

# Planning and Design Statement

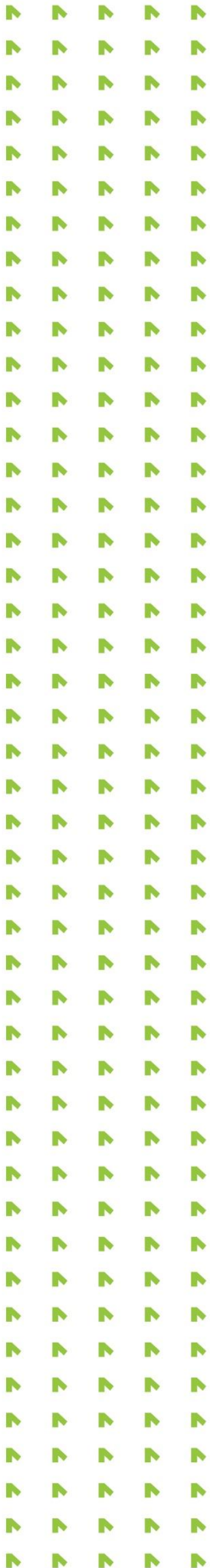
**SHLT Holdings Ltd**

**Morning Star - No 25 Thomas Street  
Radcliffe M26 3AP**

Regulated by RTPi

November  
2024

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1. Pearson Farrier Marketing Brochure

## **1 INTRODUCTION**

- 1.1 This Planning and Design Statement has been prepared on behalf of SHLT Holdings Ltd in support of a full planning application for the change of use of a vacant public house into a large 10 bedroom HMO (Use Class Sui Generis) with associated minor external alterations including demolition of external staircase and side entrance.
- 1.2 The Statement addresses the following matters:
- A description of the site and surroundings;
  - A review of the background and history of the site;
  - A summary of the development proposal;
  - An assessment of relevant planning policy;
  - An appraisal of the relevant planning and heritage issues; and
  - Conclusions.
- 1.3 Accordingly, this Statement addresses the design principles and concepts that have been applied to the development in respect of the location, use, layout, scale, appearance and landscaping – in relation to the site's context. As such, the Statement meets the requirement to formally state how all relevant design and access issues have been considered.
- 1.4 The Statement should be read in conjunction with the drawings package (prepared by Goldsketch) which forms part of the application submission.
- 1.5 The submissions conclude that the development proposal is fully acceptable and supportable in planning and design terms.

## 2 SITE AND SURROUNDINGS

- 2.1 The site comprises an existing part single, part two storey, detached building which was most recently occupied as “The Morning Star” Public House prior to falling vacant in June 2022. The site has been marketed by commercial agents Pearson Farrier and remains unoccupied to the present day.
- 2.2 The property is positioned within Radcliffe Town Centre and forms part of its secondary retail area.
- 2.3 The building fronts onto Thomas Street and benefits from an enclosed yard to the rear accommodating various ancillary single storey outbuildings and open hardstanding.
- 2.4 The site is positioned between two public car parks to the immediate north and south, whilst a further public car park and small landscaped parkland area are positioned on the opposite side of Thomas Street to the east. To the west of the site lies the rear elevations and yard areas of commercial properties fronting onto Blackburn Street to the west.
- 2.5 The site benefits from lying at the northern edge of Radcliffe Town Centre and has very good access to public transport with a Greater Manchester Accessibility Level (GMAL) of 5. It is also within easy walking distance of the wide range of local shops and services within Radcliffe town centre.
- 2.6 Accordingly, the site is positioned within a highly accessible and sustainable location. Please refer to the extract of the Site Location Plan and site images below.

