



PLANNING BY DESIGN

FROM CONCEPT TO COMPLETION

Design, Access and Planning Statement:

27 High Bank, Manchester, Lancashire

Change of Use from C3 to Sui Generis – 6-bedroom,
7 person House of Multiple Occupancy

On Behalf of MZU Properties Limited

Drafted by **Planning by Design**.

Application

Planning By Design (the agent) has been instructed to act on behalf of MZU Properties Limited (the applicant) to submit a planning application to Manchester Council (the Local Planning Authority) for a Change of Use from C3 Residential to House of Multiple Occupancy with 6 bedrooms, for 7 or more people (Use Class Sui Generis), at, 27 High Bank, Manchester (the site). In support of this application, the following Planning Statement will demonstrate the suitability of this site for this proposal and evaluate its accordance with national and local planning policy along with supplementary design guidance.

Site Location

27 High Bank is a substantial, three storey, red brick Victorian end of terrace dwelling, located mid-way along High Bank. The house has a large double bay front window to the ground and first floor on the elevation. The front elevation roof has a large dormer, with square centrally located window. The whole house retains the original Victorian brick finish, with stone cills and lintels over the apertures. The original windows were upgraded a number of years ago, to double glazed UPVC. There is a matching UPVC secure front door. The front garden is enclosed with, what appears to be, the original red brick boundary wall with red copings. There is a black iron gate that adds to the period feel of the main aspect. The building is not on the National Heritage List for England, nor is it locally listed. The character of the area is mainly residential dwellings. Most properties in the immediate north and south on the road are Victorian red brick, and form terrace rows. Many retain original red brick external finishes, boundary walls and some retain the cast iron railings on top of the copings. A number retain the stone arch enclosed original porch, however 27, and its immediate neighbour 25 do not. The predominance in High Bank are two storey dwellings, with the eastern side of the road sporting double bays windows, and the western side bay windows just to the ground floor. High Bank opens out from number 44 northwards onto High Bank Bowling Green. The surrounding streets echo the age, brick and boundary treatments of High Bank, however side streets like Woodhouse Street are made up of more modest dwellings with smaller footprints, without single or double bay windows and smaller front gardens. The site is not in a Conservation Area, and there is no Article 4 Direction in place that would control certain permitted development rights, for this area of Manchester.

The site is within the Gorton and Abbey Hey ward, and the constituency of Gorton. Known locally as Abbey Hey, the area is east of Manchester City Centre, and has excellent transport links. There are number of railway stations – Gorton and Belle Vue being equidistant from the site – operated by Great Central Railway and Northern Trains, providing easy access to Manchester Piccadilly, where long-distance and cross-country services to national destinations depart frequently. High Bank lies just outside the Gore Brook Valley Conservation Area and a 15-minute walk to the Gorton District Centre, where many local shops, supermarkets and facilities are available.



Fig 1. – Site Location Plan



Fig 2: The house from Google Street View

The Proposal

The application proposal is for the change of use of the property from C3 Residential to Sui Generis, House of Multiple Occupancy for 7 people in 6 bedrooms (HMO). There will be no external changes, as the dwelling adequately lends itself to the conversion. The large three storey property ensures that the proposed number of bedrooms can readily be accommodated, whilst retaining ample living/kitchen space, and providing sufficient bath/shower rooms for seven tenants

