 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.

The chapter goes on to discuss how appropriate densities can be achieved. Paragraph 124 sets out that the planning system should support development that makes efficient use of land, taking into account the following:

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b) local market conditions and viability;
- c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- d) the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change; and
- e) the importance of securing well-designed, attractive and healthy places.

Achieving well-designed places (Chapter 12) - this chapter sets out at paragraph 130 that planning policies and decisions should aim to ensure that developments:

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
- Are visually attractive as a result of good architecture and appropriate landscaping.
- Are sympathetic to local character and history including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation.
- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
- Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks.
- Create places that are safe, inclusive and accessible and which promote health and well-being.

Meeting the challenge of climate change, flooding and coastal change (Chapter 14) -

this chapter emphasises the importance of securing reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change; and, in terms of flooding, development should be made safe without increasing flood risk elsewhere.

Conserving and enhancing the natural environment (Chapter 15) -

The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, recognising the wider benefits of ecosystem services and minimising impacts of biodiversity and providing net gains in biodiversity where possible. It should also prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability.

Decision making – guidance in paragraph 38 states that local planning authorities should approach decisions in a positive and creative way, making use of the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants. Decision - makers at all levels should seek to approve applications for sustainable development where possible.

The Development Plan For Bury

5.2

The Development Plan for Bury comprises the following documents:

- Saved policies of the Bury Unitary Development Plan;
- Bury Local Plan; and,
- Supplementary Planning Documents.

Saved Policies of the Bury Unitary Development Plan (Adopted August 1997)

5.3

The Unitary Development Plan (UDP) for Bury was adopted on 29 August 1997 and is the key Development Plan Document against which proposals should be judged. UDP objectives and policies of particular relevance to the proposed scheme are summarised below:

- Housing Objective 1 'To identify sufficient land for housing to meet the housing requirement set for the Borough' is for the provision for the building of 7200 dwellings over the period mid-1986 to mid-2001. It is acknowledged that this is now out of date, however the 'Bury Five Year Supply of Deliverable Housing Land (April 2017) confirms that Bury's housing target should be set at 625 dwellings per annum (running from 2015/16 to 2034/35), based on the evidence set out in the Greater Manchester Strategic Housing Market Assessment.
- Housing Objective 2 'To develop a housing stock which reflects the guiding principles of Strategic Guidance' includes locating residential development within and well related to the urban area; and resisting housing development on protected open space.

- Housing Objective 3 'To develop a housing stock which reflects the needs and demands of the Borough's population' includes developing a wide range of housing types and tenures.
- Policy H1/2 'Further Housing Development' states the Council will have regard to the following factors when assessing proposals for housing development on sites not identified on the Proposals Map:
 - the need to direct development towards the urban area;
 - the availability of infrastructure;
 - the need to avoid the release of peripheral open land, unless this can be shown to be consistent with urban regeneration;
 - the suitability of the site in land use terms with regard to amenity, the nature of the local environment and surrounding land uses;
 - other policies and proposals of the Plan.
- Policy H2/1 'The Form of New Residential Development' states that all new residential development will be expected to make a positive contribution to the form and quality of the surrounding area. Factors to be considered when assessing proposals will include:
 - the height and roof type of adjacent buildings;
 - the impact of developments on residential amenity;
 - the density and character of the surrounding area;
 - the position and proximity of neighbouring properties;
 - the materials to be used in proposed developments, especially their colour and texture.
- Policy H2/2 'The Layout of New Residential Development' which states new residential development will be required to demonstrate acceptable standards of layout. Factors to be considered when assessing proposals will include:
 - car parking provision;
 - access for both vehicles and pedestrians, and provision for public transport;
 - the possible need for traffic calming measures;

- density;
 - space about and between dwellings;
 - landscaping and screening;
 - protection/provision of trees and hedgerows;
 - open space/children's play areas;
 - design for safety and security;
 - access/facilities for the disabled;
 - the existence of any public rights of way.
- Policy H2/3 'Extensions and Alterations' states that applications for house extensions and alterations will be considered with regard to the following factors:
 - the size, shape, design and external appearance of the proposal;
 - the character of the property in question and the surrounding area;
 - the amenity of adjacent properties;
 - visibility for pedestrians, cyclists and drivers of motor vehicles.
 - Policy H2/4 'Conversions' states that applications for the conversion of a building into a house of multiple occupation, will be considered with regard to the following factors:
 - the effect on the amenity of neighbouring property through noise,
 - visual intrusion,
 - the position of entrances,
 - impact of parking areas, extensions and fire escapes;
 - the general character of the area and the existing concentration of flats;
 - the amenity of occupants;
 - the effect on the street scene of any changes to the external appearance of the building;
 - car parking and servicing requirements.

