MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	144869/FO/2026
Date registered valid:	12 January 2026
Proposal:	Change of use from a dwellinghouse (Class C3) to a 5-bedroom, 5-person House in Multiple Occupation (Class C4).
Address:	711 Ashton New Road, Manchester, M11 4QJ
Ward(s):	Clayton & Openshaw Ward
Applicant:	Mr Jamie Brewer Ocean Blu Developments Limited
Agent (if any):	Mr Joseph Lockley Lockley Design & Build Ltd
Case officer:	Carl Glennon Tel: 0161 234 4530 Email: carl.glennon@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	17 February 2026

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 27 January 2026

Standard consultations:
No consultations have been printed and sent.

Neighbour notifications
Printed: 20 January 2026 Expired: 10 February 2026

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

Description of area

This application relates to a two storey dwellinghouse forming a pair of a residential terrace with frontages to Ashton New Road. The application site is in a residential context. The principal elevation is separated from the pavement by a low wall and railings and gated pedestrian access. The property comprises two storeys with a two storey rear outrigger and adjoining single storey extension. This arrangement facilitates the retention of a rear yard and access to a gated rear alleyway. The elevations comprise red/orange brick and grey tiled elevations. The adjacent section of Ashton New Road incorporates lay-by parking. In addition to vehicular traffic the adjacent highway also incorporates tram lines supporting Metrolink services connection Ashton to the city centre.



Fig.1 – Views of the application property from Ashton New Road

Description of development

The development would involve the formation of a five bedroom, five person house in multiple occupation (Class C4 – HMO). The internal layout would involve:

i. Ground floor – 1 x bedroom, communal area, kitchen, WC and shower room;
ii. First floor – 4 bedrooms (one with ensuite shower room).
iii. Bin storage in the rear yard.

Consultations & Notification Responses

Local residents – One email has been received.

i. Concern is expressed regarding the proliferation of HMOs in the local area and the resulting harm caused by additional noise and disturbance, including anti-social behaviour.
ii. There is concern that the potential transient occupation of the property would be harmful the character of the area and its capacity to support occupation by families.

Issues

National Planning Policy Framework Plan-making and national decision-making policies December 2025 - The above draft document is the subject of public consultation, which expires on 10 March 2026. Notwithstanding the above, this emerging guidance is material to consideration of the proposed development.

The Framework re-affirms that the planning system has the following objectives (paragraph 16):
a. An economic objective
b. A social objective –health, social and cultural well-being; and
c. An environmental objective.

Paragraph 17 states these objectives are not criteria against which every development proposal can or should be judged. Development plans and decisions should play an active role in guiding development towards sustainable solutions, but in doing so, should take local circumstances into account, to reflect the character, needs and opportunities of each area.

As well as setting out the procedural policies relating to plan making (including strategic planning and new local plans) and decision making, the draft NPPF sets out objectives, policies for plan making and policies for decision making across key policy areas in a clearer and more rules-based way.
The following chapter is relevant to the proposed development:

i. Chapter 6 Delivering a sufficient supply of homes
ii. Chapter 15: Promoting sustainable transport

The following chapters of the NPPF, adopted December 2024, are also relevant:

i. Chapter 5 Delivering a sufficient supply of homes - States that to support the Government's objective of significantly boosting the supply of homes, it is important that: a sufficient amount and variety of land can come forward where it is needed; the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. In this case, the development would increase the intensity of occupation and related noise and disturbance. It would also result in the loss of a self-contained flat, which would be a more sustainable living arrangement. Given the harm presented by the increased intensity of the use, the development would be contrary to the objectives of chapter 5.

Chapter 9: Promoting sustainable transport - States that in assessing specific applications for development, it should be ensured that:

i. The potential impact of development on transport networks can be addressed;
ii. Provide opportunities for walking, cycling and public transport use.

The site can be accessed by public transport, but cycle storage would not be provided as part of the development. The site does not incorporate off -street car parking and adjacent car parking bays appear to be well utilised. It is considered that the development has the potential to increase pressure on existing lay-by parking and displace vehicle into neighbouring streets to the detriment of residential amenity. Based on these considerations, Chapter 9 would not be satisfactorily responded to.

Planning Practice Guidance - On 6 March 2014 the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource. The PPG seeks to both simplify and clarify planning guidance easier and simpler. It is intended to be read in conjunction with the National Planning Policy Framework (NPPF) and is relevant to key planning issues of significance to applicants and local authorities. In considering this application consideration has been given to the following aspects of the PPG:

i. Consultation and pre-decision matters;
ii. Health and well-being;
iii. Noise.

It is not considered that the development would accord with points (ii) and (iii) for the reasons outlined in this report.

Places for Everyone (PfE) is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth and took effect and became part of the statutory development plan on 21 March 2024.The plan and its policies are now a material planning consideration in the determination of planning applications. The Plan specifically:

i. Sets out how the nine boroughs should develop up until 2039;

ii. Identifies the amount of new development that will come forward across the nine districts, in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
iii. Supports the delivery of key infrastructure, such as transport and utilities;
iv. Protects the important environmental assets across the city region allocates sites for employment and housing outside of the existing urban area;
v. Defines a new Green Belt boundary for Greater Manchester.

