MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	141678/FO/2024
Date registered valid:	4 May 2025
Proposal:	Conversion of dwellinghouse into 6 bedroom House in Multiple Occupation (C4) together with the erection of a single storey rear extension and installation of rear dormer.
Address:	123 Sale Road, Manchester, M23 0LA
Ward(s):	Northenden Ward
Applicant:	Mrs N Singh
Agent (if any):	Mr David Huxley, Platinum Architecture
Case officer:	Katie Raw Tel: 0161 234 4164 Email: katie.raw@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	**24 June 2025**

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 29 May 2025

Standard consultations:
Printed: 13 May 2025 Expired: 4 June 2025

Neighbour notifications
Printed: 13 May 2025 Expired: 4 June 2025

Site notice
No site notice has been produced

Press advert
No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

The application site relates to 123 Sale Road within the south Manchester ward of Northenden. The application site relates to a mid-terraced, two storey dwellinghouse characterised by a cream rendered building and a front porch constructed of red brick and UPVC fenestration. Amenity space to the front of the property relates to an off street concrete driveway. Amenity space to the rear is possible through a shared ginnel and relates to a paved rear garden, with a white brick outbuilding sited against the rear boundary of the site.

Description of area

The surrounding area is residential, with some commercial uses. This includes the commercial uses to the east of the site which comprises of two parades of shops- one to the north of Sale Road and one to the south. Opposite the applicant site sits a SEND school facility.

A residential estate sits to the south of the site, accessed from Newhall Drive and consists of properties of a similar age/ appearance to that of the applicant site.

Description of development

The current planning application seeks consent for the conversion of dwellinghouse into 6 bedroom House in Multiple Occupation (C4) together with the erection of a single storey rear extension and installation of rear dormer.

The existing floor plans show the ground floor is used for living accommodation and the first floor offers 3no. bedrooms and 1no. bathroom.

As a result of the proposal, 2no. bedrooms with en-suites would be created on the ground floor, and communal living accommodation would be sited in the newly erected extension. The first floor would accommodate two additional bedrooms and en-suites, and the newly installed dormer would accommodate 2no. further bedrooms and 1no. shared bathroom.

The single storey rear extension would have approximate dimensions of Height: 3.8 x Length: 5.9 x Width: 5.8 metres.

The proposed rear roof dormer would expand the width of the host dwelling and would have approximate dimensions of Height: 2.3 x Length: 6.8 x Width: 3.7 metres.

The extension and dormer would involve openings within the ground floor and two windows within the proposed rear roof dormer.

Submitted Information

The proposed elevations show the insertion of two windows within the rear elevation of the rear extension. The proposed floor plans show the insertion of a door with associated windows in the rear elevation. The proposed ground floor plan shows the insertion of a window within the ground floor bedroom 2 facing onto the passageway between no.125 Sale Road and the applicant site. No such window is reflected within the proposed elevations.

During the course of validating the application, the agent confirmed the existing use is a 3 bed family dwellinghouse. However, the submitted design & access statement refers to the existing use as a 3 bedroom HMO. Given the submitted application form was received after the submitted D&A, the application is determined on the basis of a 3 bedroom family dwellinghouse. However, the information contained within the D&A is outdated.

Negotiations during the Course of the Application

The agent was advised the application could not be supported.

The agent was asked to provide an accurate D&A statement however no response was received from the agent by the outlined timescales.

Planning History

141201/PDE/2024- Prior notification of proposed larger home extension projecting 5.85m to the rear, with a maximum height of 3.65m and a height at eaves of 2.15m.
Conditional approved extension - GPD 08.11.2024.

Consultations & Notification Responses

Local Residents

Local residents were consulted and no responses were received.

Highway Services

Highway Services reviewed the proposal and provided the following comments:
The proposed single storey rear extension extends only within the red-line boundary of the site and as such, does not impinge upon the adopted highway.