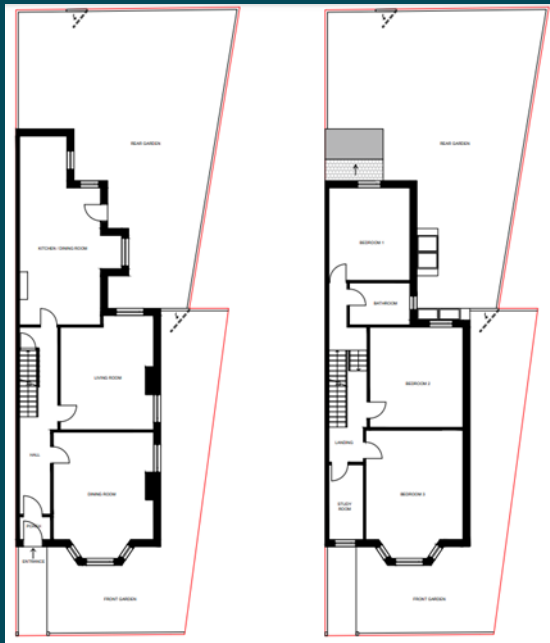


Fig. 3- Existing ground floor and first floor plans

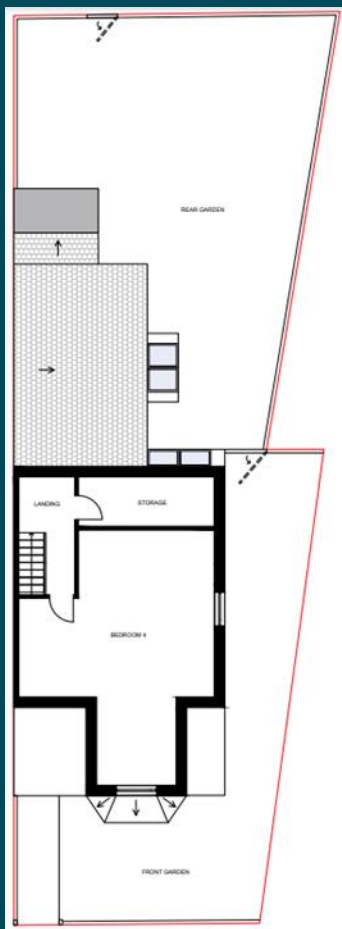


Fig 4: Existing second floor plans

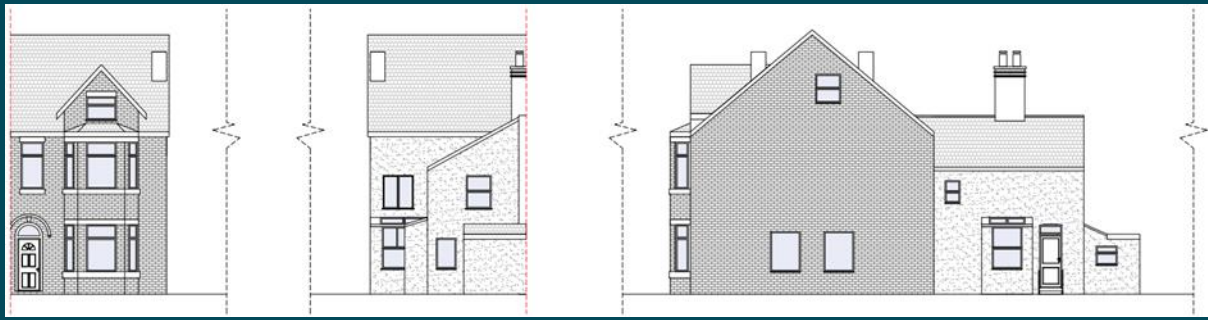


Fig 5: Existing west, east and south elevations.

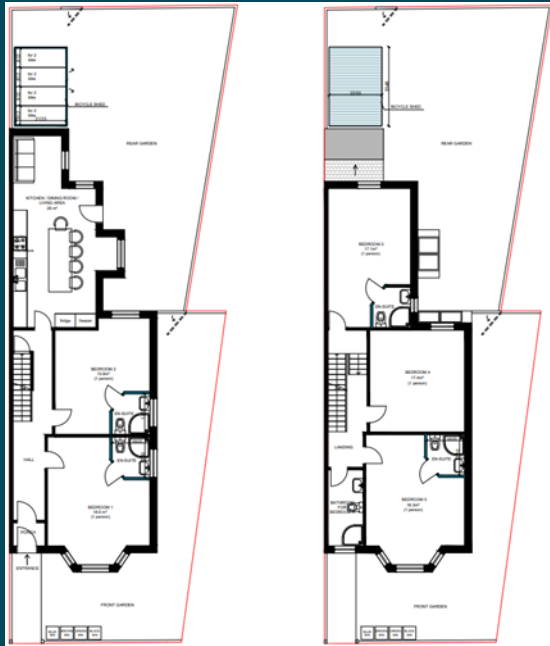


Fig. 6: Proposed ground and first floor.

