MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	143535/FO/2025
Date registered valid:	23 September 2025
Proposal:	Change of use from dwelling to a 6 bedroom HMO (Sui Generis)
Address:	312 Dickenson Road, Manchester, M13 0NG
Ward(s):	Longsight Ward
Applicant:	Mr Gulfar Ahmed
Agent (if any):	Mr Fahad Patel
Case officer:	Ian Jarvis Tel: 0161 234 4079 Email: ian.jarvis@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	14 November 2025

Application details

Type of application: Full Application Consent

Development type: Change of use

Standard consultations:
Printed: 3 October 2025 Expired: 24 October 2025

Neighbour notifications
Printed: 3 October 2025 Expired: 24 October 2025

Site notice
No site notice has been produced

Press advert
No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

This application relates to an end terraced property in a mostly residential area. The property is two-storey at the front, and three-storey at the rear, with a part single storey, part two-storey outrigger, small single storey extension, along part of the rear elevation. The remaining rear yard area is largely covered with a canopy, and this covered area can also be accessed by a door in the side boundary wall. This then links into a small boundary wall, along the side and front boundaries of the site.

There is no planning history for the site, but its authorised use is accepted as being a Class C3(a) family dwellinghouse. The submitted floorplans show 2 lounges, a kitchen and bathroom on the ground floor, with 3 bedrooms, and a bathroom, on the first floor and a fourth bedroom on the top floor. It is proposed to convert the 2 ground floor lounges into bedrooms in association with the change of use of the property to a 6 bedroom House in Multiple Occupation. The ground floor kitchen would be a combined kitchen dining room and the two bathrooms would remain as communal facilities

No external alterations are proposed.

Consultations & Notification Responses

Local residents - One objection has been received, from a nearby resident. No reasons were provided although they questioned who would reside at the property (e.g. students, supported accommodation).

Highway Services - Make the following comments:

TRIP GENERATION AND JUNCTION CAPACITY:
The property will be converted from a 4-bedroom dwelling to a 6-bedroom HMO. In comparison to the former use, the level of trips generated is not anticipated to be dissimilar. It is noted that Beresford Road and Dickenson Road has existing on-street parking in place due to a number of existing dwellings.

SITE ACCESSIBILITY:
The site is well accessed by sustainable modes.

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

CYCLE PARKING:
100% cycle parking provision should be in place.

REFUSE AND SERVICING:
A refuse store is noted in the curtilage of the site. Kerbside collection is noted from Beresford Road as per the existing arrangements. Acceptable in principle.

Strategic Area and Citywide Support Manager - Raised concerns about the submitted waste management arrangements, which they did not consider to be acceptable.

Issues

National Planning Policy Framework (December 2024) - Sets out the Government's Planning Policies for England and how these should be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that achieving sustainable development means that the planning system has 3 overarching objectives:

An economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

A social objective - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

An environmental objective - to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy

It states that planning policies and decisions should ensure that developments:
a) will function well and add to the overall quality of the area, not just for the short term, but over the lifetime of the development;
b) are visibly attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
f) create places that are safe, inclusive and accessible, and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Section 12 'Achieving Well Designed Places' states that 'the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So to is effective engagement between applicants. Communities, local planning authorities and other interests throughout the process (paragraph 131).

In addition to the above, Sections 5 (Delivering a sufficient supply of homes) and 8 (Promoting healthy and safe communities) is of relevance:

Paragraph 61 in Section 5 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, that the needs of groups with specific housing requirements are addressed Paragraph 63 states that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing; families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.

Paragraph 96 in Section 8 states that planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible and enable and support healthy lives.

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have 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 SP1 identifies the City Council's Core Development Principles and states that development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-
- Creating well designed places that enhance or create character

- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy H5 relates to Housing in Central Manchester and states that, over the lifetime of the Core Strategy, Central Manchester will accommodate around 14% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within or adjacent to the Regional Centre (Hulme and the Higher Education Precinct) as well as within Hulme, Longsight and Rusholme district centres as part of mixed-use schemes.

Policy H11 relates to Houses in Multiple Occupation and states that a change of use from a C3 dwelling house to a C4 HMO will not be permitted where there is a high concentration of residential properties within a short distance of the application site falling within one or more of the following categories:
- Exempt from paying Council tax because they are entirely occupied by full time students.
- Recorded on Private Sector Housing's database as a licensed HMO.
- Any other property which can be demonstrated to fall within the C4 or sui generis HMO use class.

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

In areas of high concentration, extensions to HMOs (as defined in the Housing Act 2004) would not be permitted where this could reasonably be expected to lead to an increase in the level of occupation.

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

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

Policy EN19 relates to waste and states that the Council will require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be

minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

Policy T2 states that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses).