The property will be converted from a 3-bedroom dwelling to a 6-bedroom HMO. In comparison to the former use, the level of trips generated is not anticipated to be dissimilar.

It is noted Sale Road has existing on-street parking in place due to a number of existing dwellings and the location of local amenities.

The site is well accessed by sustainable modes. Regular bus services and Metrolink services are available within walking distance of the site.

The site has 4 existing parking spaces, and these will be retained as part of the development.

The Design and Access Statement notes that a secure cycle store will be provided. It should be ensured that a minimum of 4 cycle parking spaces are in place.

A refuse store is noted in the rear of the site. Kerbside collection is noted from Sale Road as per the existing arrangements. This arrangement is considered acceptable in principle.

Environmental Health

Environmental Health were consulted on the application and raised concerns regarding the waste provision / storage. Environmental Health requested clarity on the location for the storage of bins and requested further information on the number of bins they will be providing for waste and recycling.

As such, Environmental Health requested a waste management condition be attached to any approval granted.

Issues

POLICY

The National Planning Policy Framework (NPPF) (December 2024)

The document sets out the Government's Planning Policies for England and how these are expected to be applied. At the heart of the Framework is a presumption in favour of sustainable development in terms, "For plan-making" and "For decision-taking", (paragraph 11).

Paragraph 8 - Achieving sustainable development means that the planning system has three 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):

a) an economic objective;
b) a social objective; and,
c) an environmental objective.

The following specific policies are considered to be particularly relevant to the proposed development:
Chapter 5. Delivering a sufficient supply of homes
Chapter 8. Promoting healthy and safe communities
Chapter 9. Promoting sustainable transport
Chapter 12. Achieving well-designed places

The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. Updated March 2024 following adoption of Places for Everyone Joint Development Plan

The Core Strategy is the key document in Manchester's Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. Of relevance are:

Of relevance are:
Policy SP1 (Spatial Principles) (last bullet point of the policy removed following the adoption of the Places for Everyone Joint Development Plan).
Policy EN1 (Design Principles and Strategic Character Areas)
Policy EN 16 (Air Quality) (part of policy replaced by PfE policy JP-S5)
Policy EN19 (Waste)
Policy H1 (Overall Housing Provision) (part of policy replaced by PfE policy JP-H1)
Policy H7 (Wythenshawe)
Policy T1 (Sustainable Transport) (part of policy replaced by PfE policy JP-C1)
Policy DM1 (Development Management)
Policy H11 (Houses in Multiple Occupation).

Unitary Development Plan Saved Policies

Large elements of the UDP have been superseded by the Core Strategy. The following saved policies are of relevance in the consideration of this application:

DC26.1 The council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the city. In giving effect to this intention, the council will consider both
(a) the effect of the new development proposals which are likely to be generators of noise and
(b) the implications of new development being exposed to exiting noise sources which are effectively outside planning control.

Places for Everyone (2022-2039)

Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024. The Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given full weight in the

planning balance.
The policies of relevance are:
i.JP- S1- Sustainable development

ISSUES

Principle of Development

Section 38(6) Planning and Compulsory Purchase Act 2004 requires that decisions are to be made in accordance with the development plan, unless material considerations indicate otherwise.

The NPPF at paragraphs 2 and 47 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an up-to-date development plan, permission should not normally be granted.

The current application seeks consent for the conversion of dwellinghouse into 6 bedroom House in Multiple Occupation (C4) together with the erection of a single storey rear extension and installation of rear dormer.

Given the rear extension has previously received consent for a very similar development under planning ref: 141201/PDE/2024, it is considered this consent can be implemented as per the approved drawings. The proposed rear roof dormer, if it was for a single family dwellinghouse would not be considered to give rise to any concern raised in relation to design or adverse amenity implications, and it is considered such rear roof dormer could be permissible through permitted development. As such, these two elements, in isolation, could be considered acceptable in principle.

