MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	143121/FO/2025
Date registered valid:	4 June 2025
Proposal:	Conversion of an existing dwellinghouse (Class C3) to a 6 bed HMO (Class C4), and alterations to the fenestration.
Address:	148 Slade Lane, Manchester, M19 2AQ
Ward(s):	Rusholme Ward
Applicant:	Mariam Radi
Agent (if any):	Miss Rebecca Parnell, Freedom Homes Architects
Case officer:	Steven McCoombe Tel: 0161 234 4607 Email: steven.mccoombe@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	17 July 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 4 July 2025

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

Neighbour notifications
Printed: 13 June 2025 Expired: 4 July 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

The application site relates to a large, two-storey, 3 bedroom dwellinghouse (Class C3) situated at the corner of Slade Lane and Lindsay Avenue.

The bay fronted property includes front, side and rear gardens that wrap around the property and is enclosed by combination of brick wall with hedgerow above.



View of application site from Slade Lane



View of application site from Lindsay Avenue

To the rear is a large single storey outbuilding, the use of which is unknown. A vehicular access enclosed by double gates serves Lindsay Avenue

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The immediate area is predominantly residential in character, largely comprising family dwellinghouses and purpose-built flat development ranging from 2-3 storeys in scale.

Description of development

Planning permission is sought for a change of use from a dwellinghouse (Class C3) to a 6-bedroom house in multiple occupation (Class C4).

The proposed accommodation comprises 2 bedrooms, a study and kitchen diner to the ground floor and 4 further bedrooms plus a snug and bathroom/WCs to the first floor.

In addition, a new first floor window is proposed to the side elevation to facilitate natural light to a bedroom.

Consultations & Notification Responses

Local Residents/Occupiers – 4 representations have been received from neighbouring occupiers objecting to the proposal. Comments are summarised below:

-There is already a HMO in this vicinity and it is feared that this application would further exacerbate issues related to noise, litter, and anti-social behaviour in the area.

-Increased population density would put additional pressure on local amenities, such as parks, shops, schools, dentist and the doctor's surgery where it is already difficult to get appointments.

-The development would lead to increased traffic and parking issues, causing inconvenience to existing residents whose driveways are already blocked due to patients at the dentist at 160 Slade Lane.

-The proposal would exacerbate parking and traffic problems in the area.
Environmental Health – If approved, conditions are requested in relation to acoustic insulation, construction hours and waste management.

Greater Manchester Police (Design for Security) – Various security measures are advised including the illumination of external areas, access controls, a secure mail system, cycle storage and any external alterations being completed to 'Secured by Design' standards.

Highway Services – The following principal points are made:

-In comparison to the former use, the level of trips generated is not anticipated to be dissimilar.

-There is no on-site car parking associated with the development. It is noted that the property could accommodate 6 residents and therefore the limited car parking could contribute to the level of vehicles parked on-street.

-100% cycle parking provision should be in place.

-Waste management arrangements are acceptable.

Planning History

119564/FO/2018

Garage conversion to form self-contained dwelling with associated extensions and elevational alterations. *Refused 22 May 2018.*

118754/FO/2018

Conversion of detached garage to form 2no. bedsits and associated extensions and elevational alterations. *Refused 5 March 2018.*

037501

Construction of a garage rear of dwellinghouse. *Approved 23 November 1990.*

Policy

Local Development Framework

The Development Plan consists of:

- The Manchester Core Strategy (2012);

- Saved policies of the Unitary Development Plan for the City of Manchester (1995); and

- Places for Everyone Joint Development Plan.

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local

Development Framework. The Core Strategy 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.

A number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Core Strategy policies

Policy SP1 (Spatial Principle) - refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) - states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

Policy H5 (Central Manchester) - North Manchester, over the lifetime of the Core Strategy, will accommodate around 14% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained.

Policy H11 (Houses in Multiple Occupation) - states that changes of use from a C3 dwelling house to a C4 HMO will not be permitted where there is a high concentration of residential properties within a short distance of the application site falling within one or more of the following categories:

- Exempt from paying Council tax because they are entirely occupied by full time students.
- Recorded on Private Sector Housing's database as a licensed HMO.
- Any other property which can be demonstrated to fall within the C4 or sui generis HMO use class.

In cases where the concentration of such properties is significant but less high, the Council will examine property type and resident mix in more detail when considering an application for a change of use.