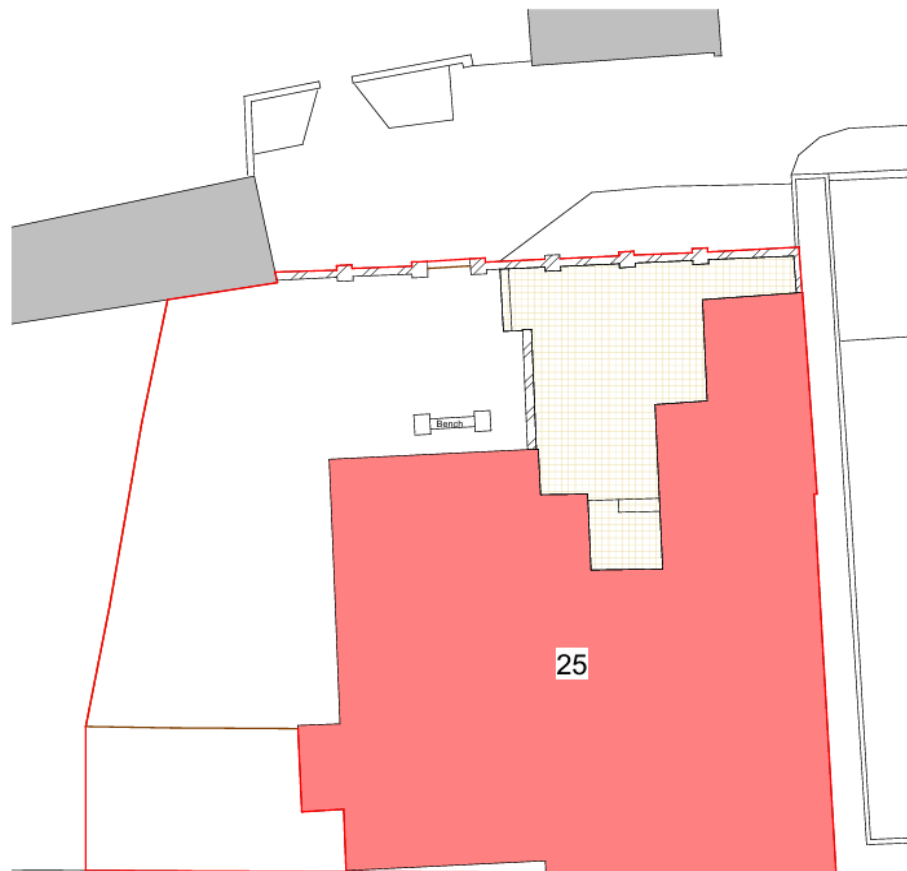


Image 1: Extract of Site Location Plan with extent of site identified in red



**Image 2 - Streetview image of vacant former public house (with marketing board visible) taken from Thomas Street facing north west (dated April 2023). This image shows the side/rear external staircase and entrance that will be demolished as part of the development proposal.**



**Image 3 – Streetview image of vacant former public house (with marketing board visible) taken from Thomas Street facing south west (dated April 2023). This view demonstrates how the site is positioned between two public car parks.**



**Image 3 – Photograph of southern side/rear elevations of building and large enclosed yard area**



**Image 4 – Overhead view of site from south east showing separation of site from residential properties within the immediate streetscene.**

### **3 PLANNING HISTORY**

#### **The Site**

- 3.1 A review of the Council's online system reveals that there are no planning applications of relevance on record for the site.

#### **Surrounding Area**

- 3.2 A number of planning applications have been made within the Borough for the conversion of Public Houses into residential accommodation, including within Radcliffe town centre.
- 3.3 By way of demonstration, an application (**Ref 64570**) which proposed the change of use of a former public house/retail unit to two 5 and 6 bed HMOs with two storey rear extension and external alterations at No 69 Blackburn Street, Radcliffe M26 1WG (positioned approximately 90 metres to the north west of the site) was approved by the Council on 18<sup>th</sup> December 2019.
- 3.4 More recently, an application (**Ref 69076**) which proposed the change of use of an existing public house and 8 self-contained flats to a large 13 bed HMO was determined at No 6 Sandford Street, Radcliffe M26 2PT on 27<sup>th</sup> January 2023.
- 3.5 Whilst the application was refused for various reasons (including unacceptable living conditions for residents and insufficient parking) the Council raised no objection to the change of use of the public house to an HMO.

#### **Summary**

- 3.6 In conclusion, it is clear that the change of use of a public house to residential accommodation can be considered acceptable (in principle).