The principle of the proposed conversion of dwellinghouse into 6 bedroom House in Multiple Occupation (C4) is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

The associated level of occupancy arising from the existing property and additional space to be created from the proposed rear extension and rear roof dormer would result in an over intensive use of the property and would lead to problems associated with increased levels of activity formed by people with different lifestyles and patterns of behaviour, increased noise, disturbance, and car parking requirements.

Houses in multiple occupancy also often lead to transient occupancy, whereby occupants have little vested interest in the area and can in part, alter the character of an area as a neighbourhood of choice.

HMOs tend to attract people who will live in the property for a comparatively short period of time and consequently they do not have the same interest in the well-being of an area as those who are less transient such as a family. It is believed that this cyclical change in occupiers can have a negative impact upon both residential amenity, often due to poor or no management and a general lack of civic pride. As such, the cumulative effects of HMOs can have an adverse impact upon the character and appearance of an area.

Further, given the existing use of the property has been specified as a family dwellinghouse, such application would result in the loss of a family dwellinghouse. Such loss of a family sized

dwellinghouse which would reduce the standard and availability of such housing in the area, undermining the provisions of policies H7, H11 and SP1 of the Manchester Core Strategy, which seek to provide an appropriate mix and balance of housing provision in the locality, in order to maintain a sustainable neighbourhood and cohesive housing market.

In regard to the information submitted, inaccuracies have been identified during the course of the application. These will be discussed later in the report.

Considering the above, the proposal is considered to conflict with policies DM1, SP1, H7 and H11 of the Manchester Core Strategy and guidance within the National Planning Policy Framework (NPPF). There are no material considerations to indicate otherwise.

Inaccurate Information

The Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended) provides general requirements for the submission of planning applications and states that “an application for planning must….be accompanied by…. 7(1c)(ii) any other plans, drawings and information necessary to describe the development which is the subject of the application”. With this in mind, it is considered that the information submitted under this application fails to meet the requirements set out in this Order on account of the inaccuracies and discrepancies which exist amongst the submitted drawings and documents:

The proposed elevations show the insertion of two windows within the rear elevation of the rear extension. The proposed floor plans show the insertion of a door with associated windows in the rear elevation. The proposed ground floor plan show the insertion of a window within the ground floor bedroom 2 facing onto the passageway between no.125 Sale Road and the applicant site. No such window is reflected within the proposed elevations. The assessment of bedroom 2 has been made on both circumstances.

The D&A states the existing use of the property is a 3 bed HMO. However, the application form was amended during the validation process to state the existing use of the property is a family dwellinghouse. As such, the information contained within the D&A is outdated.

Therefore, given the quality and accuracy of the submitted information, and the uncertainty of how the proposal may affect the amenities of neighbouring residents, the City Council is unable to support this application, as it conflicts with the principles set out under the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended).

Impact on Residential Amenity

The proposed rear extension and rear roof dormer has been assessed in isolation and is not considered to give rise to any adverse amenity implications on the basis of overlooking, overbearing or giving rise to any loss of light/ overshadowing implications. It is noted the rear extension would match the same footprint as the recently approved 141201/PDE/2024 application whereby no neighbour concerns were raised.

As such, concern in relation to residential amenity relates to the conversion of dwellinghouse into 6 bedroom House in Multiple Occupation (C4).

The additional space for the 6no. residents would be available from the ground floor extension and rear roof dormer. As a result of the proposal, 2no. bedrooms with en-suites would be

created on the ground floor, and communal living accommodation would be sited in the newly erected extension. The first floor would accommodate two additional bedrooms and en-suites, and the newly installed dormer would accommodate 2no. further bedrooms and a bathroom.

Policies DM1 and SP1 of the Core Strategy indicate that consideration should be given to the effects of development upon the amenity, living conditions and the well-being of residents. Paragraph 135(f) of the NPPF also states that planning decisions should ensure that developments create places with a high standard of amenity for existing and future users.
In this case, the Council has concerns in relation to the over-intensive use of 123 Sale Road, as a result of the increase in occupancy.

