



Planning Statement

Change of use from a Dwellinghouse (Use Class C3 (a)) to a Guest House (Use Class C1) with a maximum of nine guests at any one time.

31 Milverton Road, Manchester. M14 5PJ.

February 2026

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1. Introduction

1.1 Purpose of the Statement

The purpose of this statement is to support a planning application to change the use of a dwellinghouse (Use Class C3 (a)) to a guest house (Use Class C1). **It will have a maximum of nine guests at any one time, to be controlled by planning condition.**

The application is submitted following the refusal of planning application 144291/FO/2025 on 10th December 2025. The full reasons for the refusal of that application are stated below. Table 1 summarises how the current submission responds to these reasons, with further detail provided within the statement.

- 1. The proposed guest house is not located on a main radial route, nor would it be located within the City Centre or a District Centre, or location devoted to leisure or recreation activity, where uses of this nature are usually considered to be appropriately located, to avoid any adverse impacts on the character or amenities of the occupiers of residential premises. The proposed use is therefore considered to be contrary to policies SP1, CC4 and DM1 of the Manchester Core Strategy.*
- 2. The retrospective Change of use from a Dwellinghouse (Use Class C3 (a)) to a Guest House (Use Class C1) has resulted in the loss of a family dwellinghouse, thereby reducing the availability of family housing, and undermine the formation of sustainable communities. The proposal would therefore be contrary to the provision of policies SP1, H1, H5, and DM1 of the Manchester Core Strategy (2012), the Guide to Development in Manchester Supplementary Planning Document (2007) and the National Planning Policy Framework (2019).*
- 3. The use of dwellinghouse (Use Class C3 (a)) to a Guest House (Use Class C1) would by reason of the additional comings and goings and general activity associated with such uses have a detrimental impact on the amenity of local residents. The proposed development is therefore contrary to the provisions of Core Strategy policy DM1 and saved Unitary Development Plan policy DC4.*
- 4. The Guest House provides sub-standard accommodation, given the number of guests that can stay at the property at any one time, the density of guests per room and the facilities afforded to the accommodation. The proposed development is therefore contrary to the provisions of Core Strategy policy DM1, UDP policy DC4 and the guidance contained in the Manchester Residential Quality Guidance.*

Table 1

Refusal Reason	Applicants' Response
1	The refusal reason states that the location of the guest house would be contrary to policies SP1, CC4 and DM1. However, while these policies highlight preferred locations for development none of them preclude development from taking place in in other locations. Furthermore, policy CC4 is not relevant to the development as it relates to culture and leisure in the city centre and primarily hotel development. In the absence of a prescriptive policy preventing it, the Council's objection to the guest house in pure locational terms is unsupported by planning policy. Saved Unitary Development Plan policy DC4.2 (if this is relevant to the application, as cited by the Council) confirms that the Council will normally accept the principle of guest house accommodation in residential areas. It is not unusual for guest houses to be in residential areas. The guest house is located to offer affordable accommodation for tourists visiting the sights of Manchester, and to provide a convenient place to stay for people visiting, inter alia, the University of Manchester. Furthermore, it offers temporary housing accommodation for people without a permanent place of residence. For example, it is regularly used by Manchester City Council and Stockport Homes for short stay emergency accommodation. More than 50% of bookings in 2025 were for this purpose, and it is important that the accommodation is located in an established residential community.
2	The refusal reason states that the loss of a family dwellinghouse would be contrary to policies SP1, H1, H5, DM1, the Guide to Development in Manchester SPD (2007), and the NPPF. However, none of these policies expressly prohibit the change of use of a dwellinghouse to a guest house or the loss of dwellinghouses to alternative uses. Furthermore, policy H-5 is not relevant to the development as it relates specifically to the distribution and prioritisation of <i>new</i> housing development in Central Manchester. In the absence of a prescriptive policy preventing the change of use, the Council's objection to the loss of a family home is unsupported by planning policy. Saved Unitary Development Plan policy DC4.2 (if this is relevant to the application, as cited by the Council) confirms that the Council will normally accept the principle of guest house accommodation in residential areas.

	Having regard to Manchester’s housing requirement set in Places for Everyone and the five-year supply of deliverable sites, the five-year land supply position in Manchester over the period 1 April 2025 to 31 March 2030 is 7.5 years. This significantly exceeds the requirement in paragraph 78 of the NPPF for the Council to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing (with appropriate buffer). The approved conversion of this single dwelling to a guest house will have no material impact on the Council’s housing supply. Moreover, the property offers temporary housing accommodation for people without a permanent place of residence. For example, it is regularly used by Manchester City Council and Stockport Homes for short stay emergency accommodation. More than 50% of bookings in 2025 were for this purpose. Rusholme’s local housing profile shows that single-family households comprise only 44.6 % of all households, significantly below the citywide average (53.9 %) and with a substantial proportion of one-person and non-family households. Given the existing housing mix, the loss of a single-family house in this ward would not materially reduce family housing supply or choices locally. In contrast to other Manchester wards where family occupancy is stronger, Rusholme’s statistics reflect a predominance of younger, single or shared households rather than a shortage of families caused by lack of housing stock.
3	The refusal reason states that the development would have a detrimental impact on the amenity of local residents and be contrary to Core Strategy policy DM1 and saved Unitary Development Plan policy DC4. The Council’s Environmental Health Officer did not object to application 144291/FO/2025 on the grounds that it would have a detrimental impact on neighbours. Notwithstanding this, for that application the applicant accepts the Council’s concern that the number of occupants who could theoretically have stayed at the guest house at the same time was excessive (although the 20-guest occupancy figure mentioned in the Planning Officer’s report was highly improbable as it is never full, and until the application to formalise the change of use was submitted it had operated since 17th April 2016 without complaint). This application therefore proposes fewer occupants (nine people in total), and with an average occupancy rate of 73% this equates to only 6-7 people. Saved Unitary Development Plan policy DC4 refers explicitly to <i>bed & breakfast accommodation</i> (B&Bs) and does not mention guest houses. Guest houses differ materially from B&Bs in scale, operation, and impact.

