

Planning

Growth & Development

Delegated officer report for planning application

Application no. 144796/FO/2025

Date registered valid: 6 January 2026

Proposal: Erection of single-storey rear extension to form additional living accommodation in association with the conversion from a 6-bedroom House in Multiple Occupation to an 8-bedroom House in Multiple Occupation (Sui Generis).

Address: 20 Swinbourne Grove, Manchester, M20 4PP

Ward(s): Withington Ward

Applicant: SHM Properties Ltd

Agent (if any): Mr Niamat Ali, NA Design

Case officer: Ellie Knowles
Tel: 0161 219 6633
Email: ellie.knowles@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 27 March 2026

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 28 January 2026

Standard consultations:

Printed: 19 February 2026 Expired: 12 March 2026

Neighbour notifications

Printed: 14 January 2026 Expired: 4 February 2026

Site notice

Posted: 25 February 2026 Expired: 18 March 2026

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

The application site relates to a semi-detached, three storey residential property, situated on Swinbourne Grove in the Withington ward. The property incorporates a gable roof with original small front gable dormer and double height bay window. To the front, the property includes an area of paving and shared pedestrian access that runs the side of the building, leading to a rear garden with decking directly to the rear of the property.

The property affords an open frontage, with rear garden enclosed by a combination of close boarded timber fencing and brick walling.

The property is presently occupied as a large HMO (Class Sui Generis) and comprises 1 bedroom to the ground floor, 3 bedrooms to the first floor and 2 bedrooms within the roof space (6 bedrooms in total).

The application site is situated within a largely residential area which comprises mainly of two and three storey, terraced and semi-detached Victorian properties of various tenures.

A short distance to the west, spanning north to south along Wilmslow Road lies Withington district centre – a neighbourhood shopping centre containing a variety of small-scale retail, food/drink, residential and other commercial uses.

The site also lies within Withington Conservation Area, which consists primarily of a linear shopping centre along Wilmslow Road and neighbouring residential roads containing characterful period properties which branch off. The conservation area was designated in 1983, with the boundary composed mainly of property boundaries rather than streets and includes Tatton View in the south and Withington Library to the north.



Figure 1: Front elevation of the application property shown in red – no. 20 Swinbourne Grove.



Figure 2: Rear elevation of the application property – no. 20 Swinbourne Grove.

Listed building: Not applicable

Conservation area: Withington Conservation Area 1983

Tree Preservation Order: Not applicable

Description of development

Planning permission is sought for the erection of a single-storey rear extension to form additional living accommodation in association with the conversion from a 6-bedroom House in Multiple Occupation to an 8-bedroom House in Multiple Occupation (Sui Generis).

This would involve the creation of an additional (7th) bedroom at ground floor in the former front living room and communal living space relocated within the proposed single storey rear extension. In addition to the internal reconfiguration to allow an additional shower room at ground floor and additional (8th) bedroom at first floor level – see figure 3.

