

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143932/FO/2025

Date registered valid: 9 September 2025

Proposal: Change of use from Class C4 House in Multiple Occupation to a Sui Generis 9-bedroom 9-person Large House of Multiple Occupation together with associated works including basement conversion and loft conversion with rear roof dormer extension.

Address: 7 Thurlby Street, Manchester, M13 0DR

Ward(s): Ardwick Ward

Applicant: Alkaff, AAA Homes I Ltd

Agent (if any): Miss Nixie Edwards, HAD & Co

Case officer: Carl Glennon
Tel: 0161 234 4530
Email: carl.glennon@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 31 October 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 20 October 2015

Standard consultations:

Printed: 22 September 2025

Expired: 13 October 2025

Neighbour notifications

Printed: 29 September 2025

Expired: 20 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

Description of area

The application property is in a residential area and close to but outside the Victoria Park Conservation Area. It is located at the western end of a distinctive terrace of two storey houses that are separated from the back of pavement by shallow gardens and railings. The terraced houses have distinctive arrangement of brick detailing and window configuration. The roofs are pitched and composed in slate. The side gable elevation is angled in response to the configuration of the western boundary. To the rear of the property there is a two storey rear extension that spans the shared boundary and forms hipped pitch as it adjoins the rear roof slope. The rear elevation is partially recessed and set back from the western boundary. A small lean-to extension with a lean-to roof adjoins the outrigger. The property has an enclosed rear yard.

Internally, the proposed comprises:

- i. Basement – Undefined assumed to be storage.
- ii. Ground floor – Kitchen / dining room, lounge, bedroom and WC;
- iii. First floor – Four bedrooms, one bathroom and WC.



Fig.1 – Views of the front and rear of the application property

Description of development

The proposed development would involve

- i. Basement – Communal lounge, bedroom, and utility room access by a staircase from the ground floor main hall. A cycle store would be formed with access via the utility room and rear doorway.
- ii. Ground floor – Main entrance and hallway, two bedrooms and kitchen dining room
- iii. First Floor - Four bedrooms would be formed.
- iv. Loft – Two bedrooms would be formed.

A total of nine bedrooms would be formed. With the exception of bedroom 6, each bedroom would have an en suite shower room

To facilitate the proposed development, the reconfiguration of the internal space would be supplemented with the formation of an L-shaped roof extension with a flat roof and would adjoin the plane of the elevation of the main roof and the adjoining outrigger. Its roof would be positioned below the ridge line of the main roof but above the ridge line to the outrigger. Excavation to the basement would enable the formation of an external staircase to provide access to door serving a proposed internal cycle store. A window would be positioned in the southern elevation of the horizontal element of the roof extension. Bin storage would be in the rear yard. The proposal is occupied as five bedroom HMO with occupation by up to six people. The proposal would facilitate the formation of nine bedrooms for occupation by nine people.



Fig.2 – Proposed elevations

Site history

- i. 029366: Approved - 16.07.1987
Vacant land adjoining, 7 and 12, Thurlby Street and, to the rear of 5-29, Eston Street, Longsight.
CITY COUNCIL DEVELOPMENT - Permanent landscaping works including the provision of footpaths
- ii. 090813/VO/2009/N2: Approved - 12.10.2009
Alleyway To Rear Of 61 - 79 Richmond Grove, 2 - 12 Thurlby Street And 2 Ingoldsby Avenue, Ardwick, Manchester, M13 0DH
CITY COUNCIL DEVELOPMENT Installation of two double access gates with associated infill panels
- iii. 140250/LE/2024: Approved - 05.08.2024
7 Thurlby Street, Manchester, M13 0DR.
Use of property as a Small House in Multiple Occupation (Use Class C4)

Consultations & Notification Responses

Local residents – Five emails have been received.

- i. One email expressed concern regarding the proposed intensity of occupation and the associated impact on the local drainage infrastructure. It is also advised that waste / recycling should be stored in nearby communal alleyway bins rather than in the application property.
- ii. Four emails support the development and its potential contribution to affordable housing with appropriate facilities.

Highways – The following comments have been received:

- i. The development would not encroach on to the highway.
- ii. The level of generated trips generated is not anticipated to be significant.
- iii. The site is reasonably accessed by sustainable modes. Regular bus services are routed within a short walking distance from the site.