	Applying DC4 to guest houses misapplies the policy beyond its stated scope and intention, which is to regulate B&Bs. Therefore, it is not directly relevant to the proposed use. In any case, saved Unitary Development Plan policy DC4.2 (if this is relevant to the application, as cited by the Council) confirms that the Council will normally accept the principle of guest house accommodation in residential areas.
4	The refusal reason states that the guest house would provide sub-standard accommodation and be contrary to Core Strategy policy DM1, UDP policy DC4 and the guidance contained in the Manchester Residential Quality Guidance. The standard of guest houses is regulated and controlled through environmental health, housing and consumer protection legislation rather than the planning system. The NPPF assumes such regimes will operate effectively, and planning decisions should not duplicate controls provided through these statutory systems. The Council's Environmental Health Officer did not object to application 144291/FO/2025 on the grounds that it offered sub-standard accommodation. Notwithstanding this, for that application the applicant accepts the Council's concern that the number of occupants who could theoretically have stayed at the guest house at the same time was excessive (although the 20-guest occupancy figure mentioned in the Planning Officer's report was highly improbable as it is never full, and until the application to formalise the change of use was submitted it had operated since 17th April 2016 without complaint). This application therefore proposes fewer occupants (nine people in total), and with an average occupancy rate of 73% this equates to only 6-7 people. Policy DM1 states that all development should have regard, inter alia, to the adequacy of internal accommodation and external amenity space for which more detailed guidance may be given within a supplementary planning document. However, the Council has no supplementary planning document or detailed guidance on the adequacy of internal accommodation and external amenity space for guest houses. Saved Unitary Development Plan policy DC4 refers explicitly to <i>bed & breakfast accommodation</i> (B&Bs) and does not mention guest houses. Guest houses differ materially from B&Bs in scale, operation, and impact. Applying DC4 to guest houses misapplies the policy beyond its stated scope and intention, which is to regulate B&Bs. Therefore, it is not directly relevant to the proposed use. In any case, Saved Unitary Development

	Plan policy DC4.3 confirms that the Council will require any developments in this category to provide accommodation to the Council's current approved standards for developments of this kind. The Council has no adopted approved standards for guest houses or B&B accommodation that the development should comply with. The Manchester Residential Quality Guidance (2016) explains how the City Council will interpret its adopted local plan policies relevant to <i>residential development</i>. It does not purport to apply to guest houses or other forms of transient accommodation and should not be relied upon as a basis for refusal. Applying standards intended for permanent residential accommodation to a guest house is inappropriate and disproportionate.
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1.2 Authorship

This report has been prepared by Chris Smyton BSc (Hons) MA, MRTPI.

2. Site and Context

2.1 Site and Surroundings

The application site, No. 31 Milverton Road, is a large terraced property in a residential area. It was formerly a 7-bed dwellinghouse prior to being converted to a 7-bed guest house on 17th April 2016. No external alterations have been made to the property.

The property benefits from three bedrooms (one with en-suite), a kitchen and dining room, a shared bathroom and a shared WC on the ground floor, and four bedrooms and a shared bathroom on the first floor. The dwelling has a front forecourt enclosed by a low brick wall, and a small rear garden enclosed by brick walls.

None of the properties on Milverton Road have on-site parking, however there is unrestricted vehicle parking available on Milverton Road and neighbouring streets.