Whilst the City Council has no control over who can occupy a property, it can help prevent properties from being over intensively used, by restricting the number of unrelated occupants. HMO accommodation can often cause problems in residential neighbourhoods, due to the levels of activity associated with unrelated people living together, as opposed to traditional family occupancy, which normally involves the manifestation of different patterns of behaviour and less frequent levels of activity.

A collective group of individuals with different lifestyles and different patterns of behaviour can result in frequent comings and goings, with associated noise and disturbance. This in turn can have an adverse impact upon the living conditions of neighbouring residential occupiers, to the detriment of their amenity. The principal effects include, noise nuisance, negative impacts upon the physical environment and streetscape due to inadequate management of refuse storage and pressure upon local parking provision.

During the course of the application, Environmental Health raised concerns with the proposed bin storage/ provision. Environmental Health requested clarity on the location for the storage of bins and requested further information on the number of bins they will be providing for waste and recycling. However, it is noted that such information could be secured by use of a waste management condition and so would not warrant a refusal in its own right.

It is noted that Highway Services did not raise parking or highway capacity.

Concern is raised with regards to additional residents and the associated activity and coming and goings that would be associated would add to and further detract from the amenity of residents in the wider area.

This proposal would result in 6no. residents and would result in an increased number of comings and goings compared to the existing use. However, it is also the frequency and time when these comings and goings arise given that the HMO would be occupied by unrelated individuals leading different lifestyles, which can bring about frequent comings and goings at various times of day and associated noise and disturbance.

Further, inaccuracies with the submitted plans give rise to potential concern in relation to access to light and a high quality of accommodation. Bedroom 2 on the proposed floor plans show the insertion of a window within the side elevation of the host property, which would look onto the shared ginnel with no.125 Sale Road. However, this window is omitted from the proposed elevational drawings.

If no window is to be inserted for bedroom 2 this would result in a bedroom with no natural light or ventilation. This would result in a dark and poorly ventilated room, which would not create a substantial living environment for the proposed resident. As such, this would result in a cramped feel and lead to a poor level of accommodation, contrary to Policy DM1 of the Core Strategy.

If the window is to be positioned as per the proposed floor plan, then the window would face into the shared passageway with no.125 Sale Road. Whilst the insertion of a window in this location would offer some ventilation, the passageway would offer little light into the room and would not be considered adequate to provide sufficient light into bedroom 2. Further, as the passageway would be used by the residents of the proposed HMO in addition to the neighbouring property, there is an opportunity for overlooking into bedroom 2 which would result in adverse privacy implications. Whilst the window could be obscure glazed, this would not offer adequate light into the room due to the placement of the window.

On balance it is considered that the proposed development wholly conflicts with policy H11 and DM1 of the Core Strategy, and UDP policy 26.

Loss of a Family Dwellinghouse

Policy H7 of the Core Strategy set out requirements for new housing development in Wythenshawe. The Housing Needs Assessment 2007 showed that Wythenshawe has a predominance of family housing. Despite this, the Housing Need and Demand study (2010) has identified a shortage of family housing in addition to that for single people and first-time buyers. This policy involves a better use of the existing housing stock, resulting in releasing the existing housing provision for families.

The justification text for this policy promotes the need to encourage a mixed and diverse community by retaining or attracting economically active households. There is huge demand across the city for larger homes, demonstrated by the waiting list for social housing, highlighting that demand significantly outstrips supply.

The Manchester Move website provides advice on available properties in Manchester and is used by the City Council's Housing and Residential Growth service as a data source, reflecting the Manchester Housing Register. The latest figures extracted from the website shows an extremely high demand for social housing in Manchester with over 15,000 live applications on the Manchester Housing Register.