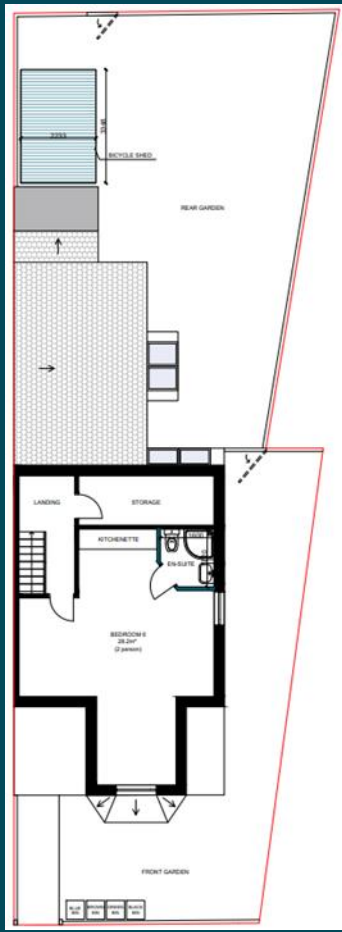


Fig. 7: Proposed second floor.



Fig. 8: Proposed elevations.

Planning History

Planning Assessment

The following planning policy and guidance documents are recognised as material considerations for the assessment of this application:

National Policy

- National Planning Policy Framework (NPPF) (December 2023)
- National Planning Practice Guidance (NPPG)
- National Design Guide (NDG) (2019)

Local Policy

- Places for Everyone Joint Development Plan for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan 2022 to 2039
 - Policy JP-S1: Sustainable Development
 - Policy JP-C1: An Integrated Network
 - Policy JP-S2: Carbon and Energy
- Core Strategy (2012) and Addendum to Manchester Core Strategy 2024
 - Policy SP 1 Spatial Principles
 - Last but one bullet, Replaced by PfE Policy JP-S1
 - Policy CC 5 Transport
 - Policy H 11 Houses in Multiple Occupation
 - Policy T 1 Sustainable Transport
 - Final bullet point, Replaced by PfE Policy JP-C1
 - Policy EN 1 Design Principles and Strategic Character Areas
 - Policy EN 8 Adaption to Climate Change
 - 1st and 4th bullet points, Replaced by PfE Policies JP-S2, JP-S4 and JP-G8

- JP-G8
 - Policy PA 1 Developer Contributions
 - Policy DM 1 Development Management
- Extant Unitary Development Plan
 - Policies GO13 and GO14 Major Recreational Routes

The following section will evaluate the proposals in accordance with the relevant policies and supplementary design guidance of the Council to demonstrate why the proposal is acceptable in principle and is in accordance with the Council's development criteria for the principle of development and material considerations, including:

- design, layout and the effect on the character and appearance of the surrounding area.
- housing mix.
- space standards for houses in multiple occupation.
- living conditions of the neighbouring occupiers.
- effect/impact on highway safety in relation to the proposed changes to the arrangement and parking provision.
- crime and disorder.

National Planning Policy Framework 2023 (NPPF)

Section 7 of the NPPF recognises that the purpose of the planning system is to contribute to the achievement of sustainable development, through providing homes, commercial development, and supporting infrastructure in a sustainable manner. Meeting the needs of the present must be undertaken without compromising the ability of future generations to meet their own needs.

Paragraph 8 of the NPPF explains that achieving sustainable development means that the planning system has overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- an economic objective – to help build a strong, responsive, and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation, and improved productivity; and by identifying and coordinating the provision of infrastructure.

- a social objective – to support strong, vibrant, and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and
- an environmental objective – to protect and enhance our natural, built, and historic environment, including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 9 states that planning 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.