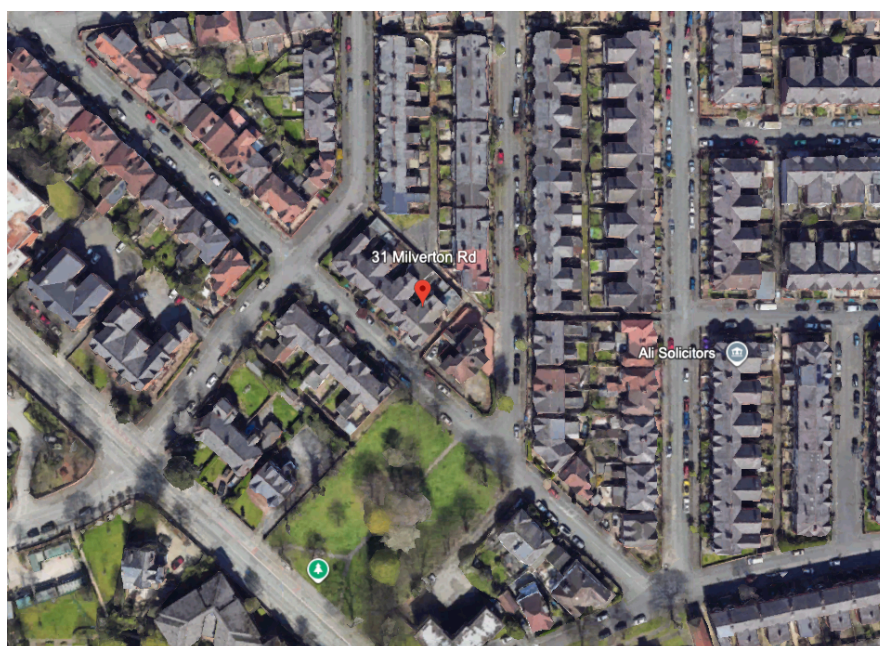
Figure 1. Site Location Plan

Birchfields Guesthouse, 31 Milverton Road, Manchester M14 5PJ



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Figure 2. Photographs of the Application Site, Google Earth/ Street View



2.2 Planning History

Application No.	Description	Decision, Date
144291/FO/2025	Retrospective change of use from a Dwellinghouse (Use Class C3 (a)) to a Guest House (Use Class C1)	Refused, 10 th December 2025

3. Details of the Application

- 3.1 The applicant seeks planning permission to change the use of a dwellinghouse (Use Class C3 (a)) to a guest house (Use Class C1). No external alterations have been made to the property. It will have a maximum of nine guests at any one time, to be controlled by planning condition, made up of the following rooms:

Accessible Ground Floor Bedrooms:

1. Double 2 person.
2. Double 2 person.
3. single occupancy.

First floor Bedrooms:

4. Single occupancy.
5. Single occupancy.
6. Single occupancy.
7. Single occupancy.

- 3.2 A mix of single and double rooms is required. The guest house is frequently used by Manchester City Council and Stockport Homes for short stay emergency accommodation, and this includes by couples.
- 3.3 Guests will also be required to book accommodation in advance via on-line booking platforms, with check-in taking place between 3:00pm-9.00pm and check-out at 10:00am, to prevent them turning up unannounced and to minimise situations where they arrive and depart at unsociable hours.
- 3.4 The guest house employs (and will continue to employ) 2 part-time cleaners and 1 part-time manager. All live locally to the guest house.
- 3.4 A secure and sheltered cycle store for four bicycles will be provided in the rear garden.

Figure 3. Proposed site plan

Birchfields Guesthouse, 31 Milverton Road, Manchester M14 5PJ



Plan Produced for: Planning purposes
Date Produced: 21 Aug 2025
Plan Reference Number: TQRQM2545611034032
Scale: 1:500 @ A4

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Figure 4: Existing Floorplans



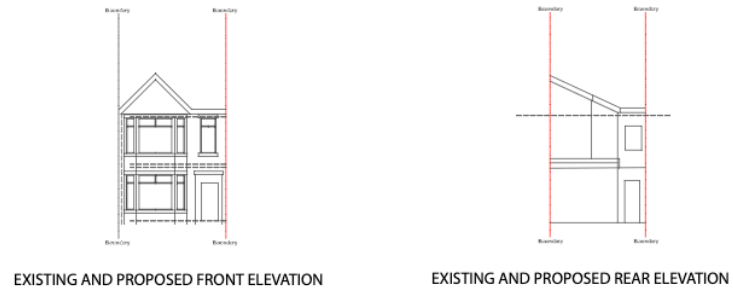
Site: 31 Milverton Road, Victoria Park, Manchester, M14 5PJ
Scale 1:100 - A4

Figure 5: Proposed Floorplans



Site: 31 Milverton Road, Victoria Park, Manchester, M14 5PJ
Scale 1:100 - A4

Figure 6. Existing and Proposed Elevations



Existing and proposed elevations
Site: 31 Milverton Road, Victoria Park, Manchester, M14 5PJ
Scale 1:200 - A4

4. Planning Policy and Guidance

4.1 National Planning Policy

The NPPF sets out the government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans can provide development in a sustainable manner. The NPPF must be taken into account in preparing the development plan and it is a material consideration in planning decisions.

4.2 The following chapters of the NPPF are relevant to this application.

- Chapter 2 Achieving Sustainable Development
- Chapter 8 Promoting Healthy and Safe Communities
- Chapter 9 Promoting Sustainable Transport
- Chapter 12 Achieving Well-Designed and Beautiful Places
- Chapter 14 Meeting the challenge of climate change, flooding and coastal change
- Chapter 15 Conserving and Enhancing the Natural Environment

National Planning Policy Framework	Development Compliance
2. Achieving Sustainable Development	The application comprises sustainable development. It should be granted planning permission without delay.
8. Promoting Healthy and Safe Communities	The site has operated as a guest house for 9 years. It has had an acceptable impact on public safety.
9. Promoting sustainable transport	The application site is easily accessible by walking, cycling and public transport. Cycle parking for four bicycles will be provided in the garden. This exceeds the Council's adopted Parking Standards in Appendix B of the Manchester Core Strategy.

