

Planning

Growth & Development

Delegated officer report for planning application

Application no. 142672/FO/2025

Date registered valid: 3 July 2025

Proposal: Conversion of dwellinghouse (Class C3) to 7-bedroom house in multiple occupation (sui generis), together with the erection of a side and rear roof dormer

Address: 8 Langdale Road, Manchester, M14 5PP

Ward(s): Rusholme Ward

Applicant: Mr Samar Karim

Agent (if any): Mr Hassen Karim

Case officer: Steven McCoombe
Tel: 0161 234 4607
Email: steven.mccoombe@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 13 August 2025

Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: 18 July 2025

Standard consultations:

Printed: 7 July 2025 Expired: 28 July 2025

Neighbour notifications

Printed: 7 July 2025 Expired: 28 July 2025

Site notice

Posted: 18 July 2025 Expired: 8 August 2025

Press advert

Published: 15 July 2025 Expired: 5 August 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application property relates to a three storey (including basement), mid terraced dwellinghouse incorporating a two-storey outrigger to the rear.



View of application property from opposite side of Langdale Road

The property incorporates front and rear yard areas, enclosed by brick walls. No off-road parking is provided.

Listed building: Not applicable

Conservation area: Yes

Tree Preservation Order: No

Description of area

The immediate area is largely residential in character, comprising mainly of two storey dwellinghouses of the Victorian era.

The property is also located within Victoria Park Conservation Area, characterised by its tree lined roads and large period properties.

Description of development

Planning permission is sought for the conversion of a 3-bedroom dwellinghouse (Class C3) to a 7-bedroom house in multiple occupation (sui generis), involving the erection of a side and rear roof dormer to facilitate further living accommodation in the roof space.

The proposed accommodation would result in the reconfiguration of the floorspace to provide two bedrooms to the ground floor, three bedrooms to the first floor and a further two bedrooms within the roof space as a result of the proposed roof dormer.

Consultations & Notification Responses

Local Residents/Occupiers – 6 representations objecting to the proposal have been received from neighbouring residential occupiers. Comments are summarised below.

-The proliferation of HMOs has transformed Langdale Road from a cohesive community into a transient rental zone

-The recent fire at No. 12 (an HMO) caused smoke damage to nearby homes and required emergency evacuation – a clear precedent of the risks posed by such developments.

-The proposed dormer breaks with local design precedent. No other middle-terrace homes on Langdale Road have rear dormers. The design lacks appropriate set-backs and clashes with the street's architectural rhythm.

-The internal layout accommodates 6-7 occupants across four floors – an intensive use unsuitable for a mid-terrace property.

-The proposed rear dormer would cause significant harm to the amenity of the neighbouring property by severely reducing natural light to neighbouring windows and would introduce direct lines of sight into the neighbouring bathroom windows, leading to an unreasonable loss of privacy.

-The drawings do not reflect the actual structure. The rear dormer is shown aligning with neighbouring properties when it does not.

-No other mid-terrace properties on Langdale Road have full-width rear dormers. The use of non-specified materials also raises concerns about visual harmony with the surrounding Victorian architecture.

-The application fails to specify building materials or finishes, preventing proper assessment of whether the development will be sympathetic to the Victorian character of the street.

-The proposal to convert a mid-terrace property into a 6- or 7-bedroom HMO spread over four floors constitutes significant overdevelopment. This level of occupancy places unsustainable pressure on shared infrastructure and is unsuitable for the housing typology.

-No space has been allocated for waste storage. This poses risks of littering and unsightly bin overflow.

-Turning the property into an HMO would disrupt the community character of Langdale Road. HMO tenants are often temporary and do not invest in the long-term wellbeing of the neighbourhood. This reduces community cohesion and increases the risk of neglect in communal spaces.

-This is a high-density commercial operation disguised as residential use, with inevitable strain on parking, waste, and noise.

-Parking pressure, exacerbated by high-occupancy properties, is already a daily challenge on this narrow road.

Local Ward Members – All 3 Ward Councillors object to the proposal on the basis that their ward is need of, good-sized family housing.

This area of the ward is considered to already be under pressure for from conversions to student HMOs, which create problems, for long-term residents, in terms of noise affecting neighbours and especially of poor waste management with vermin and bad odours (because of refuse bins not being correctly filled and remaining un-emptied for periods).