Section 12 of the NPFF relates to achieving Well-designed Places which states that “The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”

Furthermore, **Section 12** of the NPFF also outlines that:

Planning policies and decisions should ensure that developments:

- a) 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.
- b) are visually attractive because of good architecture, layout, and appropriate and effective landscaping.
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).
- d) establish or maintain a strong sense of place, using the arrangement of roads, spaces, building types and materials to create attractive, welcoming, and distinctive places to live, work and visit.
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks.
- f) create places that are safe, inclusive, and accessible and which promote health and well-being, with a high standard of amenity for existing and future users

Analysis:

The Proposal accords with National Policy, in particular, offering homes that contribute to the housing mix. There has been an increase in people seeking both smaller homes, and affordable homes over the last few years. For many, the flexibility and affordability of renting a room in a House of Multiple Occupancy provides them a great opportunity. The community and ease of shared rental living is particularly important to young people, who can find their first home away from family in a small community of an HMO, whilst keeping costs down, without concerns about maintenance fees, or additional bills. The sustainable town location also accords with National Policy, particularly in offering a broad range of sustainable transport options, allowing future residents a choice of transport options, and avoiding reliance on single car ownership. The development will also be supported by a brick built secure bike storage shed, located in the garden, against the wall adjacent to the back door, providing even further sustainable travel options.

Local Policy

Places for Everyone Joint Development Plan for Bolton, Bury, Manchester, Oldham, Rochdale, Saltford, Tameside, Trafford and Wigan 2022 to 2039. Adopted 21 March 2024

Manchester's Local Development Framework Core Strategy Development Plan Document Adopted 11th July 2012

Places for Everyone Joint Development Plan

The regional planning document recognises that high growth in population has led to significant development pressures, not just in terms of new build developments but also more intensified use of existing properties such as conversions to houses in multiple occupation (HMOs). The proposed scale of job growth in the Core Growth Area, and the excellent location of the inner areas in relation to them, make it likely that there will continue to be significant pressures from population growth within Greater Manchester.

Strategic Objectives

Objective 1: Meet housing need.

The joint councils intend to help meet the housing need of the area through three means:

- Increase net additional dwellings
- Increase the number of affordable homes
- Provide a diverse mix of housing.

Objective 2: Create neighbourhoods of choice.

The second objective intends to:

- Prioritise the use of brownfield land
- Focus new homes in the Core Growth Area and the town centres
- Focus new homes within 800m of public transport hubs

- Ensure that there is no increase in the number of homes and premises at a high risk of flooding
- Prioritise sustainable modes of transport to reduce the impact of vehicles on communities.

Objective 6: Promote the sustainable movement of people, goods and information.

The sixth objective seeks to:

- Enhance existing transport networks
- Focus new development within 800m of sustainable transport hubs
- Ensure new development is designed to encourage and enable active and sustainable travel
- Expand transport networks to facilitate new areas of sustainable and inclusive growth

Objective 7: Ensuring that Greater Manchester is a more resilient and carbon neutral city-region.

The objective intends to:

- Promote sustainable patterns of development that minimise the need to travel and contribute to cleaner air
- Locate and design development to reduce car dependency

The Joint Development Plan recognises the importance of ensuring that a diverse mix of values and tenures of new housing comes forward so that all households can meet their needs and aspirations, helping to ensure that Greater Manchester can attract and retain skilled workers, bring more money into local economies and deliver more mixed and inclusive communities.

**Manchester's Local Development Framework Core Strategy Development Plan Document
Adopted 11th July 2012**

Policy SP 1 Spatial Principles.

The Regional Centre and Manchester Airport will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality city living. Beyond these areas, the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North Manchester, East Manchester and Central Manchester Regeneration Areas.

Development in all parts of the City should: -

Make a positive contribution to neighbourhoods of choice including: -

- creating well designed places that enhance or create character.
- making a positive contribution to the health, safety and wellbeing of residents
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- protect and enhance the built and natural environment.