	It should not be prevented or refused on highways grounds as there will not be an unacceptable impact on highway safety, and the residual cumulative impacts on the road network would not be severe.
12.Achieving Well-Designed and Beautiful Places	No external alterations have been made to the property. The guest house welcomes assistance dogs and provides a temporary access ramp if required by those with mobility problems. It is also purposely painted in a neuro diverse colour scheme to provide a calming environment, reduce sensory overstimulation and promote well-being for neurodivergent individuals.
14.Meeting the Challenge of Climate Change, Flooding and Coastal Change	Environment Agency records show that the site is in Flood Zone 1 with a low probability of flooding from rivers and an area at very low risk of surface water flooding.
15.Conserving and Enhancing the Natural Environment	The development has had (and will have) no impact on habitats and biodiversity.

4.2 Local Policy and Guidance

The Manchester Local Plan (development plan) guides development in Manchester. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The elements of the Manchester Local Plan that are pertinent to this application include the following:

- Places for Everyone Joint Development Plan for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan 2022 to 2039 (Adopted in 2024)

- [Core Strategy](#) (Adopted 11th July 2012): the key document in the Local Plan. This must be read alongside the [Addendum to Manchester Core Strategy 2024](#).
 - [Interactive Proposals Map](#): showing the Core Strategy and the extant (remaining) Unitary Development Plan policies.
 - [Extant \(remaining\) Unitary Development Plan policies](#): policies that were not replaced by the Core Strategy.
- 4.3 Supplementary Planning Documents (SPDs) add further detail to the policies in the Local Plan. Manchester City Council’s following SPD is therefore also pertinent to the application:
- [Guide to Development in Manchester](#) (Adopted 8th April 1998): supplementary planning document and guidance.
- 4.4 The relevant Local Plan policies and guidance for this development are outlined below, with the corresponding tables summarising how the scheme complies with each.

4.5 Places for Everyone Joint Development Plan

[Places for Everyone Joint Development Plan Document Policies](#)

- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity
- Policy JP-P1: Sustainable Places
- Policy JP-C6: Walking and Cycling
- Policy JP-C8: Transport Requirements of New Development

Places for Everyone	Application Details
Policy JP-S4: Flood Risk and the Water Environment	Environment Agency records show that the site is in Flood Zone 1 with a low probability of flooding from rivers and an area at very low risk of surface water flooding.
Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity	The biodiversity gain condition imposed by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021) does not apply in this case as the application is retrospective. In any case, the development has had (and will have) no impact on biodiversity and is subject to the de minimis

	exemption.
Policy JP-P1: Sustainable Places	The development responds to the criteria of the Policy, where relevant. It will make efficient use of land and be: • Socially inclusive. • Durable, being built to last and using robust materials that reflect local character, weather well and are easily maintained. • Supported by critical infrastructure. • Well connected to other places by public transport. • Well-served by local shops, services and amenities.
Policy JP-C6: Walking and Cycling	Secure and sheltered cycle parking for four bicycles will be provided in the garden. This exceeds Manchester City Council's adopted Parking Standards in Appendix B of the Manchester Core Strategy.
Policy JP-C8: Transport Requirements of New Development	A guest house has existed since 2016. The Council's Highway Services team did not object to application 144291/FO/2025. Adequate on-street car parking is available on Milverton Road and neighbouring streets. This has proven to be satisfactory and is characteristic of the area. The application site is easily accessible by walking, cycling and public transport. Secure and sheltered cycle parking for four bicycles will be provided in the garden. This exceeds the Council's adopted Parking Standards in Appendix B of the Manchester

	Core Strategy. The development will be capable of being accessed and serviced in a safe manner.
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4.6 Core Strategy Development Plan Document and Addendum to Core Strategy, and Extant Unitary Development Plan Policies

Core Strategy Policies

- Policy SP 1, Spatial principles
- Policy CC 4, Visitors - Tourism, Culture and Leisure
- Policy CC 5, Transport
- Policy T 1, Sustainable Transport
- Policy T 2, Accessible areas of opportunity and need
- Policy EN 9, Green Infrastructure
- Policy EN 14, Flood Risk
- Policy EN 15, Biodiversity and Geological Conservation
- Policy EN 16, Air Quality
- Policy EN 19, Waste
- Policy H-1, Overall Housing Provision
- Policy H-5, Central Manchester
- Policy DM 1, Development Management

Extant Unitary Development Plan Policies

- Policy DC4, Bed & Breakfast Establishments (Class C1)
- DC4.1
- DC4.2
- DC4.3
- DC4.4
- Policy DC26.1, Development and Noise
- Policy DC26.2

Core Strategy Development Plan Document/ Addendum to Core Strategy	Development Compliance
Policy SP 1, Spatial Principles	A guest house has existed since 2016. The proposed guest house will: • Safeguard the character of the area. • Consider the needs of all members of the community. • Boost the visitor economy by attracting short term stays for events, tourism, students and visiting families. • Buy from local suppliers and channels additional footfall into nearby shops and eateries, contributing to the viability of Rusholme and Longsight District Centres. • Generate local employment. • Utilise an existing building. • Safeguard 3 jobs (2 part-time cleaners and 1 part-time manager). All live locally to the guest house. The application site is easily accessible by walking, cycling and public transport. The policy highlights preferred locations for development but it does not preclude development from taking place in in other locations.