More recently, there are attempts to squeeze more tenants into buildings. This is often designed to cater for those who are working in the gig economy and only able to pay lower rents than many students, because of their limited regular earnings. Such premises give rise to additional problems for long-term family residents, with comings and goings at all hours.

There would also be an unacceptable loss of privacy for the immediate neighbour since the rear dormer is to one side of the roof-ridge running from front to back of the property, overlooking a bedroom and bathroom on the floor below next door.

Environmental Health – A condition is recommended in relation to construction hours.

Highway Services - The additional rooms are unlikely to generate any significant increase in vehicle trips.

Vehicle parking for the occupants of the existing three bedroomed dwelling is on-street only. For the future occupants of the HMO units, this would remain the same. However, instead of typically one family in the existing property, there will be potentially seven independent occupiers. As there is no on-site car parking associated with the proposed development, any increased vehicular demand will contribute to a slight increase in the level of vehicles parked on-street nearby.

No information is provided in relation to cycle parking. Secure and sheltered cycle storage should be provided at a minimum provision of one-per-unit if approved.

Planning History

No relevant planning history.

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 EN3 (Heritage) – states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

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.

The following policy of the UDP is considered relevant:

Policy DC18.1 (Conservation Areas) – relates to development proposals within conservation areas and seeks to preserve and enhance the character of its Conservation Areas by considering the relationship of new structures to neighbouring buildings and spaces, the effect of changes to existing buildings and the desirability of retaining existing features. Consent to demolish a building within a Conservation Area will be granted only where it can be shown that is beyond repair, incapable of beneficial use or where its replacement would benefit the appearance or character of the area.

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.

Other legislative requirements

-Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Issues

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 conversion is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

It is considered that the proposed conversion of a family dwellinghouse to a house in multiple occupation (sui generis) 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.

The property is also situated within an area containing a high concentration of HMOs and there is concern that any increase in the concentration of Houses in Multiple Occupation (HMO's) in the area would further alter the population mix, impacting on the facilities and services that can be supported, as well as affecting residential amenity and social cohesion. This in turn undermines the sustainability of the area.

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 is considered to conflict with 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.

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 Manchester Move website

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 13 August 2025 (time of report). 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.

A key policy aim of the City Council is to enhance the quality of the housing stock and promote a more sustainable housing market across the city. This goal can be supported by increasing the availability of family homes and offering a diverse range of housing options. Such measures would help create more balanced and inclusive neighbourhoods, fostering stronger and safer communities.

The loss of another family home in this area would run counter to these objectives, weakening the Council's strategic aims and potentially discouraging existing or prospective families from living in the area due to a lack of suitable housing. While the impact of losing a single dwelling may seem minor, it nonetheless contributes to the overall shortfall in family accommodation.

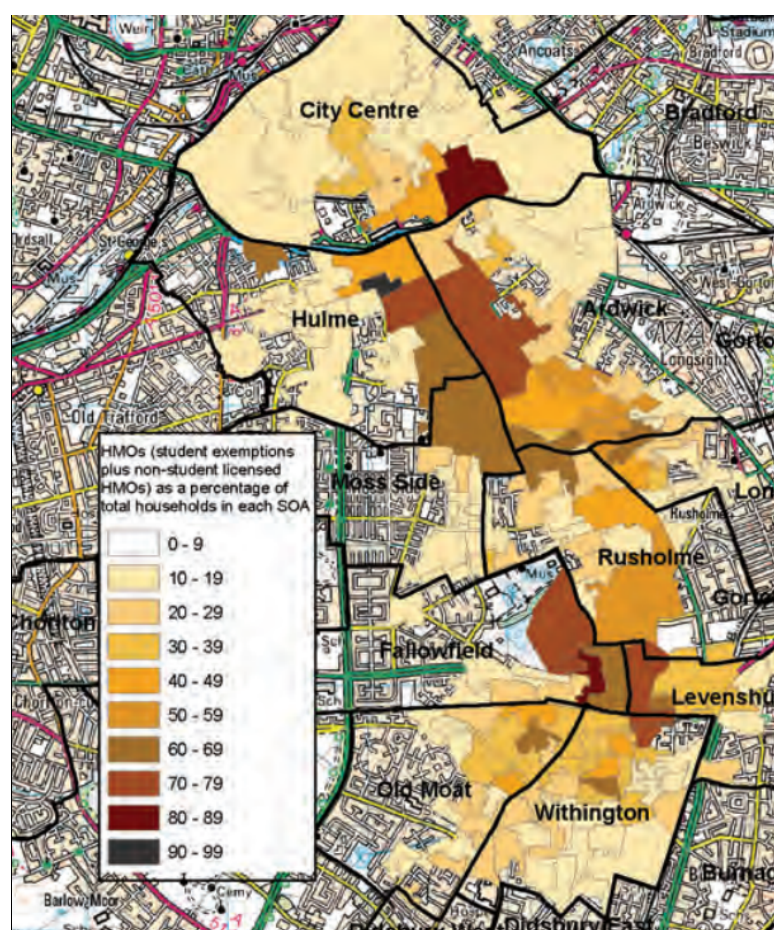
The proposed change of use would result in the removal of a family dwelling, further disrupting the housing mix in the locality. As such, the proposal is inconsistent with the development plan's overarching goal of ensuring an adequate supply of homes. There are no other material considerations, either individually or collectively, that are considered sufficient to outweigh the harm caused or the resulting conflict with the development plan.