#### **4 THE PROPOSAL**

- 4.1 The application seeks consent for the change of use of a vacant former public house into an ten bedroom HMO (Use Class Sui Generis) for a maximum of 10 people.
- 4.2 Minor external alterations comprise the demolition of the existing external staircase and side entrance as shown on the enclosed floorplans and elevations.
- 4.3 All bedrooms within the HMO will benefit from a dedicated en-suite and all with either meet or comfortably exceed the minimum size standards set out within Bury Council's Houses in Multiple Occupation Guidance and Amenity Standards document. Additionally, all ten bedrooms will benefit from large windows providing good levels of outlook and sunlight/daylight for occupiers.
- 4.4 A large communal kitchen/dining area is also proposed at ground floor level which similarly meets all space and facility standards set out within the Houses in Multiple Occupation Guidance and Amenity Standards document and will therefore provide a high quality living environment for occupiers.
- 4.5 Furthermore, as demonstrated on the drawings package dedicated cycle and refuse storage will be provided within the rear yard area, together with large dedicated communal amenity space for all occupiers.

## **5 PLANNING POLICY**

5.1 This section provides a review of relevant national and local planning policy and guidance.

### **NATIONAL POLICY**

5.2 The National Planning Policy Framework (NPPF) was revised in December 2023 and sets out the Government's objectives for achieving sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development.

5.3 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.

5.4 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.

5.5 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.

### **Delivering a Sufficient Supply of Homes**

5.6 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 needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

5.7 Local Planning Authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement set out in adopted strategic policies or against their local housing need where strategic policies are more than five years old. The five year supply should include an appropriate buffer. Where the local authority chooses to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan the buffer should be 10% to account for any fluctuations in the market during that year. In the event that there has been significant under delivery when measures against the Housing Delivery Test (November 2018 onwards) then a 20% buffer should be applied.

5.8 The NPPF is clear at paragraph 11 that housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years.

### **Promoting Sustainable Transport**

- 5.9 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; address the needs of people with disabilities by all modes of transport; create safe and secure places minimising conflicts between traffic and pedestrians; allow for the efficient delivery of goods and access by service and emergency vehicles; and be designed to enable the charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

### **Making Effective Use of Land**

- 5.10 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.
- 5.11 Paragraph 124 (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. Furthermore, 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.
- 5.12 Sub Section (e) of paragraph 124 outlines that Council's should support opportunities to use the airspace above existing residential and commercial premises for new homes. In particular, they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well designed (including complying with any local design policies and standards) and can maintain safe access and egress for occupiers.
- 5.13 The chapter goes on to discuss how appropriate densities can be achieved. Paragraph 128 sets out that the planning system should support development that makes efficient use of land, taking into account the following:
- The identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
  - Local market conditions and viability;
  - 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;
  - The desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change; and
  - The importance of securing well-designed, attractive and healthy places.

### **Achieving Well Designed Places**

- 5.14 This chapter sets out at paragraph 135 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, and
- Create places that are safe, inclusive and accessible and which promote health and well-being.

### **Decision Taking**

- 5.15 Guidance in paragraph 38 states that local planning authorities should approach decision-taking in a positive and creative way. They should work proactively with planners to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

### **LOCAL POLICY**

- 5.16 The Development Plan for Bury consists of the Unitary Development Plan (August 1997) which is supported in turn by a number of Supplementary Planning Documents and Guidance. Those of relevance to this application are summarised below.

### **Unitary Development Plan**

- 5.17 **Policy H2/4 (Conversions)** confirms 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, and
  - Car parking and servicing requirements.
- 5.18 **Policy S1 (Existing Shopping Centres)** advises that the Council will seek to protect, maintain and enhance the role and function of the existing hierarchy of shopping centres within the Borough.
- 5.19 **Policy S1/2 (Shopping in Other Town Centres)** states that the Council will seek to maintain and strengthen the retail role of Radcliffe Town Centre. The Council will support modest increases in shopping floorspace, however, the main emphasis will be on consolidation and enhancement.
- 5.20 **Policy S2/3 (Secondary Shopping Areas and Frontages)** advises that within secondary shopping areas identified in the Borough's town centres, the Council will seek to maintain retailing as the predominant land use at ground floor level. Proposals for change of use or redevelopment within these areas will be assessed on their merits and by taking into account the following factors:

- The design and appearance of the proposed frontage;
- The maintenance or provision of a display window at ground floor level, where appropriate;
- Access for the mobility impaired, where appropriate and through negotiation with the developer;
- Whether the proposals will give rise to disturbance or nuisance;

5.21 In addition, where a proposal would lead to more than 40% of any identified secondary shopping frontage being in non-retail (Class A1) use, the Council will also take into account the following factors:

- The location and prominence of the proposal within the secondary shopping frontage;
- The number, distribution, and proximity of other premises in non-retail (Class A1) use or with planning permission for such uses;
- The particular nature and character of the use proposed, including the level of activity associated with it.

#### **Supplementary Planning Documents and Guidance**

5.22 Development Control Policy Guidance Note 13 (Conversion of Buildings to Houses in Multiple Occupation) was adopted by the Council in May 2007.

5.23 The SPD seeks to support and expand on Policy H2/4. The SPD recognises that HMOs have historically received a poor reputation in regard to housing standards and overpopulation aspects and seeks to ensure that proposals avoid the negative aspects associated with HMOs, whilst also ensuring that the proposed accommodation offers adequate living standards for future occupants that meets the relevant regulations.

5.24 In terms of location, the SPD specifies that HMOs should be directed to areas that are:

- On or near a relatively busy highway;
- In areas well served by public transport;
- In areas well served by cycle routes, and
- In areas well served by a range of services, including shopping and leisure.

## **6 PLANNING CONSIDERATIONS**

- 6.1 The planning issues relevant to the determination of the development proposal are assessed in detail below.
- 6.2 As summarised above, the National Planning Policy Framework requires the Council make the most efficient use of land by maximising the use of previously developed sites and converting existing buildings.
- 6.3 The use of the site as a public house ceased in June 2022. The premises have been marketed by commercial agents Pearson Farrier and remain unoccupied to the present day. It is unviable for the site to continue in its current lawful use as a public house.
- 6.4 Given that the proposal involves the conversion of the property to a HMO, it needs to be considered in the context of UDP Policy H2/4 and its accompanying Development Control Policy Guidance Note 13 which deals specifically with the conversion of buildings to houses in multiple occupation.
- 6.5 A summary of how the proposal accords with the relevant criteria is presented below.

### **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 development will utilise existing window openings to serve all habitable rooms. Accordingly, there will be no unacceptable adverse impact (in terms of privacy or outlook) created as a result of the development.
- 6.7 Furthermore, the site is positioned between two public car parks to the immediate north and south, whilst a further public car park and small landscaped parkland area are positioned on the opposite side of Thomas Street to the east. To the west of the site lies the rear elevations and yard areas of commercial properties fronting onto Blackburn Street to the west.
- 6.8 Given the degree of separation between the site and the nearest neighbouring residential properties (and when compared to the existing lawful public house use) the proposed HMO will not result in any unacceptable impacts upon the amenity of neighbouring occupiers.

### **The general character of the area and the existing concentration of flats**

- 6.9 A search of the Council's HMO Licensing Register (updated August 2024) confirms that the only HMO within the immediate local area is located at No 69 Blackburn Street, Radcliffe M26 1WG (positioned approximately 90 metres to the north west of the site and cross referred to at Section 3).
- 6.10 Accordingly, the general character of the area reflects its Town Centre status, with a variety of predominantly commercial uses at ground floor with ancillary commercial and/or residential above.

### **The amenity of occupants**

- 6.11 The proposal has been designed at the outset to comply with Bury Council's Houses in Multiple Occupation Guidance and Amenity Standards document to ensure all rooms achieve satisfactory levels of outlook, floorspace and usable communal space.

- 6.12 As demonstrated on the enclosed drawings package, all habitable rooms will benefit from windows providing clear outlook and light, bright spaces for occupiers.
- 6.13 Accordingly, every effort has been made to ensure the highest level of residential amenity is provided to all future occupiers. As such, every bedroom has been designed to take account of Nationally Described Floorspace Standards to deliver a high quality living environment.
- 6.14 Additionally, a large communal kitchen and lounge at ground floor have been incorporated into the scheme to provide ample space for occupiers to socialise and prepare meals outside the confines of their private rooms.
- 6.15 Furthermore, as demonstrated on the drawings package a large dedicated communal amenity area for all occupiers will be provided to the rear of the property within an enclosed courtyard.
- 6.26 In any event, as a single occupancy development it is considered that future occupiers will have a typically lower demand for amenity space in this Town Centre location with the majority of amenities being provided within Radcliffe Town Centre itself.