Policy CC 4, Visitors - Tourism, Culture and Leisure	This Policy relates to culture and leisure in the city centre and primarily hotel development. It is not relevant to the development.
Policy CC 5, Transport	A guest house has existed since 2016. The Council's Highway Services team did not object to application 144291/FO/2025. Adequate on-street car parking is available on Milverton Road and neighbouring streets. This has proven to be satisfactory and is characteristic of the area. The application site is easily accessible by walking, cycling and public transport. Secure and sheltered cycle parking for four bicycles will be provided in the garden. This exceeds the Council's adopted Parking Standards in Appendix B of the Manchester Core Strategy.
Policy T 1, Sustainable Transport	Secure and sheltered cycle parking for four bicycles will be provided in the garden. This exceeds the Council's adopted Parking Standards in Appendix B of the Manchester Core Strategy.
Policy T 2, Accessible areas of Opportunity and Need	The guest house has good access to the City's main economic drivers, and the application site is easily accessible by walking, cycling and public transport.
Policy EN 9, Green Infrastructure	The development has had (and will have) no impact on existing green infrastructure. No on-site landscaping has (or will be) affected by the development.
Policy EN 14, Flood Risk	Environment Agency records show that the site is in Flood Zone 1 with a low probability of flooding from rivers and an area at very low risk of surface water flooding.
Policy EN 16, Air	The application seeks retrospective planning permission

Quality	to change the use of a dwellinghouse to a guest house. It will have no material impact on air quality.
Policy EN 19, Waste	A guest house has existed since 2016. Waste bins will be stored in the forecourt to the front of the property and will be relocated to Milverton Road for kerbside collection, as with other terraced properties in the street.
Policy H-1, Overall Housing Provision	This policy is not applicable to the development. It relates to the delivery of <i>new</i> houses and does not oppose the change of use of existing houses to alternative uses.
Policy H-5, Central Manchester	This policy is not relevant to the development. The formal wording of Policy H5, as presented in the Core Strategy policy box, relates specifically to the distribution and prioritisation of <i>new</i> housing development in Central Manchester. Notwithstanding this, in line with the accompanying explanatory text (that does not form part of the operative policy) the proposal maintains residential use, supports mixed use vitality and does not exacerbate mono-tenure conditions. Accordingly, the development is consistent with the overarching objectives of policy H5.
Policy DM 1, Development Management	A guest house has existed since 2016. The proposed guest house will: • Have regard to the character of the area. • Have no material effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, community safety, road safety or traffic generation. • Benefit from high levels of connectivity in respect of public transport. • Not lead to an increase in crime. • Provide good quality internal accommodation, and external amenity space.

	• Make satisfactory provisions for dealing with on-site waste. • Have no impact on flood risk or drainage. • Have no impact on biodiversity, landscape, archaeological or built heritage. The guest house welcomes assistance dogs and provides a temporary access ramp if required by those with mobility problems. It is also purposely painted in a neuro diverse colour scheme internally to provide a calming environment, reduce sensory overstimulation and promote well-being for neurodivergent individuals. However, being accommodated within an existing terraced property it is constrained by its historic form. The restricted plot width, stepped street-level entrance and the building's internal configuration render the installation of step-free access and wheelchair compliant circulation routes unachievable without extensive and disproportionate structural interventions. These would endanger the property's structural integrity, compromise its character and be disproportionate when weighed against the modest scale of the proposal. Approved Document M of the Building Regulations mandates reasonable provision for access for disabled people but recognises that full compliance can be impracticable for existing buildings undergoing a change of use. The standard of provision must be appropriate to the nature and context of the site.
Extant Unitary Development Plan Policies	Development Compliance
Policy DC4, Bed & Breakfast establishments (Class C1)	This policy refers explicitly to <i>bed & breakfast accommodation</i> (B&Bs) and does not mention guest houses. Guest houses differ materially from B&Bs in scale, operation, and impact. Applying DC4 to guest houses misapplies the policy beyond its stated scope and intention, which is to regulate B&Bs. Therefore, it is not directly relevant to the proposed use.

Policy DC4.1

- A guest house has existed since 2016.
- The location of the proposed development, in an established residential area, is acceptable. Saved Unitary Development Plan policy DC4.2 (if this is relevant to the application, as cited by the Council) confirms that the Council will normally accept the principle of guest house accommodation in residential areas.
- The applicant accepts the Council's concern for application 144291/FO/2025 that the number of occupants who could theoretically have stayed at the guest house at the same time was excessive (although the 20-guest occupancy figure mentioned in the Planning Officer's report was highly improbable as it is never full, and until the application to formalise the change of use was submitted it had operated since 17th April 2016 without complaint). This application therefore proposes fewer occupants (nine people in total), and with an average occupancy rate of 73% this equates to only 6-7 people.
- The effect on the amenity of neighbouring residents and the standard of the accommodation for the intended number of occupiers of the premises will be acceptable. The Council's Environmental Health Officer did not object to application 144291/FO/2025 on the grounds that it would have a detrimental impact on neighbours or offer sub-standard accommodation.
- Adequate private outdoor amenity space will be provided.
- Adequate on-street car parking is available on Milverton Road and neighbouring streets. This has proven to be satisfactory and is characteristic of the area. The Council's Highway Services team did not object to application 144291/FO/2025 on the grounds of inadequate parking.