- iii. There is no on-site car parking associated with the development. Vehicular demand associated with additional future residents are anticipated to contribute to the level of vehicles parked on-street.
- iv. A secured a nine space cycle store is proposed at basement level is proposed and would be acceptable.
- v. Any basement excavations proposed adjacent to the highway should be agreed with the Council as local highways authority.
- vi. A Travel Plan has been provided and its implemented would need to be monitored should planning permission be granted.
- vii. The refuse strategy if acceptable subject to conditioned arrangements of the return of bins.
- viii. The applicant should discuss any works affected the highway with the Council as local highways authority.

Environmental Health – The proposed number of bins would be insufficient for the number of proposed bedrooms.

Issues

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended most recently in December 2024. It represents key up to date national policy and is an important material consideration in determining the current application. The document states that the 'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the 'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs'. The purpose of the planning system is to achieve sustainable development. The NPPF states that to achieve this, the following three overarching objectives need to be pursued mutually:

- i. The economic role should contribute to sustainable development by building a strong, responsive and competitive economy and ensuring the sufficient amount of and right type of development to support growth.
- ii. The social role is required to support communities by creating a high quality built environment with accessible local services to reflect the needs of the community.
- iii. The environmental role should protect and enhance the natural, built and historic environment.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. The following aspects of the Framework are relevant.

- i. Section 5 Delivering a sufficient supply of homes - States that to support the Government's objective of significantly boosting the supply of homes, it is important that: a sufficient amount and variety of land can come forward where it is needed; the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. In this case, the development would increase the intensity of occupation and related noise and disturbance. Given the harm presented by the increased intensity of the use, the development would be contrary to the objective of section 5.

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

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

The site can be accessed by public transport and provision for cycle storage would be made. However, Thurlby Street in common with other streets in the locality has significant on-street car parking. This is particularly significant as many of the properties in the locality are in shared occupation with potentially higher levels of car ownership than single households. The adverse impacts of congestion and excessive vehicular movement would be exacerbated by the proposed increase in occupation. Section 9 would not be satisfactorily responded to.

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

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

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

Places for Everyone – 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 and took effect and became part of the statutory development plan on 21 March 2024. The plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given full weight in the planning balance. The following policies are relevant.

Policy JP-C6: Walking and Cycling - Discusses measures required to deliver a higher proportion of journeys made by walking and cycling. The site has the capacity for the provision of cycle storage, which would potentially encourage the adoption of a sustainable transport mode.

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

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

Manchester's Local Development Framework: Core Strategy - The Core Strategy Development Plan Document 2012 -2027 ('the Core Strategy') was adopted by the Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in

accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

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

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

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

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

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

Subject to review of bin capacities, it is considered that site has the capacity to achieve satisfactory waste and recycling storage and collection in accordance with policy EN19.

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

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

The application site is in an area with notable on-street car parking attributable to neighbouring residential uses, including houses in shared occupation. The proposal provides cycle storage, and the site is accessible via public transport. However, the potential for the development to exacerbate on street car parking and vehicular congestion would be a significant concern. The reduction of the negative impacts of traffic generation, required by policy T1. Therefore, policy T1 would not be positively accorded with.

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

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

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

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

DC26 - Development and Noise

Policy DC26.1 - The Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

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

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

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

Principle of the development – The proposed expansion of the HMO would increase the intensity of occupation and lead to increased activity, noise and disturbance. This would be potentially significant as the properties would be occupied by unrelated individuals with differing lifestyles and patterns of behaviour. Notwithstanding the introduction of en suite bathrooms, it is not considered that the quality of accommodation and intensity of occupation would encourage sustained occupation. The existing arrangement of accommodation potentially offers an opportunity for sustained occupation within more manageable space. It is considered that the increased levels of occupation would lead to additional activity, noise and disturbance within and around the application property. There is concern that the associated levels of activity and disturbance would lead to the more transient rather sustained occupation of the property. It is believed that this cyclical change in occupiers has a negative impact on the character of the area. Efforts to encourage the formation of neighbourhoods where people likely to remain residence over longer periods and establish links with the local community would thereby be undermined. The principle of the development is therefore considered to be unacceptable.

Operation of the site – In response to the local planning authority (LPA) concerns regarding the impact of overly intensive occupation of the application property and the disproportionate levels of activity in a tightly constrained site, the applicant provided additional details relating to the management of the enlarged HMO.

The submission discusses potential management arrangements that could be implemented reduce the risk of anti-social behaviour, including advising residents of the need to maintain appropriate levels of conduct as part of the tenancy agreement. The applicant makes clear that

tenants would be made of aware of the consequence of engaging in anti-social behaviour. The applicant also emphasises that all necessary regulations and legislation pertaining to the operation of an HMO would be complied with.