The table below highlights the number of households on the Manchester Housing Register, by their band and the size of property applicants need. For example, without internal modifications to the floorplan, the application property was originally built as a 3-bedroom property. Figures show that for this type of property 3,630 applicants were waiting for a 3-bedroom property on 1 March 2025.

Bedroom Need	Band 1	Band 2	Band 3	Band 4	Band 5	Total
1	581	2780	144	3863	129	7497
2	217	3020	62	1902	23	5224
3	88	1679	924	923	16	3630
4	147	748	256	101	3	1255
5	45	141	8	5	1	200
6	18	9	0	1	0	28
7	1	1	0	0	0	2
Total	1097	8378	1394	6795	172	17836

Extract taken from Manchester Move website

Figure 1, Breakdown of Manchester Move waiting list

The application property is therefore a dwellinghouse suitable for a family and the proposal in this case would see the loss of such.

Whilst these figures are based on the supply of social housing, there is inevitably an intrinsic relationship between the availability of family homes for sale or rent in the private sector, and the demand for housing.

An important policy objective of the City Council is to improve the quality of housing stock in the city and to deliver a more sustainable housing market. This can be achieved by increasing the amount of family housing stock on offer and by providing for choice though a range of accommodation. This would allow for more balanced and cohesive neighbourhoods that provide for stronger and safer communities. The loss of a further family house in this area would conflict with this aspiration, undermine the policy objectives for the area and increase the threat of existing families being driven out of the area, or from being attracted to the area, due to a shortage of appropriate accommodation. Whilst the effect of the loss of a single home on the overall mix and balance of housing in the area would be limited, it would nevertheless contribute to the short fall.

Policy H11 of the Core Strategy is concerned specifically with changes of use to houses in multiple occupancy. The policy sets out different approaches for different parts of the city, depending on the extent to which HMOs are already concentrated and seeks to manage changes of use from C3 dwellinghouses to houses in multiple occupation (HMOs).

The policy above will prevent further loss of Class C3 dwelling houses, which generally provide accommodation for families, to Class C4 HMOs, thus preventing further harm to residential amenity.

Review of the MCC Private Sector Housing register of the Licensed Private Rented Accommodation shows the site of 123 Sale Road has no history and the surrounding area has a low prevalence of HMO accommodation (see Figure 2 for details). The red dot on the map (over the words ‘Northenden Moor’) relates to the applicant site. The record closest to the applicant site (sited to the east) relates to a specialised care facility. As such, this map shows the prominence of family dwellinghouses and how a conversion to a HMO would undermine the existing character of the area. Planning searches of the immediate area show no HMOs have been approved or applied recently.