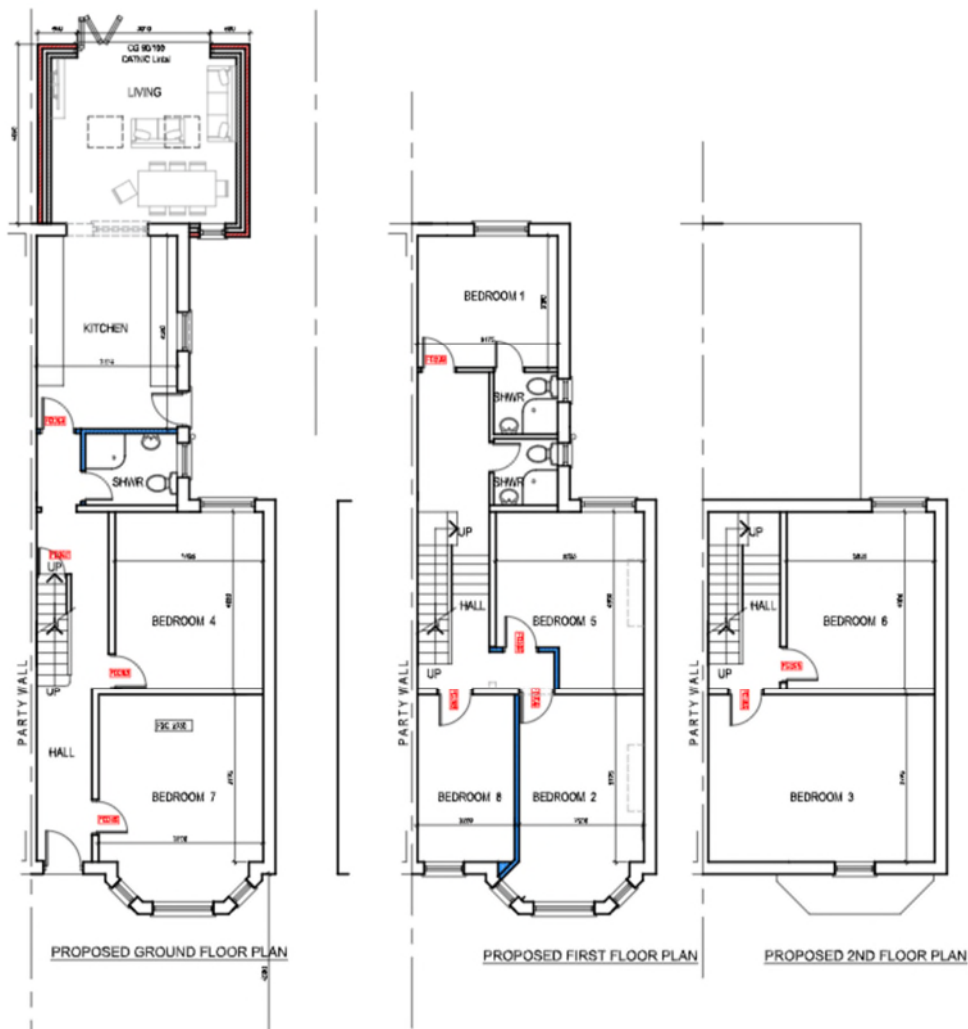


Figure 3: Proposed Floor Plans (plan ref: NA-B02)

Consultations & Notification Responses

Local Residents/Occupiers – One objection received, which raised the following concerns;

- Excessive noise, particularly late at night
- Serious bin and waste issues, with bins left out permanently and rubbish overflowing
- Increased disturbance and lack of consideration for neighbouring families
- There is a primary school (St Paul's) only a short distance away
- Proposed development would harm the balance of the local community

- The proposal represents overdevelopment and over-concentration of HMOs in an already pressured residential street.

Local Ward Members - *Councillor Chris Wills* writes on behalf of himself and *Councillor Becky Chambers*.

This proposed development is adjacent to an area of high student density, and will therefore exacerbate issues of over-saturation and over-occupancy. This runs contrary to Core Policy H11.

Consultee responses

Environmental Health – A condition requiring the submission of a detailed waste management strategy is advised, should the application be recommended for approval.

Highway Services – In comparison to the former use, the level of trips generated is not anticipated to be dissimilar. It is noted that the level of trips is likely to be different as a HMO compared to a family home.

No on-site car parking is associated with the development and as such, all vehicular demands associated with the site are anticipated to contribute to the level of vehicles parked on-street.

Secure and sheltered cycle parking provision should be made, within the curtilage of the site, at a provision of one-per-occupant.

It is assumed that the refuse servicing arrangement will continue as existing with kerbside collection from Swinbourne Grove - Confirmation is required.

A Construction Management Plan should be provided by the applicant prior to any construction works beginning.

Withington Civic Society – The Society strongly objects to the application to enlarge the existing HMO.

Reference is made to Core Strategy Development Plan Document at paragraph 9.46, which the Inspector states:

“The Student Strategy found that the problems caused by shared houses appear to be more noticeable (and raise more concerns) to residents where they occur in previously relatively stable neighbourhoods and identifies these areas as those with between 20-40% student households. The strategy examines whether a ‘tipping point’ can be identified for the point where the proportion of shared houses (in this case student households) becomes damaging to a street or neighbourhood and concludes that once a 20% threshold is reached problems become harder to manage, but considers that a tipping point would be difficult to set universally across Manchester due to varying capacities of neighbourhoods to accommodate this type of housing, based on house type and demography. During the preparation of the Core Strategy, and particularly through consultation with local stakeholders, the Council concluded that a 10% threshold would be more appropriate…….”

The area containing the applicant's property is already overrun with HMOs to the serious detriment of the community at large and the ever-diminishing number of permanent residents.

Reference is made to planning appeal decision referenced APP/B4215/W17/3189101 in which the Inspector states:

'Areas that have a high concentration of HMOs, including student accommodation, often experience a conflict between the lifestyles of students and local residents. The generally transient nature of the occupants of HMOs results in them often failing to integrate into the local community and makes it difficult to provide community services and facilities. This is exacerbated by the often-seasonal nature of student occupation, with fluctuations in service needs as a result of students often vacating the properties outside term times. As a result, an over concentration of HMOs creates an imbalance in the housing provision in the local community which can have a harmful effect on the sustainability of the community'.

As the Inspector commented in Planning Appeal Ref APP/B4215/A/10/2139091 at paragraph 12:

"In the Withington ward in which the appeal is located, the number of HMO's in the area has now reached the tipping point beyond which maintaining a sustainable community attractive to permanent residents would be difficult."