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy DM 1 states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-
- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Saved Development Control policy DC26, of the Unitary Development Plan, relates to development and noise and states that 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.

Manchester Residential Quality Guidance 2016 sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016). The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles

contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses. In relation to one bedroom, one person, units the minimum standard of accommodation is set at 37 square metres (35 metres where a shower room is proposed), and for one bedroom, two person units, the standard is 50 square metres.

Places for Everyone - The approved Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester.

The Plan identifies the essential aspect of the efficient and effective use of land with the preference to be given to making as much use as possible of suitable previously developed brownfield land and vacant buildings when meeting development needs. Securing higher densities in the most accessible locations is identified as helping to maximise the ability of people to travel by walking, cycling and public transport and reduce the reliance on the car.

Relevant policies of PfE in this instance are:
JP-S1: Sustainable development
JP-C8: Transport Requirements of New Development
JP-P1: Sustainable Places

Principle - In the case of this application, the principle of the proposed change of use is not considered acceptable as it is in conflict with the policies and associated guidance indicated above.

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

Houses in multiple occupancy also often lead to transient occupancy, whereby occupants have little vested interest in the area and can in part, alter the character of an area as a neighbourhood of choice.

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 such as a family. It is believed that this cyclical change in occupiers can have a negative impact upon both residential amenity often due to poor or no management and a general lack of civic pride. As such, the cumulative effects of HMOs can have an adverse impact upon the character and appearance of an area.

It is further maintained that the use 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 in considered to conflict with policies DM1, SP1, H4 and H11 of the Manchester Core Strategy and the National Planning Policy Framework (NPPF).

Loss of Family Accommodation - The site lies within a residential area of predominantly family housing.

There is no history of an HMO use, at this property. There are some larger properties, on Dickenson Road, which are in multiple occupation, but there is no record of any family dwellings, being granted permission to convert to an HMO, in the immediate vicinity of the site.

Policy H11 of the Core Strategy 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.

This is endorsed by Policy H5 which states that in Central Manchester, priority will be given to family housing and other high value, high quality development where this can be sustained.

The Manchester Move website provides advice on available properties in Manchester and is used by the City Council's Housing and Residential Growth service as a data source, reflecting the Manchester Housing Register. The latest figures extracted from the website shows an extremely high demand for social housing in Manchester with over 15,000 live applications on the Manchester Housing Register.

The table below highlights the number of households on the Manchester Housing Register, by their band and the size of property applicants need. For example, without internal modifications to the floorplan, the application property was originally built as a 3-bedroom property. The table shows that for this type of property 3,939 applicants were waiting for a 3-bedroom property as per the information dated 16 June 2025.

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

Figure 1 Number of households on Manchester Housing Register, by band and size of property

The application property is therefore a dwellinghouse suitable for a family and the proposal in this case would see the loss of such.

Whilst these figures are based on the supply of social housing, there is inevitably an intrinsic relationship between the availability of family homes for sale or rent in the private sector, and the demand for housing.

An important policy objective of the City Council is to improve the quality of housing stock in the city and to deliver a more sustainable housing market. This can be achieved by increasing the amount of family housing stock on offer and by providing for choice through a range of

accommodation. This would allow for more balanced and cohesive neighbourhoods that provide for stronger and safer communities.

The loss of a family house in this area would conflict with this aspiration, undermine the policy objectives for the area and increase the threat of existing families being driven out of the area, or from being attracted to the area, due to a shortage of appropriate accommodation. Whilst the effect of the loss of a single home on the overall mix and balance of housing in the area would be limited, it would nevertheless contribute to the short fall.

To permit the conversion of the property to form a house in multiple occupation clearly contravenes City Council policy aspirations and would serve to contribute to the imbalance of the housing mix in the area and deviate from the long-term housing objectives of the City Council which focuses on diversity and choice in the housing market, as well as the protection of residential amenity.

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 130(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.

Whilst the City Council has no control over who can occupy a property, it can help prevent properties from being over intensively used, by restricting the number of occupants and the creation of certain types of accommodation.

HMO accommodation in particular can often cause problems in residential neighbourhoods due to the level of activity associated with unrelated people living together. It is considered that a collective group of individuals with different lifestyles and different patterns of behaviour, as opposed to traditional family occupancy, can result in more frequent comings and goings, with associated noise and disturbance. This in turn can have an adverse impact upon the living conditions of neighbouring residential occupiers, to the detriment of their residential amenity.

The principal effects include increased levels of activity, 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, the lack of sufficient off-road car parking provision forms a particularly harmful factor and this has been raised as a concern by Highway Services. It is accepted that the site is in a fairly good accessible location, but this does not preclude the potential for car ownership for up to 6 separate individuals.