	• The development will not lead to an over-concentration of guest houses or B&Bs in any one area of the city. • The existing character of the residential street will be maintained.
Policy DC4.2	The Council will normally accept the principle of developments of this kind in residential areas.
Policy DC4.3	• The Council has no approved standards for developments of this kind. • There will be adequate usable external amenity space. • Satisfactory refuse storage and collection facilities will be provided. Waste bins will be stored in the forecourt to the front of the property and will be relocated to Milverton road for kerbside collection, as with other terraced properties in the street. The Council's Highway Services team did not object to application 144291/FO/2025 on the grounds of inadequate refuse storage or collection facilities. • There will be satisfactory communal facilities for residents with a shared seating/ dining area and small garden available for use. The Council's Environmental Health Officer did not object to application 144291/FO/2025 on the grounds that it would have inadequate communal facilities.
Policy DCD4.4	• Adequate on-street car parking is available on Milverton Road and neighbouring streets. This has proven to be satisfactory and is characteristic of the area. The Council's Highway Services team did not object to application 144291/FO/2025 on the grounds of inadequate parking. • The effect on the amenity of neighbouring residents will be acceptable. The Council's Environmental

	Health Officer did not object to application 144291/FO/2025 on the grounds that it would have a detrimental impact on neighbours.
Policy DC26.1, Development and Noise	The guest house will not be a generator of noise, and it is not exposed to existing noise sources which are outside planning control.
Policy DC26.2	The guest house is not in a location which exposes it to high noise levels from existing uses or operations.

4.7 Supplementary Planning documents/ Guidance

[Supplementary Planning Documents/ Guidance](#)

- Guide to Development in Manchester SPD

SPD	Development Compliance
Guide to Development in Manchester SPD	• The development will help to sustain local facilities. • Suitable vehicular access and parking already exists and will not change. • The development has had (and will have) no impact on biodiversity. • The development will promote a safe environment. • The development will provide satisfactory accommodation, of good quality. All rooms are adequately sized and benefit from natural light and ventilation. The guest house welcomes assistance dogs and provides a temporary access ramp if required by those with mobility problems. It is also purposely painted in a neuro diverse colour scheme to provide a calming environment, reduce sensory overstimulation and promote well-being for neurodivergent individuals. However, it is accommodated within an existing terraced

	property constrained by its historic form. The restricted plot width, stepped street-level entrance and the building's internal configuration render the installation of step-free access and wheelchair compliant circulation routes unachievable without extensive and disproportionate structural interventions. These would endanger the property's structural integrity, compromise its character and be disproportionate when weighed against the modest scale of the proposal. Approved Document M of the Building Regulations mandates reasonable provision for access for disabled people but recognises that full compliance can be impracticable for existing buildings undergoing a change of use. The standard of provision must be appropriate to the nature and context of the site.
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5. The Development

5.1 Housing Supply

A refusal reason for application 144291/FO/2025 states that the loss of a family dwellinghouse would be contrary to policies SP1, H1, H5, DM1, the Guide to Development in Manchester SPD (2007), and the NPPF. However, none of these policies expressly prohibit the change of use of a dwellinghouse to a guest house or the loss of dwellinghouses to alternative uses. Furthermore, policy H-5 is not relevant to the development as it relates specifically to the distribution and prioritisation of new housing development in Central Manchester. Saved Unitary Development Plan policy DC4.2 confirms that the Council will normally accept the principle of guest house accommodation in residential areas. In the absence of a prescriptive policy preventing the change of use to a guest house, the Council's objection based on the loss of a family home is unsupported by planning policy.

- 5.2 Having regard to Manchester's housing requirement set in Places for Everyone and to the five-year supply of deliverable sites, the five-year land supply position in Manchester over the period 1 April 2025 to 31 March 2030 is 7.5 years. This significantly exceeds the requirement in paragraph 78 of the NPPF for the Council to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing (with appropriate buffer). The approved conversion of this single dwelling to Use Class C1 will have no material impact on the Council's housing supply. Moreover, the property offers temporary housing accommodation for people without a permanent place of residence. For example, it is regularly used by Manchester City Council and Stockport Homes for short stay emergency accommodation. More than 50% of bookings in 2025 were for this purpose.
- 5.3 Rusholme's local housing profile shows that single-family households comprise only 44.6 % of all households, significantly below the citywide average (53.9 %) and with a substantial proportion of one-person and non-family households. Given this existing housing mix, the loss of a single-family house in this ward would not materially reduce family housing supply or choices locally. In contrast to other Manchester wards where family occupancy is stronger, Rusholme's statistics reflect a predominance of younger, single, or shared households rather than a shortage of families caused by lack of housing stock.