Policy H 1 Overall Housing Provision

Proposals for residential development should contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space, including in high density development (in which this could be in the form of balconies, as well as shared open spaces such as green roofs). Schemes should make provision for parking cars and bicycles (in line with policy T2), and the need for appropriate levels of sound insulation. Residential development should prioritise sites which are in close proximity to centres or high frequency public transport routes, as well as take account of any environmental constraints on a site's development (e.g. flood risk through the Manchester-Salford-Trafford Strategic Flood Risk Assessment, or other statutory designations). Residential development should be designed to give privacy to both its residents and neighbours.

Manchester Council states that they are committed to providing a range of house types and tenures to meet the needs of a diverse and growing population in locations which promote the efficient use of resources and use of sustainable transport modes, support regeneration and local services and encourage economic growth.

Policy T2 asserts that areas for residential development should be in well connected, accessible areas, and provision for parking and cycles, as appropriate, is made to allow new residents to travel sustainably around the region.

Analysis:

The proposal is aligned with the above policies and guidance. As stated in the background to the site location, this is an eminently accessible location, within easy walking distance of the district centre, and a matter of metres to frequent bus services. The provision of train stations served by Northern Rail further support this area being well provided in terms of public transport and meaning that residents do not have to rely on cars. The applicant will provide robust and secure cycle storage to ensure that residents can make the most of the opportunity to cycle into the town centre, and then onwards from the train station. Whilst there is no off-road parking provision, that is typical in the area, and must be considered in light of both the provision of public transport, and the encouragement from government towards less car ownership.

The applicant is keen to work with Police Crime Prevention Design Advisor, and the Fire and Rescue Service to ensure that the delivery of the change of use is built to be secure, meets all

escape and fire requirements for the safety of the prospective tenants, to be both compliant with policy and the law.

The change of use of the dwelling to a HMO is not considered to result in an overconcentration of a single housing type in the area, that would adversely affect the character or infrastructure. In fact, a search on the Local Authority Licensing register showed no other licenced HMO in the immediate vicinity, or neighbouring roads. The change of use will ensure this large property will provide additional housing in Manchester in a sustainable and accessible location. The proposal is therefore considered to comply with policy. No extensions/additions are proposed to the property or additional window/door openings that would have an impact upon the amenity or privacy of the neighbouring residential occupiers. The application property is already in residential use and the proposed use is a residential use.

National Space Standards for Houses of Multiple Occupation and Licensing.

The HMO Licensing Department for Manchester sets out the standards required for amenities within houses in multiple occupation particularly around cooking and dining space. These standards are not legally binding but give a good foundation as to what minimum expectations are for licensing authorities across region.

The minimum legal licensing requirement for a 1-person room is 6.51 square metres and 10.22 square metres for 2 persons in terms of houses in multiple occupation. It is however recommended in the above standards that a 1- person room should measure a minimum of 8 square metres and 2-person room should measure a minimum of 12 square metres.

Analysis:

The applicant is more than happy to work in accordance with the Licensing guidance to achieve and excellent HMO. This is in the applicants benefit as a comfortable, regulated, and spacious room in a newly modernised house will return the most discerning tenants, and the best rates per room.

Conclusion

The proposal is acceptable in principle in that it will be a change of use from C3 – one type of residential use to a 6 bedroomed, 7 person HMO, a greater intensification of residential use, in a sustainable location, due to the transport options, rail, bus and cycle that are readily accessible.

There are no external changes to achieve the change of use, therefore there will be no negative impact on the building, nor the character of the local area, and it will not detrimentally impact the neighbouring properties. No greater degree of overlooking will occur and no loss of privacy for neighbours.

The location accords with sustainable development outlined by the NPPF. The proposal will deliver both social and environmental benefits for future residents, and for the wider town, by increasing the availability of accommodation suitable for one to two people. The additional variety of units for the rental market will also add to the provision of affordable residences.

For this reason, we see no reason for the Council to withhold our request for planning permission and kindly request that the council make a reasonable decision on this submission, in line with the developmental objectives and timescales of the National Planning Policy Framework. Should the Planning Authority have any further questions in relation to this proposal or feel that certain conditions would be necessary to accommodate this proposal, Planning By Design would welcome conversation on any of these matters.