

Planning Application for Change of Use
From Two Houses to a Guest House (Use Class C1)
for Short-term Letting

10 – 12 Bankwell Street, Hulme, Manchester M15 5LN



1. Introduction

1.1. This is an application for the use of the above property as a residential guest house, providing short-term accommodation for visitors to the city. As the use has commenced, the application seeks to regularise the situation.

2. Site and Surroundings

2.1. The property is a pair of modern two-storey semi-detached four bedroom houses, with gardens to the front and rear and an off-road parking space for each property. To the rear is a communal car park.



Rear view of the property



View from a rear bedroom

- 2.2. Bankwell Street, is a residential road, with a 6m wide carriageway providing two-way flow and parking for up to 3 hours on one side (with longer term parking reserved for residents). There are 2m wide footways on either side.
- 2.3. The property is part of a large residential redevelopment situated between Chorlton Road and the Bold Street Sports Ground which comprises a variety of houses and apartments.
- 2.4. The property lies approximately 1km to the south west of the edge of the City Centre and close to high frequency bus services along the B5218, Chorlton Road and A5067 Stretford Road.

3. Background

- 3.1. The property was built as market housing around 2006, as part of the Hulme Regeneration Strategy which was developed in the 1990's. Both properties were leased from the owner by the applicant in 2020. The property has been let since 10th September 2021 as short-term accommodation.

4. Proposed Use

- 4.1. The proposal is for the use of both properties as a combined guest house providing short-term visitor accommodation, with a resident on-site manager, who runs the accommodation, living on the ground floor of no. 10.
- 4.2. A communal kitchen at no.10 allows resident guests to take a continental breakfast if required. There is also a separate lounge at no 12 for the use of guests.



Communal kitchen



Typical bedroom

- 4.3. The proposal is for 11 guest bedrooms within the two properties, which is a reduced number from when the property was first advertised for letting.
- 4.4. The existing off-street car parking spaces are retained and there are no external alterations to the properties. However, the booking details do not offer car parking in order to deter users from bringing cars.
- 4.5. Booking of rooms will be taken direct via on-line booking platforms.
- 4.6. The 24 hour management and security of the guest house is assisted by a comprehensive CCTV system.

5. Waste Management and Servicing

- 5.1. The separated waste and recycling for the guest house is stored discretely in containers below the car port to the front of the property.
- 5.2. Laundry is undertaken in-house and cleaning is provided by two part-time cleaners.

6. Planning Policy Considerations and Assessment

6.1. The **National Planning Policy Framework 2021** (NPPF) explains that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

6.2. It goes on to apply a presumption in favour of sustainable development for decision taking. Considering the three objectives related to sustainable development, the proposal has the following benefits:

Economic – the use of the building with a form of residential use provides employment and a viable income with economic benefit to the City through tourism.

Social – the guest house use is appropriate to a residential area, with a low level of activity unlikely to cause noise and nuisance to neighbours.

Environmental – the site is well located within the urban area, within walking range of the city centre and tourist attractions and close to very good public transport routes, which will help to limit the need to use the private car.

6.3. The proposal therefore represents a sustainable form of development, as set out in the NPPF.

6.4. The **Manchester Core Strategy (CS) 2012** sets out the spatial objectives and principles for development within the City.

6.5. The key CS policy consideration for this application is **Policy CC 4 Visitors - Tourism, Culture and Leisure** which explains the following:

The City Centre will be the focus for culture and leisure in the City Region. Proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported. The improvement of facilities for business visitors will also be supported. Development in the City Centre which improves facilities for visitors, including Manchester residents, will be promoted. In order that the existing visitor attractions can reach their potential it is also important that the City Centre has the infrastructure to accommodate the necessary volume of visitors.

Hotels have become an increasingly important use across the City, and these will be particularly important in the City Centre. New hotel development which contributes to the quality of the City Centre hotel offer will be supported. Proposals for new hotels outside of the City Centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.