5.4 Character and Appearance

No external alterations have been made to the property. The development has had (and will have) no material impact on the character or appearance of the area, and

outwardly the building retains the appearance of a residential home that is not readily identifiable as a guest house. The prevailing character of the property has not changed with guests using it in a similar way to a dwellinghouse.

5.5 Location of Guest House/ Residential Amenity

A refusal reason for application 144291/FO/2025 states that the location of the guest house would be contrary to policies SP1, CC4 and DM1. A refusal reason also states that the development would have a detrimental impact on the amenity of local residents and be contrary to Core Strategy policy DM1 and saved Unitary Development Plan policy DC4. However, while these policies highlight preferred locations for development none of them preclude development from taking place in other locations.

- 5.6 Policy CC4 is not relevant to the development as it relates to culture and leisure in the city centre and primarily hotel development, and saved Unitary Development Plan policy DC4 refers explicitly to bed & breakfast accommodation (B&Bs) and does not mention guest houses. Guest houses differ materially from B&Bs in scale, operation, and impact. Applying DC4 to guest houses misapplies the policy beyond its stated scope and intention, which is to regulate B&Bs. Therefore, it is not directly relevant to the proposed use. In any case, saved Unitary Development Plan policy DC4.2 confirms that the Council will normally accept the principle of guest house accommodation in residential areas. In the absence of a prescriptive policy preventing it, the Council's objection to the guest house in pure locational terms is unsupported by planning policy.
- 5.7 It is not unusual for guest houses to be in residential areas. The guest house is located to offer affordable accommodation for tourists visiting the sights of Manchester, and to provide a convenient place to stay for people visiting, inter alia, the University of Manchester. Furthermore, it offers temporary housing accommodation for people without a permanent place of residence. For example, it is regularly used by Manchester City Council and Stockport Homes for short stay emergency accommodation. More than 50% of bookings in 2025 were for this purpose, and it is important that the accommodation is located in an established residential community.
- 5.8 The Council's Environmental Health Officer did not object to application 144291/FO/2025 on the grounds that it would have a detrimental impact on neighbours. Notwithstanding this, for that application the applicant accepts the Council's concern that the number of occupants who could theoretically have stayed at the guest house at the same time was excessive (although the 20-guest occupancy figure mentioned in the Planning Officer's report was highly improbable as it is never full, and until the application to formalise the change of use was

submitted it had operated since 17th April 2016 without complaint). This application therefore proposes fewer occupants (nine people in total), and with an average occupancy rate of 73% this equates to only 6-7 people. Guests will also be required to book accommodation in advance via on-line booking platforms, with check-in taking place between 3:00pm-9.00pm and check-out at 10:00am, to prevent them turning up unannounced and to minimise situations where they arrive and depart at unsociable hours.

- 5.9 No. 31 Milverton Road is a large 7-bed property. Households can take many forms and given that there is no limit on the number of family members that can occupy a dwellinghouse it is likely that a house of this size would be used to accommodate at least the same number of residents as the guest house. This could bring with it considerable activity, and probably more because the guest house will not always be fully occupied. The differences between the proposed and former uses will not be easily measurable or quantifiable, and the guest house will not have a materially different impact on surrounding residential amenity than could occur if it was used as a dwellinghouse.
- 5.10 Guest houses are not inherently noisy uses. Their primary function is the provision of short stay sleeping accommodation. Unlike pubs, bars, nightclubs, or other entertainment uses, they do not involve amplified music, alcohol-led activity or regular congregation of large numbers of people. The intensity and pattern of activity is comparable to that of a standard residential dwelling. Guests are typically transient, and their occupation is short-term, which is unlikely to generate disturbance above normal residential levels. Milverton Road is also busy with a significant level of activity. Any 'comings and goings' associated with the guest house will not be noticeable and will be subsumed by general activity in the area. Nos 21, 25 and 27 Milverton Road, for example, are houses in multi-occupation. Any isolated or unreasonable noise, should it arise, could be adequately addressed by existing environmental health powers under statutory nuisance legislation, or by the property manager.

5.11 Standard of Accommodation

A refusal reason for application 144291/FO/2025 states that the guest house would provide sub-standard accommodation and be contrary to Core Strategy policy DM1, UDP policy DC4 and the guidance contained in the Manchester Residential Quality Guidance.

- 5.12 Policy DM1 states that all development should have regard, inter alia, to the adequacy of internal accommodation and external amenity space for which more detailed guidance may be given within a supplementary planning document. However, the Council has no supplementary planning document or detailed

guidance on the adequacy of internal accommodation and external amenity space for guest houses. Saved Unitary Development Plan policy DC4 refers explicitly to bed & breakfast accommodation (B&Bs) and does not mention guest houses. Guest houses differ materially from B&Bs in scale, operation, and impact. Applying DC4 to guest houses misapplies the policy beyond its stated scope and intention, which is to regulate B&Bs. Therefore, it is not directly relevant to the proposed use. In any case, Saved Unitary Development Plan policy DC4.3 confirms that the Council will require any developments in this category to provide accommodation to the Council's current approved standards for developments of this kind. The Council has no adopted approved standards for guest houses or B&B accommodation that the development should comply with. The Manchester Residential Quality Guidance (2016) explains how the City Council will interpret its adopted local plan policies relevant to residential development. It does not purport to apply to guest houses or other forms of transient accommodation and should not be relied upon as a basis for refusal. Applying standards intended for permanent residential accommodation to a guest house is inappropriate and disproportionate.