The following policies are relevant.

Policy JP-C6: Walking and Cycling - Discusses measures required to deliver a higher proportion of journeys made by walking and cycling. The site has limited external spaces, and the delivery of cycle storage would not be feasible. The site is in a location that is well served by public transport. The development would thereby partially comply with policy JP-C6.

Policy JP-P6 - Health - States that development should maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development. It is considered that the development would result in an overly intensive use of the site. It would thereby generate levels of activity, noise and disturbance that would be harmful to the character and amenities of the area. Policy JP-P6 would not thereby be accorded with.

Policy JP-S1 - Sustainable development - States that, to address climate change, development should aim to maximise its economic, social and environmental benefits simultaneously, minimise its adverse impacts, utilise sustainable construction techniques and actively seek opportunities to secure net gains across each of the different objectives. It is considered that the harm caused by the proposed intensity of occupation would not encourage sustained future occupation of the application property. Policy JP-S1 would not, therefore, be accorded with.

Manchester's Local Development Framework: Core Strategy - The Core Strategy Development Plan Document 2012 -2027 (`the Core Strategy') was adopted by the 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 been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

Policy SP 1 (Spatial Principles) - Specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development:

a. Makes a positive contribution to neighbourhoods of choice through: the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and well-being of residents and responding to the diverse needs of all members of the community and the protection and enhancement of the built and natural environment;
b. Minimises emissions, ensures efficient use of natural resources and reuses previously developed land wherever possible;
c. Improves access to jobs, services, education and open space whilst reducing the need to travel and securing good access to sustainable transport provision.

For the reasons, set out in this report it is not considered that the development would accord with policy SP1, particularly regarding the impact of the intensified occupation of the application property. It is also considered that the related excessive noise and activity would be harmful to residential amenity and discourage the sustained occupation of the application property.

Policy EN19 Waste - Relates to waste management and requires that consideration is given to consideration of the submitted details relating to the applicant's proposals for the provision of a waste management plan to demonstrate how:

i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
ii. How the sustainable waste management needs of the end user will be met.

The applicant has not demonstrated now bins would be accommodated within the application site. However, it is considered that site has the capacity to achieve satisfactory waste and recycling bin storage and collection in accordance with policy EN19.

Policy H1 (Overall Housing Provision) - Discusses the need to manage the supply and availability of housing in the city. It also the need to ensure that housing supply contributes to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population. The development would conflict with policy H1 by reducing the supply of family housing in the city.

Policy H 4 (East Manchester) – Amongst other things, Policy H4 states that priority will be given to family housing and other high value, high quality development where this can be sustained. The proposal would fail to accord with these objectives.

Policy H 11 Houses in Multiple Occupation - In addition to Manchester's Article 4 Direction that prevents change of use from Class C3 (Dwelling houses) to C4 (small-scale HMOs) reference is also made to policy H11. It 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. Changes to Class C4 uses will only be acceptable where it can be demonstrated that there is no reasonable demand for the existing use. In this case, the application has not been accompanied with evidence to demonstrate that the existing Class C3 use is no longer viable.

Policy T1 Sustainable Transport - Relates to the delivery of sustainable, high quality, integrated transport system, which encourages a modal shift away from car travel to public transport, cycling and walking and prepare for carbon free modes of transport. The policy states that the Council will support proposals that, amongst other things:

i. Improve choice by developing alternatives to the car.
ii. Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car.
iii. Improve pedestrian routes and the pedestrian environment.
iv. Reduce the negative impacts of road traffic.

The site is accessible via public transport but would not be supported with cycle storage. As discussed, there is concern that the intensity of occupation may affect the availability of adjacent lay-by car parking. The development would not entirely fulfil the objectives of policy T1 regarding a reduction of the negative impacts of traffic generation.

Policy DM1 Development Management - Discusses a range of issues that all development should have regard to. The development fails to accord with policy DM1 as it would:

i. Adversely impact upon on the residential character of the area.

ii. Harm to the amenities of future and neighbouring residents. This harm would be attributable to additional noise, disturbance and activity associated with the development.
iv. Potentially increase demand for on street car parking. This would be particularly harmful to the amenity of the area, as there is a noticeable incidence of on-street car parking and traffic congestion.

Unitary Development Plan saved policies - The following policy are relevant:

DC26 - Development and Noise

Policy 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 new development proposals which are likely to be generators of noise and
b. The implications of new development being exposed to existing noise sources which are effectively outside planning control.

The development has the potential to significantly additional noise, disturbance and activity in and around the application property that would be harmful to residential amenity and contrary to saved policy DC26.

Positive and proactive engagement with the applicant – Positive and proactive engagement with the applicant - An amendment to the DMO, which came into effect on 1st December 2012, requires the local planning authority demonstrates how it has engaged with the applicant prior to the determination of the planning application. In this case, the application has been determined within the statutory timescale. In this instance the principle of the application proposals is contrary to the adopted development plan and would not improve the social or environmental conditions of the area. It is not considered, in this instance, that amendments could be made that would make the development acceptable. The applicant's agent was informed of these concerns prior to the determination of the application.