In parts of Manchester which do not have a high concentration of HMO/student housing but where the lack of family housing has threatened the sustainability of the community to the extent that regeneration activity with the specific intention of increasing the amount of family housing has taken place, there will be a presumption against changes of use which would result in the loss of a dwelling which is suitable for a family. Changes to alternative uses, including C4 and HMOs with more than six occupants, will only be acceptable where it can be demonstrated that there is no reasonable demand for the existing use.

All proposals for change of use of existing properties into houses in multiple occupation, and all proposals for conversion of existing properties into flats (which might not necessarily fall within Class C4), would be permitted only where the accommodation to be provided is of a high standard and where it will not materially harm the character of the area, having particular regard to the criteria in policy DM1.

Place for Everyone (Joint Development Plan) - The Places for Everyone Plan is a strategic plan for nine of the 10 boroughs in Greater Manchester and forms part of the city's development plan.

No policies are considered directly applicable in this instance.

National Planning Policy Framework

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

Section 4 provides guidance on the decision-making process and mirrors legislation in stating that planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Section 5 refers to the need to deliver a sufficient supply of homes and states that strategic policies should be informed by a local need assessment and the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.

Issues

Permitted Development Rights

Ordinarily the change of use from Class C3 to Class C4 would constitute permitted development in accordance with the Town and Country Planning (General Permitted Development) Order 2020 (as amended).

Due to concerns regarding an oversupply of such accommodation and the impact that such accommodation was having on the character of areas throughout the city, as well as upon residential amenity, the City Council introduced an Article 4 GPDO Direction to remove permitted development rights for changes use from C3 to C4. The Direction was adopted on 11th October 2011.

Principle

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.

In the case of this application, the principle of the proposed change of use is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

It is considered that the proposed change of use to a house in multiple occupation (Class C4) would result in the loss of family sized accommodation, in an area where it is desirable to retain such properties, so to contribute to the Council's housing supply.

It is further maintained that the proposal would facilitate an over intensive use of the property and lead to problems associated with increased levels of activity formed by people with different lifestyles and patterns of behaviour, increased noise, disturbance, waste storage demands and car parking requirements.

On this basis, the proposal in considered to conflict with saved policy DC1 of the Unitary Development Plan for the City of Manchester, policies H5, H11, DM1 and SP1 of the Manchester Core Strategy, The Guide to Development in Manchester (SPD) and the National Planning Policy Framework (NPPF). There are no material considerations to indicate otherwise.

The principal issues of concern are outlined further below.

Housing Balance and the loss of family accommodation

Policy H5 of the Core Strategy set out requirements for new housing development in Central Manchester, giving priority to family housing and other high value quality development. This reflects the findings of the Housing Need and Demand Assessment 2010 which identifies a need for larger family housing. Whilst this study is now some years old, the demand for larger family accommodation is still evident.

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 3,939 applicants were waiting for a 3-bedroom property on 17 July 2025. The application property is therefore a dwellinghouse suitable for a family and the proposal in this case would see the loss of such.

Bedroom Need	Band 1	Band 2	Band 3	Band 4	Band 5	Total
1	625	2828	323	4820	167	8763
2	187	3243	74	2157	18	5679
3	69	1813	957	1084	16	3939
4	147	802	279	118	4	1350
5	39	157	11	7	0	214
6	14	11	0	2	0	27
7	4	0	0	0	0	4
Total	1085	8854	1644	8188	205	19976

Extract taken from Manchester Move website

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).

Whilst the immediate area in which the site is located does not have a high concentration of HMOs, the policy states that in parts of Manchester which do not have a high concentration of HMO/student housing, but where the lack of family housing has threatened the sustainability of the community to the extent that regeneration activity with the specific intention of increasing the amount of family housing has taken place, there will be a presumption against changes of use which would result in the loss of a dwelling which is suitable for a family.

The proposed change of use therefore results in the loss of a family dwellinghouse, further 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.

Residential Amenity

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

The Council have concerns in relation to the over-intensive use of the property as a consequence of 6 unrelated people living together.

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 occupants and the creation of certain types of accommodation.

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 and 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, lack of civic pride and pressure upon local parking provision.

In this case, the lack of off-road car parking provision forms a particularly harmful factor, due to the shortfall in off-road parking provision.

Notwithstanding the relatively accessible location of the property, car ownership by prospective occupants cannot be precluded.

Policy DM1 in particular states, that for all development, regard should be made to parking provision.