**The effect on the street scene of any changes to the external appearance of the building**

- 6.27 Minor external alterations will be limited to the demolition of the existing external staircase and side entrance as shown on the enclosed floorplans and elevations.
- 6.28 These changes (in addition to the re-occupancy of the building) will help to enhance the appearance of the vacant (untidy) property and how it relates to the visual character and appearance of the streetscene.

**Car parking and servicing requirements**

- 6.29 The rear courtyard area provides capacity to accommodate accessible, secure cycle and refuse stores. Full details can be provided by way of condition, as necessary.
- 6.30 The site benefits from a Greater Manchester Accessibility Level (GMAL) of 5 and is therefore accessible by public transport, benefiting from lying in close proximity to a number of bus stops and Radcliffe Metrolink station.
- 6.31 Given the accessible location of and the nature of the proposed one-bed accommodation, car ownership for future residents is unlikely to be high. Furthermore, the proposed HMO will generate less traffic/parking demand than the existing lawful public house use.
- 6.32 The site also meets the key criteria of Development Control Note 13 which seeks to direct HMO conversions to sites that are on or near to a relatively busy highway, in areas well served by public transport and cycle routes, and locations well served by a range of services, including shopping and leisure.
- 6.33 In this context, the site is situated near to a busy highway within Radcliffe town centre. It has excellent access to public transport, cycle routes and a range of shops, services and leisure facilities in Radcliffe.

- 6.34 On the basis of this assessment, the proposal represents an appropriate use of the site and will have no material impact on the surrounding transport network.
- 6.35 Paragraph 115 of the NPPF 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. Against this background, there is no reason to refuse the scheme on highways grounds.

**Retail/Town Centre Location**

- 6.36 Furthermore, given that the site forms part of Radcliffe Town Centre and lies within a secondary shopping area, the proposal will be assessed in the context of retail based Policies S1, S1/2 and S2/3.
- 6.37 At the outset, the local community will continue to be well served by several public houses within the immediate vicinity, including The Bridge Tavern and Lock Keeper (approximately 100 metres and 250 metres to the south of the site respectively).
- 6.38 Accordingly, the needs of the local community will not be adversely impacted by the proposed change of use of the site to residential accommodation.
- 6.39 Considering the above and the undeniable diminishing demand for public houses on a local and national scale, the loss of the Public House and its conversion to a more appropriate use is considered acceptable in principle. This is reflected by the Council's approval of the comparable applications cross referred to within Section 3 of this Statement.
- 6.40 The site is situated within a highly accessible location on the north edge of the town centre. Both national and local policy advocate the delivery of new residential floorspace in sustainable locations such as these given the overwhelmingly positive contribution that residents will make to the ongoing vitality and viability of the town centre.
- 6.39 There is no conflict with Policies S1, S1/2 and S2/3, particularly given that the proposal will not result in the loss of a Class E retail use (with a public house being classified as Sui Generis).
- 6.40 The proposed development will support local shops, services and infrastructure within the town centre as well as making an important contribution to the Council's housing supply on what is a long term vacant site within the urban area.