Over Concentration of HMOs

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 states within the text that a change of use from a dwelling to a HMO will not be permitted where there is already a high concentration of properties nearby which are occupied by full time students, are recorded as licensed HMOs, or can be demonstrated to fall within a C4 or sui generis use class.

Figure 9.6 associated with Policy H11 the Core Strategy highlights areas in the city with high concentrations of HMOs and where concentrations of Council tax exempt student households combined with non-student licensed HMOs exceed 10% of total household based on 2010 data.

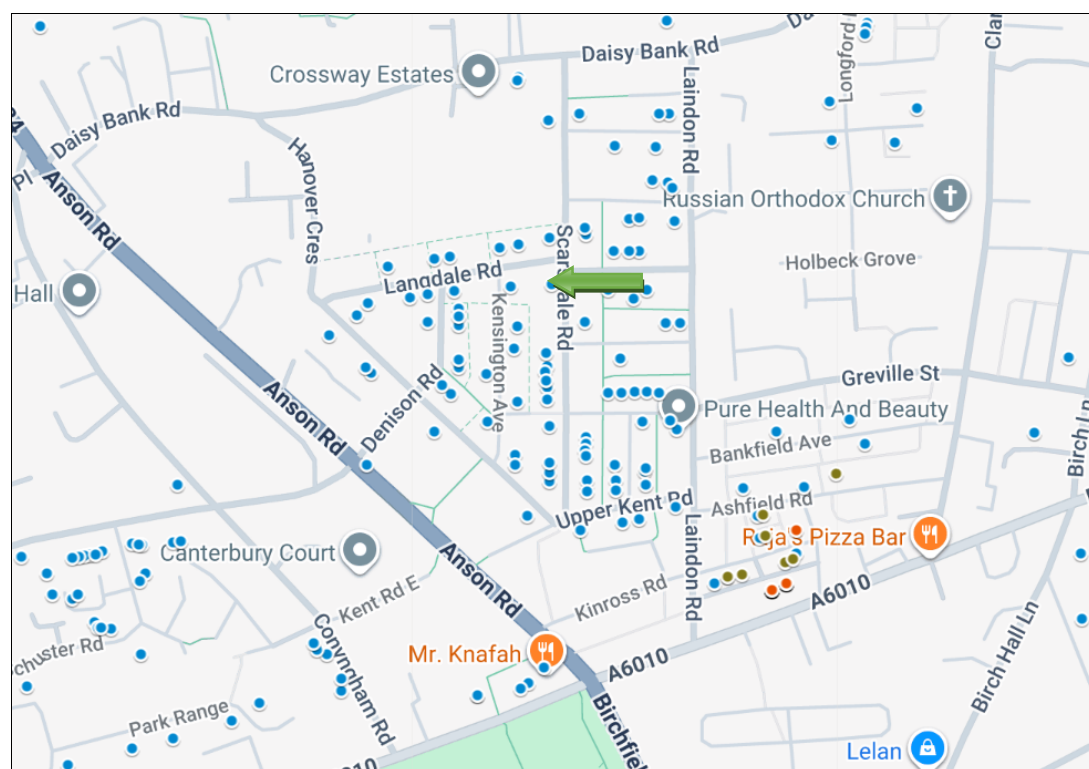


Extract from Policy H11 of the Manchester Core Strategy

It can be seen from the above extract that the application property is situated in an area where 40-49% of properties are Council tax exempt student households or non-student licensed HMOs.