- 6.6. The application site is outside, but close to the City Centre and will provide short-stay accommodation which will support the tourist economy of the City. The accommodation is attractive to individuals and families looking for good quality budget accommodation close to visitor attractions and the City Centre, as well for those visiting for business, education or medical reasons. The application therefore supports this key policy objective.
- 6.7. The proposal will meet the objectives of **Policy T5 Transport**, being located on a frequent bus route and close to other high frequency services. Secure cycle parking and storage can be accommodated within the site, to discourage the use of the private car. Whilst parking is available, with two spaces within the site and further on-street parking nearby the nature of the accommodation is specifically geared to occupiers who do not bring a car and it is advertised as such.
- 6.8. **Policy H1** sets out Manchester's overall housing provision, including its housing land availability and delivery trajectory. The Council's most recent Five-year Housing Land Availability Assessment (2020) concludes that there has been significant progress in recent years with the provision of deliverable sites, such that there is between 5.67 and 8.09 years supply depending on the methodology.
- 6.9. Therefore whilst the application will utilise two dwellings, the need for these is not acute as the Council is able to demonstrate a healthy supply of housing land. The loss of two houses will not therefore represent a significant concern and this issue has to be balanced against the benefits of the proposal to the tourist economy and its compliance with the Council's other policies.
- 6.10. The **Manchester Unitary Development Plan saved policies** are part of the Development Plan and this includes includes the following **City Wide Development Control Policy** which specifically deals with the type of accommodation proposed and states the following:

BED & BREAKFAST ESTABLISHMENTS (CLASS C1)

DC4.1 In determining planning applications for developments involving the use of the premises for bed and breakfast accommodation (Class C1), the Council will have regard to:

- a. the general location of the proposed development;*
- b. the effect on the amenity of neighbouring residents;*
- c. the standard of the accommodation for the intended occupiers of the premises;*
- d. adequate private outdoor amenity space;*
- e. the availability of adequate, safe and convenient arrangements for car parking and servicing;*
- f. the ease of access for all, including disabled people;*
- g. the desirability of avoiding an over-concentration of special needs or housing in any one area of the City; and*

h. the desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.

DC4.2 The Council will normally accept the principle of developments of this kind in residential areas, in commercial areas, and on main road frontages, subject to other relevant policies of the Plan.

DC4.3 Notwithstanding policy DC4.2, the Council will require any developments in this category to provide:

- a. accommodation to the Council's current approved standards for developments of this kind;*
- b. adequate usable external amenity space;*
- c. satisfactory refuse storage and collection facilities;*
- d. satisfactory communal facilities for residents.*

DC4.4 In determining applications of this kind, the Council will normally seek to limit the use within Class C1 to bed and breakfast establishments only, except where satisfactory off-street car parking can be provided in accordance with the Council's current guidelines for hotels and guest houses, and where the Council is satisfied that these more commercial activities will not adversely affect local amenity.

Reasons: There appears to be a growing need for short-term, inexpensive accommodation of this kind, and the Council accepts that they can in most circumstances appropriately be located within residential areas, subject to being satisfied about the overall standard of the development proposed. The proposal to limit, in certain circumstances, the effect of Use Class C1 (Hotels and Hostels) is designed to protect residential areas from larger-scale commercial activities.

- 6.11. The proposal is a relatively low-key form of residential occupation, which has no adverse impact on the character of the street and is within the C1 class as required by this policy. It is appropriately located close to the City Centre has adequate outside space and provides a good standard of accommodation.
- 6.12. This policy represents the key consideration and provides a Development Plan presumption in favour of the application.
- 6.13. All of the qualifying criteria set out in this policy are met by this application and therefore, subject to a condition limiting the use within the C1 class, it should be approved as there are no other over-riding material considerations. The applicant would also accept a limitation on the number of bedrooms to prevent a more intensive use.

7 Conclusion

The use of these two properties provides much needed visitor accommodation close to the City Centre, as recognised by the specific Unitary Development Plan policy for this type of accommodation. Being in a highly sustainable location, visitors will not need to rely on the private car and the accommodation is advertised to encourage non-car users.

The presence of an on-site manager provides 24/7 security and surveillance which will deal with any issues arising and ensure the neighbourly operation of the guest house. As such the activity in and around the property will be controlled and will not be out of keeping with the character of the area.

The economic benefits of the proposal to the City will outweigh the loss of two dwellings, given the healthy housing land supply situation.

The proposals accord with the Council's specific Development Control criteria, which acknowledges the need for the accommodation and provides a Development Plan presumption in favour of the application, for which there are no over-riding reasons to the contrary.

Permission should therefore be granted for the retention of the use within the C1 class.