- 5.13 The standard of guest houses is regulated and controlled through environmental health, housing and consumer protection legislation rather than the planning system. The NPPF assumes these regimes will operate effectively, and planning decisions should not duplicate controls provided through these statutory systems. The Council's Environmental Health Officer did not object to application 144291/FO/2025 on the grounds that it offered sub-standard accommodation. Notwithstanding this, for that application the applicant accepts the Council's concern that the number of occupants who could theoretically have stayed at the guest house at the same time was excessive (although the 20-guest occupancy figure mentioned in the Planning Officer's report was highly improbable as it is never full, and until the application to formalise the change of use was submitted it had operated since 17th April 2016 without complaint). This application therefore proposes fewer occupants (nine people in total), and with an average occupancy rate of 73% this equates to only 6-7 people. More people could occupy the property if it was a dwellinghouse.
- 5.14 As stated above, Manchester City Council has not adopted any planning policies or guidance setting out the internal layout or occupancy standards for guest houses. However, the fact both Manchester City Council and Stockport Homes have used the guest house to temporarily house people on their waiting lists without a permanent place of residence is evidence that it is of a satisfactory standard. The proprietor also receives many repeat bookings from customers who are pleased with the accommodation on offer. People will not stay there if it provides poor-quality accommodation.

5.15 Highway Safety and Parking

The Council's Highway Services team did not object to application 144291/FO/2025, noting that in comparison to the former use the level of trips generated was not anticipated to be dissimilar and no highways concerns were expected; the site is well accessed by sustainable modes of transport; there was no on-site car parking associated with the development; the proposed cycle parking was acceptable in principle but should be secure and sheltered; the refuse bins located within the front yard were acceptable in principle and would be relocated to Milverton Road for kerbside collection, in line with surrounding properties; and there would be no separate delivery/service vehicles associated with the change of use.

- 5.16 A guest house has existed in the property since 2016. On-street car parking is available on Milverton Road and neighbouring streets which has proven to be adequate and is characteristic of the area. Guests are required to book accommodation in advance via on-line booking platforms, and transport movements and parking demand associated with the guest house are not materially different to that which could occur if it was a large family home. There are no separate delivery/ service vehicles associated with the use.
- 5.17 The property benefits from high levels of connectivity in respect of public transport, and most guests do not use vehicles. For example, the property is regularly used by Manchester City Council and Stockport Homes for short stay emergency accommodation when guests do not have cars. Oxford Road university corridor, Manchester city centre and Rusholme and Longsight District Centres are within easy walking distance, and nearby major roads feature off-road cycle paths. Several frequent bus services run along Oxford Road and Wilmslow Road that connect to the city centre, universities and South Manchester. The nearest Metrolink stops are Chorlton, Stretford or Brooklands, and trams run frequently (every 5–10 minutes during peak times) across the city centre to destinations including Altrincham, East Didsbury, Bury and Manchester Airport. It is also possible to connect via bus directly to central city Metrolink stops including Deansgate-Castlefield and St Peter's Square.
- 5.18 Secure and sheltered cycle parking for four bicycles will be provided in the garden. This exceeds the Council's adopted Parking Standards in Appendix B of the Manchester Core Strategy.

5.19 Waste

Waste bins will be stored in the forecourt to the front of the property and will be relocated to Milverton road for kerbside collection, as with other terraced properties in the street.

5.20 Biodiversity

The biodiversity gain condition imposed by [Schedule 7A of the Town and Country Planning Act 1990 \(inserted by the Environment Act 2021\)](#) does not apply in this case as the application is retrospective. In any case, the development has had (and will have) no impact on biodiversity and is subject to the de minimis exemption.

5.21 Flood Risk

Environment Agency records show that the site is in Flood Zone 1 with a low probability of flooding from rivers and in an area at very low risk of surface water flooding.

6. Conclusion

6.1 Consideration of the Scheme

The property has existed as a guest house since 17th April 2016. For over 9 years it has operated without any complaints being made about its impact on the character and appearance of the area, surrounding residential amenity or highway safety and parking, until application 144291/FO/2025 was submitted. In response to the petition objecting to that application the current proposal stipulates that the guest house will be occupied by a maximum of nine residents at any one time, to be controlled by planning condition. With an average occupancy rate of 73% this equates to only 6-7 people. More people could occupy the property if it was a dwellinghouse.

6.2 The NPPF provides for a presumption in favour of sustainable development. Since the application conforms to both local and national planning policies and guidance, and it comprises sustainable development, it should be supported and welcomed by the local planning authority. Planning permission should be granted without delay.

6.3 *Paragraph 39 of the NPPF requires that local planning authorities approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible. If the LPA identifies any areas of concern with the application, notwithstanding this submission, it is requested that these are raised with the applicant prior to a formal decision on the application being made. This will give the applicant the opportunity to respond to them, and if necessary to amend the proposal.*

7. Contact



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