- HT2/4 - 'Car Parking and New Development' The Council will require all applications for development to make adequate provision for their car parking and servicing requirements in accordance with the Council's car parking standards.
- BY4 - 'Manchester Road' The Council will consider favourably proposals for business (B1), office, hotel/conference facilities, car parking and civic uses within the Manchester Road Street area of the town centre.
- Policy EN1/2 'Townscape and Built Design' states that the Council will give favourable consideration to proposals which do not have an unacceptable adverse effect on the particular character and townscape of the Borough's towns, villages and other settlements. Factors to be considered when assessing proposals will include:
 - the external appearance and design of the proposal in relation to its height, scale, density and layout;
 - the relationship of the proposal to the surrounding area;
 - the choice and use of materials;
 - access and other design features for the mobility impaired;
 - the design and appearance of access, parking and service provision;
 - landscaping, including the use of natural landscape features, and open space provision;
 - the use of lighting.
- EN7/2 'Noise Pollution' in seeking to limit noise pollution the Council will not permit:
 - development which could lead to an unacceptable noise nuisance to nearby occupiers and/or amenity users;
 - development close to a permanent source of noise.

5.4 The detailed assessment of the scheme within the following planning appraisal section confirms that the proposal accords with the above UDP policies.

Bury Local Plan

5.5

Bury Council is currently in the process of preparing a new Local Plan, and once adopted it will replace the existing UDP document. Consultation on the Key Issues and Policy Framework for the new Bury Local Plan and a 'Call for Sites' ended on 2 October 2017 and the Council is now assessing all comments and suggested sites and taking these into account when moving on to the preparation of a draft Local Plan for Bury. The Plan is not yet adopted, therefore limited weight can be given to policies within it.

5.6

Supplementary Planning Documents (SPDs) and Guidance There are also various Supplementary Planning Documents of relevance to the proposed scheme, which include:

- SPD 11: Parking Standards in Bury (May 2007);
- SPD 13: Conversion of Buildings to Houses in Multiple Occupation (January 2010); and,
- SPD 6: Alterations and Extensions to Residential Properties (May 2007).

5.7

The proposed redevelopment scheme has been designed in accordance with the policies of the UDP and the above SPDs.

6. Planning Appraisal

6.1

Having regard to the relevant planning policy guidance in the previous section, the key material considerations against which the proposed scheme should be considered, and which are discussed in this section, include:

- Principle of Development
- Potential Impact on Amenity
- Highways, Accessibility and Parking
- Design and Impact on the Street scene
- Waste Management
- Planning Obligations

Principle of Development

6.2

The principle of converting the existing C3 dwelling to a 8 bed HMO property is appropriate given that the site is located in a mixed use area in proximity to other residential properties within the same terrace row and on nearby streets such as Manchester Road, Houghton Street and Maudsley Street. The site is located in a highly sustainable and accessible location due to its proximity to Bury Town Centre and various modes of public transport.

6.3

Housing Objectives 1 and 2 of the UDP relate to meeting housing demand within the Borough, and developing housing stock which is related to the urban area. The proposed conversion being adjacent to Bury Town Centre to provide an 8 bed HMO unit directly responds to these two objectives, and will make a meaningful contribution to Bury's housing target of 625 dwellings per annum. The proposed HMO property will provide a valuable source of accommodation which is attractive to a range of occupiers including young professionals and key-workers. The development will also help towards meeting local demand for housing, and providing variety to the housing tenure available in line with Housing Objective 3 of the UDP.