This proposal, in combination with other HMOs in the area, would significantly harm the mix and balance of housing provision in the area. As such, it is contrary to Policy H11 and fails to accord with the objectives of the National Planning Policy Framework, which states that local planning authorities should provide a wide choice of high quality homes.

We also note that the relevant property falls within the area listed as E00026863 in the 2021 Census where 42.5% of the people aged 16 and over are full time students. Of course some may be school students but the overwhelming and vast majority are students living in the community. The proportion of students is in fact artificially reduced as the very small area covered by the census includes a residential facility for the elderly.

The application, if granted, would introduce additional HMO accommodation and therefore exacerbate the existing and acknowledged problems within the area.

The application is in any event deficient. For example there is no Design and Access Statement and full proposed elevations of the house have not been provided.

The first-floor bedroom window which abuts the new roof will need modification to raise the windowsill and create a 150mm abutment flashing. It cannot simply meet the roof as drawn in the partial proposed elevations.

There is very little detail about the proposed external materials. We would expect the brickwork to match existing and roofing tiles to be conditioned so that physical samples are provided to the planners to sign off. There is no information about any changes to the external hard landscaping including the steps down into the garden- what are these made of?

The house rear boundary wall forms the boundary of the conservation area and the extension will be visible from the conservation area. The materials selected will have a direct impact on the character of the conservation area.

Manchester City Councils development control policies for extensions suggest that rearward extensions greater than 3.65m (12 ft) in length will not be approved. The proposed extensions dimensions exceed this size.

Finally, we have reservations about waste storage and collection. There appears to be no additional provision for the same.

Relevant Planning History

At the application site –

139240/LE/2024 – Use of property as a small House in Multiple Occupation (Class C4).
Certificate granted 08.04.2024.

History of negotiations

No negotiations were entered into with the agent, given that the proposal was considered unacceptable in principle, even in the event of significant revisions.

Policy

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 PfE Plan and its policies are now a material planning consideration in the determination of planning applications. The PfE Plan and its policies must therefore be given full weight in the planning balance.

Manchester Core Strategy Development Plan Document (2012-2027) - The Core Strategy was adopted on the 11 July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan. Parts of the policies have been superseded by the Places for Everyone Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant **Places for Everyone** policies for this application are as follows:

JP-S1 – Sustainable Development
JP-P1 – Sustainable Places
JP-P2 – Heritage

The relevant **Core Strategy** policies for this application are as follows:

DM 1 – Development Management
SP 1 – Spatial Principles (partially superseded by PfE)
H 1 – Overall Housing Provision (partially superseded by PfE)
H 6 – South Manchester
H 11 – Houses in Multiple Occupation
T 1 – Sustainable Transport (partially superseded by PfE)
T 2 – Accessible areas of opportunity and need
EN 1 – Design Principles and Strategic Character Areas
EN 3 – Heritage (partially superseded by PfE)
EN 19 – Waste

The relevant saved **UDP** policies for this application are:

DC18 – Conservation Areas
DC26 – Development and Noise

The relevant supplementary planning guidance documents for this application are:

- The Guide to Development in Manchester SPD
- Manchester City Council Houses in Multiple Occupation Guidance and Amenity Standards (2020)

A relevant material consideration is also:

- Manchester Residential Quality Guidance March 2017 (Manchester's Emerging Space Standards)

National Planning Policy Framework

The National Planning Policy Framework (December 2024) – The NPPF sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt. Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors. The Local Planning Authority consider the following sections relevant to this proposal.

- Section 2 – Achieving sustainable development
- Section 4 – Decision-making
- Section 8 – Promoting healthy and safe communities
- Section 12 – Achieving well-designed places
- Section 16 – Conserving and enhancing the historic environment

The Draft National Planning Policy Framework (December 2025) - The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. A draft revised NPPF was published for consultation on 16 December 2025. The consultation period runs for 12 weeks and will close on 10 March 2026.

The draft NPPF proposes significant changes to the structure and content of national policy. These include a move to Local Plan-style policy sections, a clearer distinction between plan-making and decision-making policies, and the reintroduction of strategic planning through Spatial Development Strategies. Other notable changes include an expanded presumption in favour of sustainable development, policies promoting higher densities around transport hubs, and support for small and medium-scale housing schemes through a new "medium development" category. The draft also integrates National Development Management Policies, strengthens climate change and biodiversity policies, and introduces measures to encourage clean energy and critical minerals development.

Once adopted, the revised NPPF will replace the current framework and form a key part of national planning policy. At this stage, as the document is subject to consultation and has not yet been finalised, while still a material consideration, it can only be afforded limited weight in the determination of planning applications. In this instance, the relevant sections is outlined below:

Policy L4 (Residential extensions) – This policy states that development proposals to extend existing dwelling houses should blend effectively with the existing building and its immediate surroundings in terms of its scale and form; and maintain acceptable living standards for current and new occupiers in terms of access to daylight, sunlight, privacy and external amenity space.