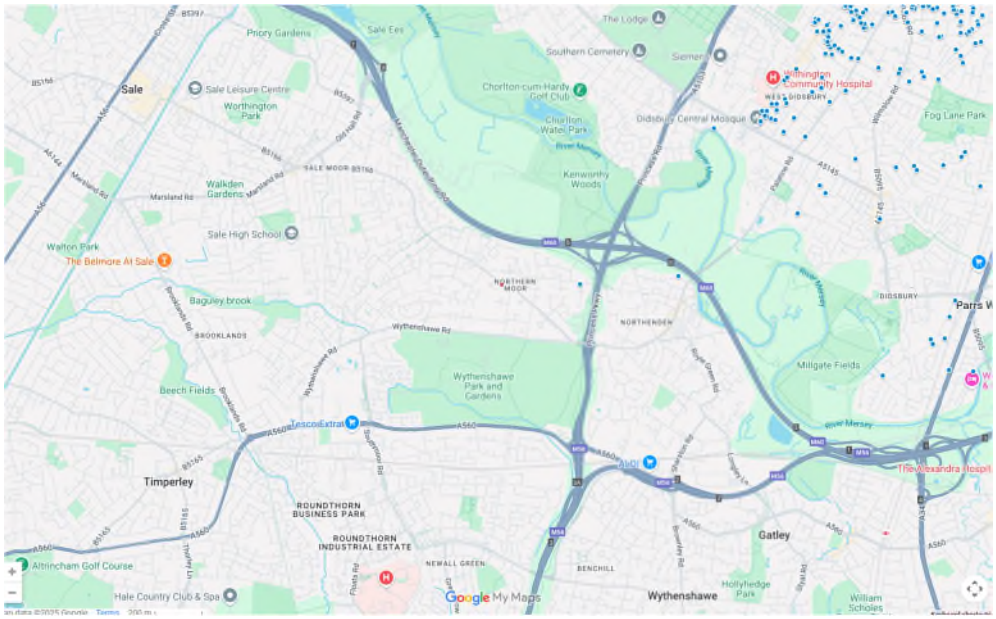

Figure 2, Licensed Private Rented Accommodation. Applicant site identified by red dot over 'Northenden Moor'

The proposed change of use therefore results in the loss of a family dwellinghouse, eroding the balance of housing provision in the locality and conflicts with the development plan when considered as a whole with respect to delivering a sufficient supply of homes. It is not therefore believed there are any other considerations, either individually or in combination that outweigh the harm and associated development plan conflict.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a

decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Refuse

Article 35 Declaration

Officers have worked with the applicant in a proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers have communicated their concerns about this proposal to the agent during the course of the planning application, but these concerns have not been overcome. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1) Several errors have been identified within the submitted drawings. The proposed elevations show the insertion of two windows within the rear elevation of the rear extension. The proposed floor plans show the insertion of a set of patio doors with associated windows in the rear elevation. The proposed ground floor plan shows the insertion of a window within the ground floor bedroom 2 facing onto the passageway between no.125 Sale Road and the applicant site. No such window is reflected within the proposed elevations. The information contained within the D&A is outdated in relation to the existing use of the property. Therefore, given the quality and accuracy of the submitted information, and the uncertainty of how the proposal may affect the amenities of neighbouring residents, the City Council is unable to support this application, as it conflicts with the principles set out under the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), policies SP1 and DM1 of the Manchester Core Strategy and saved policy DC1 of the Unitary Development Plan for the City of Manchester.

2) The proposed conversion of dwellinghouse into 6 bedroom House in Multiple Occupation (C4) together with the erection of a single storey rear extension and installation of rear dormer, would result in an over intensive use of the host property. The consequential increase in the levels of activity, noise and disturbance would have a harmful impact upon the amenity of neighbouring residential occupiers, which would have a detrimental impact on the sustainability and character of the area. The access to light and ventilation would result in adverse amenity implications to the habitant of bedroom 2, which would be to the detriment of the proposed residents' enjoyment to such habitable space. The proposal would therefore be contrary to the provisions of policies SP1, H7, H11 and DM1 of the Core Strategy of the Local Development Framework and, UDP policy DC26.

3) The proposed change of use would result in the loss of a family sized dwellinghouse which would reduce the standard and availability of such housing in the area, undermining the provisions of policies H7, H11 and SP1 of the Manchester Core Strategy, which seek to provide an appropriate mix and balance of housing provision in the locality, in order to maintain a sustainable neighbourhood and cohesive housing market.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

121 Sale Road, Manchester, M23 0LA
Flat A, 128 Sale Road, Manchester, M23 0BX
130 Sale Road, Manchester, M23 0BX
Post Office, 128 Sale Road, Manchester, M23 0BX
126B Sale Road, Manchester, M23 0BX
Flat B, 128 Sale Road, Manchester, M23 0BX
Flat C, 128 Sale Road, Manchester, M23 0BX
126A Sale Road, Manchester, M23 0BX
19 Newhall Drive, Manchester, M23 0LB
17 Newhall Drive, Manchester, M23 0LB
125 Sale Road, Manchester, M23 0LA
126 Sale Road, Manchester, M23 0BX

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: SOUTH AREA