6.4

The proposals will also have positive sustainability credentials since they involve the re-use of an existing building, and the re-development of brownfield land therefore having lesser environmental impact than new build housing provision.

6.5

Saved UDP Policy H2/4 'Conversions' is the key policy relating to HMO accommodation. The policy states that applications for the conversion of a building into a HMO will be considered against various factors. These factors are set out below, and addressed in greater detail in the following sections of this appraisal:

a) the effect on the amenity of neighbouring property through noise, visual intrusion, the position of entrances, impact of parking areas, extensions and fire escapes;

6.6

The proposed residential use will not result in any conflict with neighbouring properties in relation to noise or visual intrusion. The property will provide residential accommodation and will not result in greater noise generation than the existing residential use. The rear yard will accommodate secure storage for 8 bikes. There is one on-site car parking space provided; there is allocated parking via permit parking on Maudsley street and short stay 1 hour parking for guests on the opposite side of the road on Knowsley Street. The front and rear entrances to the HMOs will use the existing entrances.

b) the general character of the area and the existing concentration of flats;

6.7

The area surrounding the site is mixed in use. The subject terrace row is primarily residential use, and therefore the proposed HMO property would not be at odds with the character of the area.

c) the amenity of occupants;

6.8

All occupants will have a high standard of amenity. The proposed HMO will be delivered to a high quality standard of design in terms of living accommodation, sound proofing, natural lighting and ventilation.

d) the effect on the street scene of any changes to the external appearance of the building;

6.9

External alterations proposed involve the creation of a single storey rear extension and the installation of rooflights. The extension is appropriate in terms of scale and massing, and will use material to match. e) car parking and servicing requirements

6.10

No car parking will be provided on site. Taking into consideration to the proposed use and the highly accessible location of the site, this is considered acceptable. Servicing will be from Parliament Street as per the existing arrangements.

6.11

These various considerations are discussed in further detail in the following sections of this appraisal.

6.12

Paragraph 3.12 of SPD 13 states that HMOs are often best located in vibrant areas that are near a relatively busy highway, well served by public transport, cycle routes and a range of services including shopping and leisure. The application site is situated in close proximity to the services and amenities available within Bury Town Centre, located close to Manchester Road which is a main arterial route into the town centre, and is well served by non-car modes of transport. On this basis, the application site is wholly appropriate for use as an HMO.

6.13

Overall, the principle of the development is considered to be entirely acceptable, and the proposals are in accordance with considerations for Saved UDP Policy H2/4, the guidance within SPD 13 and the NPPF.

6.14

In addition, the scheme will be associated with a series of positive planning and regeneration benefits including:

- Redevelopment of existing building and previously developed land which will help to address housing demand in Bury and reduce pressure to develop greenfield and Green Belt sites.
- The proposed accommodation will be redeveloped and furnished to a high standard and provide housing in a highly accessible and sustainable location close to Bury Town Centre.
- The provision of a development with high sustainability credentials that will deliver economic, social and environmental benefits.
- Securing direct investment into the local community through the provision of jobs during the fit-out period and spending by future residents in Bury Town Centre by future residents.

Potential Impact on Amenity

6.15

With regards to the scheme's potential impact on residential amenity, two issues require consideration: whether the proposed scheme will maintain a satisfactory level of amenity for neighbouring uses; and, whether the design will ensure that future occupants are able to enjoy a satisfactory level of amenity.

Neighbouring Uses

6.16

The application building is located within the Manchester Road area of Bury Town Centre which is typified by a residential use. The proposed use of the application property as an HMO will be compatible with the various neighbouring uses. The application building is a mid-terrace property adjoining other residential dwellings, with 1 other Sui Generis HMO on the same block

Proposed Dwellings

6.17

Future residents will be provided with a good level of amenity with all bedroom windows rooms achieving a good level of outlook and being free from overlooking. The proposed scheme will be of a high standard of design in terms of living accommodation, natural lighting and ventilation. It should also be noted that a HMO license will be required for the property. The HMO will not be able to operate unless the Council's HMO license team are satisfied with the standard of accommodation, and a licence has been issued. Correspondence from the HMO license team confirming the proposals is satisfactory is provided at appendix 1 of this statement.