Whilst the figures provided within the policy could now be considered out of date, figures obtained from the Council's Strategic Housing section during the course of this application, indicate that of 1 May 2025 there were 606 Council tax exempt households (student Council tax exemption) in the Rusholme ward – making up 10% of the total households in the ward. This figure therefore aligns with the policy H11 narrative.

Further, the plan below shows the number of registered HMOs in within the vicinity of the application site, depicted by the blue dots. The plan clearly indicates that the application site is within a area with a high concentration of HMO properties.



Green arrow indicates the location of the application site

In light of this, the City Council maintains that a clear threshold must be established beyond which no additional HMOs should be permitted in this area. The current proposal would exceed the threshold, further disrupting the balance of housing types and significantly undermining the vision of a sustainable neighbourhood. It would also contribute to the growing concentration of HMOs locally, skewing the housing mix and making the area less appealing to families and long-term residents due to a lack of suitable accommodation.

Given these concerns, the proposed development would result in the loss of a family home, further diminishing the diversity of housing provision in the area. The proposed change of use is therefore in conflict with the development plan. There are no other material considerations, either individually or collectively, that are considered sufficient to outweigh the harm caused or the resulting policy 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 7 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 no off-road parking provision.

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

Policy DM1 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 already experiences a high demand for spaces.

The proposed use has the potential to generate demand for up to seven car parking spaces. Given the limited availability of off-street parking in the surrounding area, this would likely intensify competition for on-street spaces, negatively affecting the amenity of nearby residents.

The absence of dedicated off-road parking, combined with increased activity and the associated noise and disturbance, is expected to have a detrimental impact on neighbouring occupiers. This would arise from heightened pressure on on-street parking and a decline in overall living conditions. For these reasons, the proposal is considered unacceptable.

Impact of Rear Roof Dormer

Concerns have been raised by neighbouring occupiers regarding the rear roof dormer and its impact upon both the character and appearance of the property and the potential for overlooking from the side windows.

Whilst these concerns are acknowledged, account should be taken of the fallback back position whereby if constructed in isolation, the proposed dormer by reason of its size, cubic capacity and position, is capable of being constructed under permitted, subject to the use of similar

external materials and the use of obscurely glazed, unopenable windows to the side. It is considered that conditions could be imposed to require such controls over the side windows, and this should be afforded considerable weight. On this basis, it is considered that the dormer is capable of being implemented in a satisfactory manner.

Impact to Conservation Area

As the site is location within a designated conservation area, special regard to the statutory duty to pay special attention to the desirability of preserving or enhancing its character or appearance should be made.

In this case, as the proposal seeks a change of use together with a dormer within prescribed permitted development limits (with the exception of clear glazed, openable windows), the City Council considers the proposal would preserve those interests and have negligible impact on the conservation area.

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 policies 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 concentration of HMOs in this area. It is considered that further provision would lead to clustering of such accommodation in the area which would be detrimental to the character of the immediate area and the balance of uses as part of creating sustainable neighbourhoods, contrary to policies H11, DM1 and SP1 of the Manchester Core Strategy.

3) 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

7 Langdale Road, Manchester, M14 5PQ
16 Scarsdale Road, Manchester, M14 5PS
11 Langdale Road, Manchester, M14 5PQ
14 Langdale Road, Manchester, M14 5PP
12 Langdale Road, Manchester, M14 5PP
14 Scarsdale Road, Manchester, M14 5PS
18 Scarsdale Road, Manchester, M14 5PR
5 Langdale Road, Manchester, M14 5PQ
1 Langdale Road, Manchester, M14 5PQ
9 Langdale Road, Manchester, M14 5PQ
10 Langdale Road, Manchester, M14 5PP
3 Langdale Road, Manchester, M14 5PQ
6 Langdale Road, Manchester, M14 5PP
4 Langdale Road, Manchester, M14 5PP

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH AREA