The increased occupancy of the property would undoubtedly lead to increased competition for on-street parking spaces along highway, which is restricted by a pedestrian crossing immediately to the front of the property along Slade Lane.

The proposed use could quite feasibly generate demand for 6 car spaces. This in turn would cause increased competition for on-street parking spaces in the immediate area due to the lack of parking associated with neighbouring properties.

It is therefore believed that the lack of off-road car parking provision, coupled with the increase in the levels of activity and associated noise and disturbance would have a harmful impact upon neighbouring occupiers due to increased competition for on-street spaces and the impact to living conditions. On this basis, the proposal is considered unacceptable.

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 communicated their concerns about this proposal to the applicant during the course of the planning application. 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) 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 H5, 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 maintain a sustainable neighbourhood and cohesive housing market.

2) The proposed use would result in an over intensive use of the property. The consequential increase in the levels of activity, noise, disturbance levels, waste generation and demand for parking, would have a detrimental impact upon the amenity of neighbouring residential occupiers, contrary to policies H11, DM1 and SP1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Greater Manchester Police

11 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
12 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
13 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
14 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
15 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
16 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
17 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
18 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
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21 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
22 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
23 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
24 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
25 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
26 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
27 Harper House, 151 - 157 Slade Lane, Manchester, M19 2AF
5 Lindsay Avenue, Manchester, M19 2AR
Flat 6, Willow Court, 19 - 21 Park Avenue, Manchester, M19 2EE
Flat 4, 19 Park Avenue, Manchester, M19 2EE
Flat 9, Erne Court, 2 Lindsay Avenue, Manchester, M19 2AQ
Flat 2, Erne Court, 146 Slade Lane, Manchester, M19 2AQ
32 Park Avenue, Manchester, M19 2EE
Flat 3, 19 Park Avenue, Manchester, M19 2EE
Flat 10, Erne Court, 2 Lindsay Avenue, Manchester, M19 2AQ
Flat 3, Willow Court, 21 Park Avenue, Manchester, M19 2EE
Willow Court, 21 Park Avenue, Manchester, M19 2EE
Erne Court, 146 Slade Lane, Manchester, M19 2AQ
30 Park Avenue, Manchester, M19 2EE
Willow Court, 19 - 21 Park Avenue, Manchester, M19 2EE
26 Park Avenue, Manchester, M19 2EE
24 Park Avenue, Manchester, M19 2EE
Flat 3, Erne Court, 146 Slade Lane, Manchester, M19 2AQ
Flat 1, Erne Court, 146 Slade Lane, Manchester, M19 2AQ
4 Lytham Road, Manchester, M19 2AS
Flat 5, Willow Court, 19 - 21 Park Avenue, Manchester, M19 2EE
Flat 2, 19 Park Avenue, Manchester, M19 2EE
Flat 1, 19 Park Avenue, Manchester, M19 2EE
Flat 8, Erne Court, 2 Lindsay Avenue, Manchester, M19 2AQ
1 Lindsay Avenue, Manchester, M19 2AR
Westpoint Dental Centre, 160 Slade Lane, Manchester, M19 2AQ
152 Slade Lane, Manchester, M19 2AQ
144 Slade Lane, Manchester, M19 2AQ
Flat 7, Erne Court, 2 Lindsay Avenue, Manchester, M19 2AQ
Flat 6, Erne Court, 146 Slade Lane, Manchester, M19 2AQ
Flat 5, Erne Court, 146 Slade Lane, Manchester, M19 2AQ
Flat 4, Erne Court, 146 Slade Lane, Manchester, M19 2AQ
4 Lindsay Avenue, Manchester, M19 2AG

Flat 1, Willow Court, 21 Park Avenue, Manchester, M19 2EE
Flat 2, Willow Court, 21 Park Avenue, Manchester, M19 2EE
Flat 4, Willow Court, 21 Park Avenue, Manchester, M19 2EE
28 Park Avenue, Manchester, M19 2EE
3 Lindsay Avenue, Manchester, M19 2AR
2 Lytham Road, Manchester, M19 2AS
158 Slade Lane, Manchester, M19 2AQ
156 Slade Lane, Manchester, M19 2AQ
154 Slade Lane, Manchester, M19 2AQ
150 Slade Lane, Manchester, M19 2AQ
142 Slade Lane, Manchester, M19 2AQ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Surface Coal Resources - Name: Coal bearing strata at surface
Area Team Boundary - Name: SOUTH AREA