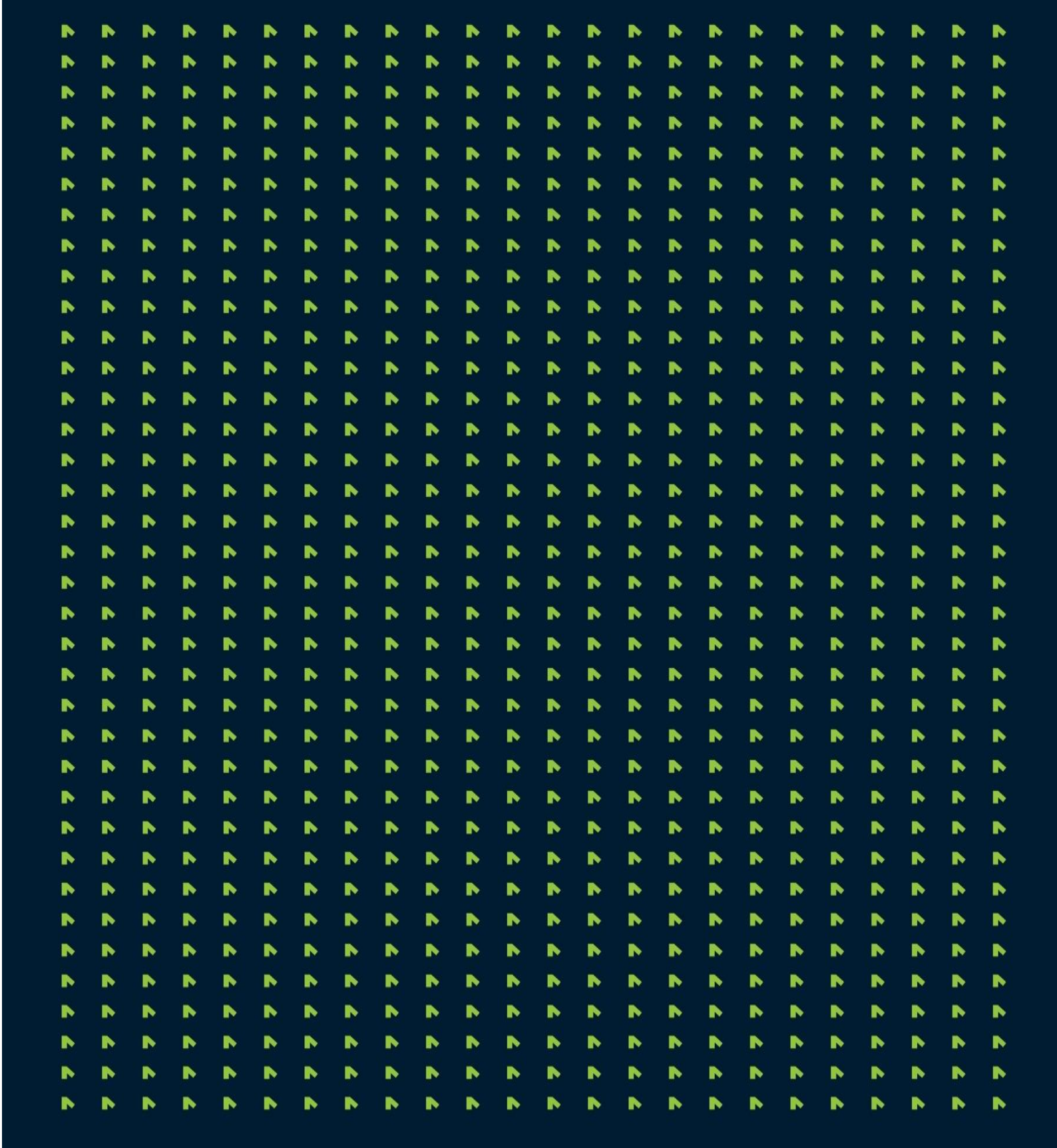
## **7 CONCLUSIONS**

7.1 It is concluded that the proposal is in accordance with the NPPF and the Council's adopted Development Plan. It therefore constitutes appropriate development and should be supported for the following reasons:

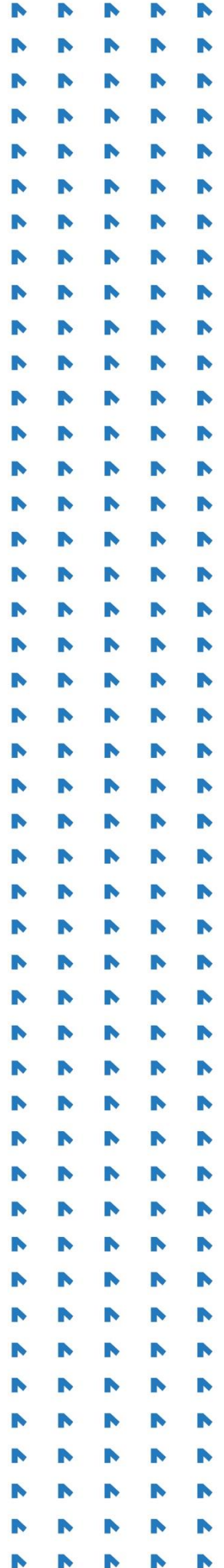
- The principle of creating new residential accommodation (in the form of a large HMO) through conversion of existing buildings and re-use of previously developed sites is supported by policy at a national and local level, particularly at such accessible locations such as the site.
- The NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. It confirms that LPAs should support proposals to use 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 the Framework;
- The site comprises vacant commercial floorspace which is constrained, with no realistic opportunity for expansion/redevelopment in the long term. As such, it offers an opportunity for a change of use which will result in a more efficient use of the site. The HMO will make a positive contribution toward the borough's housing requirements and provide choice for the local community;
- All rooms within the proposed layout will meet or comfortably exceed the minimum area required by the Council's HMO standards. Occupiers will also have access to a large ground floor communal kitchen/living area in addition to generous shared communal amenity space to the rear;
- Provision can also be made for accessible and useable cycle and refuse storage at ground floor level within the rear courtyard (details of which can be provided via condition of during the application determination period as required). As such, the development will provide an acceptable quality of accommodation for future residents and there will be no adverse impact in regard to highways safety or the general amenities of the area.

7.2 Ultimately, the proposed development will support local shops, services and infrastructure within the town centre as well as making a positive contribution to the Council's housing supply on what is an vacant site within the urban site.

7.3 Planning permission should therefore be granted for the proposed change of use given that there would be no adverse impacts which would significantly and demonstrably outweigh the clear benefits that the scheme will provide. The application thereby accords with the NPPF, Policies H2/4, S1, S1/2 and S2/3 of the UDP, Development Control Policy Guidance Note 13 and the Council's adopted HMO standards and should therefore be considered acceptable.

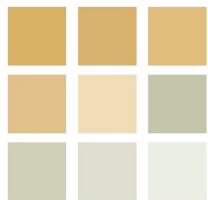


# Appendix 1





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MORNING STAR 25 THOMAS STREET  
Manchester, M26 2UH  
Offers Over £280,000

# 25 THOMAS STREET

## Property at a glance

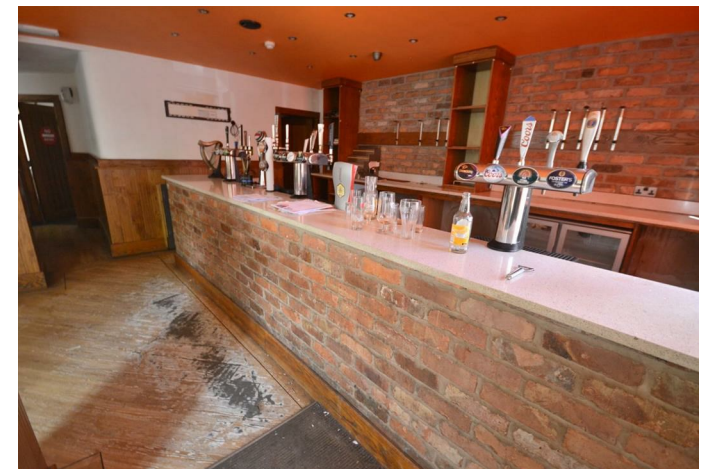
- Public House
- Vacant Possession
- Scope for Multiple Uses
- Great Location
- Detached