6.18

Communal areas proposed within the property include the kitchen / dining area at ground floor. The proposals will therefore provide an area of valuable amenity space and also offer opportunity for future residents to interact.

6.19

Residents will also have access to shared external amenity space, which can be used for sitting out and drying clothes. In addition, future residents will also benefit from access to nearby public open spaces and other sports/recreation facilities such as Whitehead Gardens which is located opposite the site and Manchester Road Park which is located within 500m walking distance of the site.

6.20

The proposed scheme will not have a detrimental impact on the amenity of existing residents or future occupants of the scheme, and as such complies with Saved UDP Policy H2/4 part a and part c, and the guidance within SPD 6 and SPD 13.

Highways, Accessibility and Parking

6.21

The site is located in an extremely sustainable and accessible location within the boundary of Bury Town Centre which offers a wide range of shops, amenities, services and job opportunities. This is confirmed by the site's allocation as an 'Area of High Accessibility in Bury' as per the map included at Appendix 1 of SPD 11 (Parking Standards in Bury). The site benefits from excellent public transport links, including high frequency bus services along Manchester Road. The nearest bus stop to the site is approximately 86m away and provides services to a range of destinations including Bolton, Piccadilly Gardens, Farnworth, Bolton Royal Hospital and Pendleton. In addition to this Bury Tram Stop is located 400m (5 minutes walk) to the north of the site, and provides regular services with destinations at Manchester Piccadilly and Altrincham.

6.22

Due to its high level of sustainability and accessibility, it is not considered necessary for future residents to own a car, furthermore SPD 11 states that lower parking thresholds will be applied to areas of high accessibility. The nature of the accommodation also means that it will be less likely that future residents will own a car. Should residents or visitors ultimately need to travel by car, there is ample short and long stay parking facilities available such as pay and display on street parking on Knowsley Street, Knowsley Place Q Park, and Belle Vue Terrace Car Park. Parliament street also has permit parking available on the side next to the house, and limited parking on the opposite side of the road, next to the park.

6.23

With one on-site car parking provided, it will also help to support a reduction in reliance upon the private car and help to encourage use of more environmentally friendly and sustainable modes of transport amongst future residents. In order to further promote sustainable patterns of travel provision to safely park 8 bikes will be accommodated within the site.

6.24

It has been demonstrated that the scheme accords with the transport requirements of the NPPF; Saved Policy HT2/4, and would be acceptable

when assessed against part e of Saved Policy H2/4 and the relevant guidance within SPD 13.

Design and Impact on the Street scene

6.25

The proposed rear dormer will be finished with vertical hanging slate tiles, matching in colour to the main roof, the windows will match the existing windows being white upvc. The only visual change to the front street scene will be that of a single velux rooflight, which will not protrude the line of the existing roof pitch by more than 50mm. And will be black in colour to match the roof tiles.

6.26

The proposals are in accordance with saved UDP policies EN1/2, H2/1, H2/3, H2/4 part d and, guidance within SPD 13 and SPD 6, and the relevant provisions of the NPPF.

Waste Management

6.27

The proposed scheme includes the provision of bins within the rear yard/garden area which will allow for the segregation of refuse and recyclable waste. Bins will be collected by collection crews from the access road to the rear, which is understood to tie in with the existing servicing arrangements.

Planning Obligations

National Planning Practice Guidance published by the Government has confirmed that planning obligations can only be sought on applications for residential developments of 10 or more dwellings (NPPG reference: 031 Reference ID: 23b-031-20161116). As the scheme is for only one HMO property no obligations are required.

7. Conclusion

7.1

The proposal accords with national and local planning policy guidance, conforming with saved policies of the UDP and relevant supplementary planning documents/guidance.

7.2

The proposal will also increase housing provision and variety of tenure, whilst involving the development of previously developed land and the re-use of an existing building. It will also provide a boost to Bury Town Centre through increased footfall and spending by future residents, and providing accommodation for potential employees in the Town Centre. The development will provide economic, social and environmental benefits and constitutes sustainable development.

7.3

MG Design + Associates are pleased to be submitting this planning application and look forward to working with the council on progressing it through to a positive determination.