It is therefore considered that the increased occupancy of the property would undoubtedly lead to increased competition for on-street parking spaces, in an area which already experiences on-street parking difficulties, in part caused by its close proximity to major sites that generate significant numbers of visitors.

As a result, the lack of off-road car parking provision would have a detrimental impact upon highway users and neighbouring occupiers due to likely parking demand and increased on-street parking. It is further considered that the sites location, at the end of a cul-de-sac, where vehicles need a clear turning area, makes this a particularly unsuitable spot for additional on-street parking, beyond what would normally be expected for a single property. It is therefore maintained that the parking provision is unacceptable.

It is considered that the potential introduction of a number of cars associated with the property with an under provision of off-road parking would lead to further parking on-street parking demand and exacerbate parking problems for existing residents to the detriment of their amenity. This is indicative of the over intensive use of the property and is not therefore considered satisfactory.

Standard of accommodation - The 6 single person rooms range in size from 7.2 square metres to 19.8 square metres, with 4 of the rooms having a size of 12 square metres or less. This falls considerably below the minimum space standards for one bedroom flats. It is accepted that the guidance relates to self-contained accommodation, to include living rooms and kitchen/dining rooms, as well as bedroom space, but, in this case the shared kitchen dining room space amounts to just 12 square metres with no lounge/living space provided. This could be looked at that each bedroom also has 12 square metres of communal space available, excluding the 2 communal bathrooms, but this needs to be shared between 7 people, which equates to just 2 square metres per person. It is therefore considered that these floorspace figures demonstrate that the premises would be overcrowded and that the size of accommodation provided, would not provide quality accommodation for future occupiers of the premises and, as a result, it is considered that the proposal does not accord with the spirit of the Manchester Residential Quality guidance.

Conclusion - Overall, taking into account the existing characteristics of the immediate area, it is maintained that the proposed use would cause harm to the living conditions of neighbouring occupiers with respect to general disturbance, waste management and increased parking pressure in the area. The proposal would therefore conflict with the aforementioned policy and guidance.

Other Legislative Requirements
Equality Act 2010
Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations
This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Refuse

Article 35 Declaration

Officers have attempted to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers have communicated their concerns about this proposal to the applicant during the course of the planning application, and invited the withdrawal of the application, but the applicant did not take up this option. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1) The proposed change of use would result in the loss of a family sized dwellinghouse which would reduce the standard and availability of such housing in the area, undermining the provisions of policies H4, H11 and SP1 of the Manchester Core Strategy, which seek to provide an appropriate mix and balance of housing provision in the locality, in order maintain a sustainable neighbourhood and cohesive housing market.

2) The proposal would result in an over intensive use of the property resulting in the creation of low quality/substandard living accommodation for the occupants of the development, including the lack of adequate parking arrangements which would create the demand for on street car parking, within the local area. In addition, the proposal would result in a significant intensification of occupation, waste generation and comings and goings at the site which would increase level of noise, disturbance and activity for proposed and existing residents. The proposal would therefore have an unacceptable detrimental impact upon the residential amenity of neighbouring residential occupiers and would therefore be contrary to the provisions of policies SP1, H11, T2 and DM1 of the Manchester Core Strategy, saved policy DC26 of the Unitary Development Plan for the City of Manchester and guidance in the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Flat 4, 309 Dickenson Road, Manchester, M13 0NR
Flat 3, 309 Dickenson Road, Manchester, M13 0NR
Flat 2, 309 Dickenson Road, Manchester, M13 0NR
Flat 1, 309 Dickenson Road, Manchester, M13 0NR
322 Dickenson Road, Manchester, M13 0NG
Flat 1, 320 Dickenson Road, Manchester, M13 0NG
Flat 2, 322 Dickenson Road, Manchester, M13 0NG
Flat 3, 320 Dickenson Road, Manchester, M13 0NG
Flat 2, 320 Dickenson Road, Manchester, M13 0NG
Flat 3, 322 Dickenson Road, Manchester, M13 0NG
Flat 1, 322 Dickenson Road, Manchester, M13 0NG
4 Swayfield Avenue, Manchester, M13 0NQ
314 Dickenson Road, Manchester, M13 0NG
3 Beresford Road, Manchester, M13 0WP
3 Birch Hall Lane, Manchester, M13 0XJ
1 Beresford Road, Manchester, M13 0WP
2 Swayfield Avenue, Manchester, M13 0NQ
318 Dickenson Road, Manchester, M13 0NG
316 Dickenson Road, Manchester, M13 0NG
1 Birch Hall Lane, Manchester, M13 0XJ

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) -
Area Team Boundary - Name: NORTH AREA