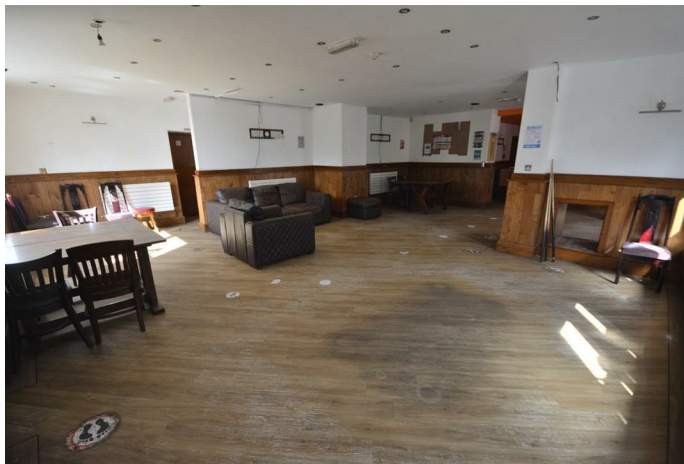
At over 2700 sq ft the Morning Star public house offers a plethora of opportunities and would lend itself to conversion to offices, apartments, nursery, H.M.O, social club or of course a public house or restaurant. With plenty of outside space and nearby free parking it is a great investment. The ground floor comprises a large bar area, mens and ladies toilets, staff room and kitchen. To the first floor are three large double bedrooms and a good size garden. As you would expect the property also has cellars.

There is ample outside space to the side and rear.

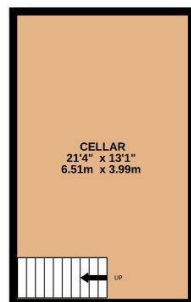
For more information or to arrange a viewing please contact the office.

**WATCH OUR ONLINE VIDEO TOUR.**

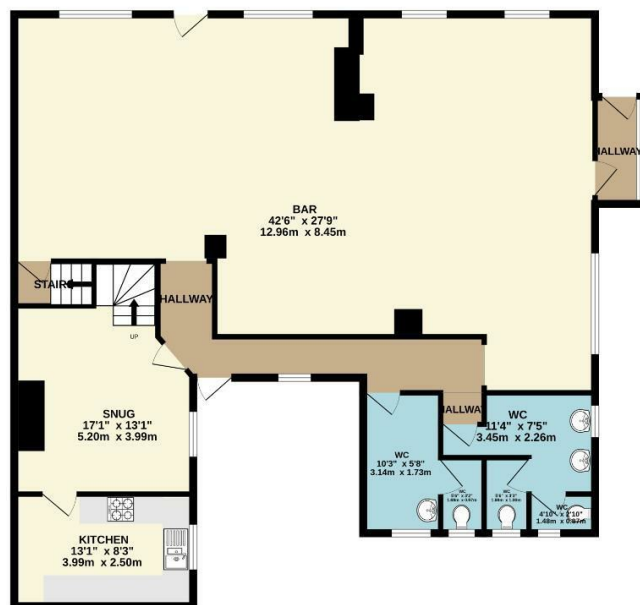




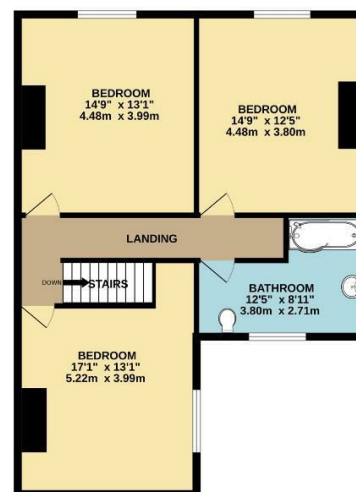
BASEMENT:  
280 sq.ft. (26.0 sq.m.) approx.



GROUND FLOOR:  
1540 sq.ft. (143.1 sq.m.) approx.



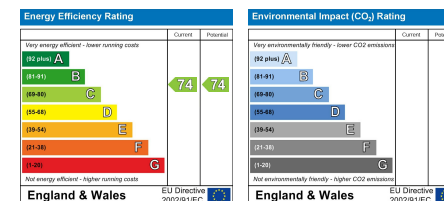
1ST FLOOR:  
729 sq.ft. (67.7 sq.m.) approx.



TOTAL FLOOR AREA : 2549 sq.ft. (236.8 sq.m.) approx.

Whilst every attempt has been made to ensure the accuracy of the floorplan contained here, measurements of doors, windows, rooms and any other items are approximate and no responsibility is taken for any error, omission or mis-statement. This plan is for illustrative purposes only and should be used as such by any prospective purchaser. The services, systems and appliances shown have not been tested and no guarantee as to their operability or efficiency can be given.

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