Principle of the development – The City Council recognises the valuable contribution that well managed HMOs can make to the provision of affordable housing but stresses the importance of careful siting to avoid negative impacts on residential amenity. It is acknowledged that the intensity of use associated with unrelated households living together, different lifestyles and different patterns of behaviour can cause frequent comings and goings with associated noise and disturbance. It is considered that 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. It is believed that this cyclical change in occupation has a negative impact on the character and appearance of the area.

The applicant has not provided a supporting statement to justify the proposed change of use, i.e., evidence has not been submitted to demonstrate that the continued use as Class C3 house is no longer viable due to the condition of the property or a lack of demand for such accommodation in the local area. In the absence of such analysis, occupation as family-type house (Class C3) appears to be sustainable and appropriate due to its contribution to the local housing market. The proposed change of use is therefore considered to be unacceptable.

Residential amenity – The neighbouring area predominantly comprises Class C3 housing with characteristic levels of activity, including traffic generation. As discussed, the development would increase the intensity of occupation and the potential to generated additional noise, activity and disturbance that may be harmful to residential amenity. Such circumstances may have an adverse impact on the character of the area and undermine its attractiveness as a

location for families to establish homes and links to the local community. The potential resulting harm to residential amenity and the character of the area would be unacceptable.

Highways issues – The adjacent section of Ashton New Road incorporates some lay- by parking, that appears to be well used. It is likely that there is limited space available at busier evening periods. The development could increase the intensity of occupation and car ownership may be higher than would be associated with occupation by a single household. There is concern that car parking demand generated by the proposed development would displace vehicles into neighbouring streets to the detriment of pedestrian and highway safety.

Waste management – It is anticipated that waste and recycling generation would be comparable to occupation by a large family. However, the applicant has not demonstrated that the required number of bins could be accommodated in the retained rear yard.

Cycle storage - The applicant has not demonstrated that cycle storage would be delivered as part of the development. It is not apparent that the site has the capacity to accommodate external bin storage.

Conclusion – The Council maintains that the development would remove an opportunity to continue to provide a much-needed contribution to the supply of family accommodation in the city. In addition to this loss the proposed change of use would increase intensity of the potential occupation of the property would add to levels of noise and activity in and around the site and thereby be harmful to residential amenity and the formation of sustainable communities. The development would therefore be contrary to policies SP1, H1, H4, H11 and DM1 of the Core Strategy for the City of Manchester, policies JP-P6 and JP-S1 contained within Sustainable Development Joint Development Plan Document - Places for Everyone and the guidance with the National Planning Policy Framework.

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

In this case, the application has been determined within the statutory timescale. In this instance the principle of the application proposals is contrary to the adopted development plan and would not improve the social or environmental conditions of the area. It is not considered, in this instance, that amendments could be made that would make the development acceptable. The applicant's agent was informed of these concerns prior to the determination of the application.

Reasons for recommendation to refuse

1) The proposed development would result in the reduction in supply and availability of family housing within the local area. The development would thereby fail to positively respond to an identified housing need and thereby undermine the formation of cohesive and sustainable neighbourhoods where people would choose to live. The development would thereby be contrary to policies DM1, H1, H4 and SP1, of the Core Strategy for the City of Manchester, policies JP-P6 and JP-S1 contained within Sustainable Development Joint Development Plan Document - Places for Everyone and the guidance with the National Planning Policy Framework.

2) The proposed development and its operation as a house in multiple occupation (HMO)) would result in the overly intensive use and potentially transient occupation of the application property. It would also result in a consequential increase in the levels of activity, noise and disturbance and potentially generate additional traffic and demand for on-street car parking. The proposed use as an HMO would have a detrimental impact upon the amenity of neighbouring residents, character of the area and the delivery of a sustainable community, which would be contrary to policies DM1, H11, SP1 and T1 of the Core Strategy for the City of Manchester, and policies JP-P6 and JP-S1 contained within Sustainable Development Joint Development Plan Document - Places for Everyone and the guidance with the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

711 Ashton New Road, Manchester, M11 4QJ
7 Schofield Street, Manchester, M11 4RB
5 Schofield Street, Manchester, M11 4RB
1 Schofield Street, Manchester, M11 4RB
715 Ashton New Road, Manchester, M11 4QJ
701 Ashton New Road, Manchester, M11 4QJ
709 Ashton New Road, Manchester, M11 4QJ
717 Ashton New Road, Manchester, M11 4QJ
38 Coatbridge Street, Manchester, M11 4RD
713 Ashton New Road, Manchester, M11 4QJ
707 Ashton New Road, Manchester, M11 4QJ
705 Ashton New Road, Manchester, M11 4QJ
703 Ashton New Road, Manchester, M11 4QJ
34 Coatbridge Street, Manchester, M11 4RD
32 Coatbridge Street, Manchester, M11 4RD
30 Coatbridge Street, Manchester, M11 4RD
28 Coatbridge Street, Manchester, M11 4RD

36 Coatbridge Street, Manchester, M11 4RD
3 Schofield Street, Manchester, M11 4RB

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
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (More) -
Area Team Boundary - Name: NORTH AREA