Policy DP3 (Key principles for well-designed places) – This policy states that in order for development proposals to respond to their context and create well-designed places development proposals should consider context, liveability, climate, nature, movement, built form, public space and identity.

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.

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.

The increase in habitable floorspace and associated occupancy arising from the proposed single storey rear extension and internal alterations would facilitate 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, waste storage demands and car parking requirements.

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

The principal issue is outlined further below.

Impact on residential amenity:

Use

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.

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 with regard to the over-intensive use of the property as a result of the proposed increased 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 an increased frequency of 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. In this case, an increase of 2 occupants is considered to tip the threshold of acceptability.

The lack of off-road car parking provision also forms a potentially harmful factor, no further provision is proposed for the increase in occupancy. Notwithstanding the relative 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 to 8 occupants would undoubtedly lead to increased competition for on-street parking spaces on adjacent roads in an area that already suffers with on-street parking demand, due to the levels of occupancy in the area and lack of off-street provision, together parking demands associated with visitors of the nearby district centre and St. Paul's C of E Primary School situated a short distance to the south along St. Paul's Road.

The proposed use by definition could quite feasibly generate demand for 8 car parking spaces. This in turn would cause competition for on-street parking spaces along nearby roads, which in turn would be harmful to residential amenity.

Overall, taking into account the existing characteristics of the immediate area, it is maintained that proposed increase in occupancy would cause harm to the living conditions of neighbouring occupiers with respect to general disturbance, waste management and increased parking pressure in the immediate area.

The application property was originally built as a terraced, family dwellinghouse. The addition of two bedrooms would result in a more intensive use of the property. The proposed occupation by 8 unrelated people with independent lifestyles and patterns of behaviour, which could include late night activity, due the likely student demographic that the host property would cater for, would in turn lead to the over-intensive use of the property, undermining the living conditions of nearby residential occupiers. The proposal would therefore conflict with the aforementioned policy and guidance.

Rear extension & raised platform

The proposed single storey rear extension would project 4.05 metres from the rear elevation of the outrigger and measure 4.78 metres in width (see figure 3 – proposed floor plans). The proposed extension would accommodate a lean-to roof with two rooflights and feature glazed bi-fold doors to the rear elevation only.

A proposed raised platform (approx. 390mm in height by 2.5m in depth) is illustrated on the proposed elevations to the rear of the extension; however, this element is missing from proposed floor plans. Given the proposed platform height, which would exceed 300mm, this element would require planning permission. The submitted plans do not illustrate any additional screening to the shared boundary with the adjoining semi-detached property no.22 Swinbourne Grove, which would be required to mitigate any potential impact upon the privacy levels of

current & future neighbouring occupants. Notwithstanding this, it is considered that a suitably worded planning condition requiring full & final details of proposed boundary screening to be submitted to the LPA for written approval and installation prior to occupation could address this concern.

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, 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.

Reasons for recommendation to refuse

1) The proposed increase in occupancy would result in an over intensive use of the host property. The consequential increase in the levels of activity, noise, disturbance and demand for parking would have a harmful 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

Environmental Health
Highway Services
Withington Civic Society

Flat 2, 19 Parsonage Road, Manchester, M20 4PW
Flat 1, 19 Parsonage Road, Manchester, M20 4PW
17A Egerton Crescent, Manchester, M20 4PN
Flat 2, 17 Egerton Crescent, Manchester, M20 4PN
Flat 1, 17 Parsonage Road, Manchester, M20 4PW
27 Swinbourne Grove, Manchester, M20 4PP
22 Swinbourne Grove, Manchester, M20 4PP
16 Swinbourne Grove, Manchester, M20 4PP
Flat 1, 17 Egerton Crescent, Manchester, M20 4PN
Flat 2, 17 Parsonage Road, Manchester, M20 4PW
21 Parsonage Road, Manchester, M20 4PW
23 Swinbourne Grove, Manchester, M20 4PP
18 Swinbourne Grove, Manchester, M20 4PP
Withington Post Office, 15 Egerton Crescent, Manchester, M20 4PL
11 Egerton Crescent, Manchester, M20 4PN
7 Egerton Crescent, Manchester, M20 4PN
9 Egerton Crescent, Manchester, M20 4PN
Flat 3, 17 Egerton Crescent, Manchester, M20 4PN
15 Parsonage Road, Manchester, M20 4PW
13 Parsonage Road, Manchester, M20 4PW
25 Swinbourne Grove, Manchester, M20 4PP

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Conservation Area - Withington Conservation Area 1983
Area Team Boundary - Name: SOUTH AREA