The LPA maintains that the increase in the number of bedrooms from five to nine and levels of occupation from six to nine people would be materially significant, with regard to the intensity of occupation and associated activity, noise and disturbance. The proposed management arrangements incorporate reactive responses to circumstances where disturbance would have already occurred. Incidences may also go unreported and yet cause harm to amenity. The delivery of extensive management arrangements would be onerous and difficult to sustain over time. If planning permission were to be granted it would rest with the application property. If the ownership of the property were to change, it may be even more difficult to sustain conditioned management arrangements. The LPA does not consider that the development could be undertaken without adversely affecting residential amenity. The planning application therefore cannot be supported.

Residential amenity – It is considered that the increased level of occupation would differ materially from the existing circumstances. The associated potential harm to amenity in the neighbouring area would be attributable to the additional levels of noise, activity and disturbance associated with the occupation of the property by up to 9 unrelated people. There is also concern that the harm caused by proposed level of occupation would not be counterbalanced by any improvement to the quality of the internal space. The development would not, therefore, encourage occupation or contribute toward the formation of a sustainable neighbourhood. It is therefore considered that the development would have an unacceptable impact on residential amenity.

Car parking – The development has been supported with a travel plan and cycle storage. However, the site is in an area that is affected by significant on-street car parking. Given the number of proposed rooms, there is a potential for car parking to be generated that would compound issues relating to on-street car parking, including traffic movement and localised congestion. Such circumstances would also be potentially hazardous to pedestrian safety. The development would be unacceptable due to the associated harm to residential amenity and pedestrian and highway safety.

Cycle storage - The applicant has demonstrated that cycle storage could be delivered as part of the development.

Waste and recycling management – The site has the capacity to provide appropriate bin storage within the rear yard. However, it is noted that required number of bins would reduce the capacity for the yard to be used for amenity purposes.

Design of the roof extension – The proposed roof extension is considered to be proportionate and satisfactorily positioned within the existing roofscape. The position of the proposed windows would not cause undue overlooking of neighbouring properties. The proposed roof extension would therefore be acceptable subject to the use of appropriate materials.

Conclusion - The Council maintains that the conversion of the basement and formation of loft accommodation would lead to the excessive occupation leading to additional noise, activity and disturbance in and around the application property. It would also potentially lead to increased traffic generation and demand for on-street car parking. The development would thereby be unacceptable due to its harm to residential amenity and the formation of sustainable communities.

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

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

Reasons for recommendation to refuse

1) The proposed development would result in the formation of a nine bedroom, nine person house in multiple occupation (sui generis), which would lead to the overly intensive use and transient occupation of 7 Thurlby Street. The resulting increase in the levels of noise and disturbance associated with related activity, comings and goings, traffic generation and demand for on-street car parking would be harmful to the character of the area, the amenity of neighbouring residents and the formation of a sustainable community. The development would therefore be contrary to policies DM1 and SP1 of the Core Strategy for the City of Manchester, saved policy DC26 of the Unitary Development Plan and policy JP-P6 (Health) contained within Sustainable Development Joint Development Plan Document - Places for Everyone.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Flat 2, 12 Thurlby Street, Manchester, M13 0DR
Flat 1, 12 Thurlby Street, Manchester, M13 0DR
Flat 2, 3 Thurlby Street, Manchester, M13 0DR
Flat 1, 3 Thurlby Street, Manchester, M13 0DR
Ground Floor, 10 Thurlby Street, Manchester, M13 0DR
First Floor, 10 Thurlby Street, Manchester, M13 0DR
27 Eston Street, Manchester, M13 0FF
Flat 26, Fairfield Court, 78 Daisy Bank Road, Manchester, M14 5GL
Flat 23, Fairfield Court, 78 Daisy Bank Road, Manchester, M14 5GL
15 Eston Street, Manchester, M13 0FF
Flat 2, 5 Thurlby Street, Manchester, M13 0DR
Flat 1, 5 Thurlby Street, Manchester, M13 0DR
Flat 27, Fairfield Court, 78 Daisy Bank Road, Manchester, M14 5GL
Flat 25, Fairfield Court, 78 Daisy Bank Road, Manchester, M14 5GL
Flat 24, Fairfield Court, 78 Daisy Bank Road, Manchester, M14 5GL
Flat 22, Fairfield Court, 78 Daisy Bank Road, Manchester, M14 5GL
23 Eston Street, Manchester, M13 0FF
19 Eston Street, Manchester, M13 0FF
29 Eston Street, Manchester, M13 0FF
25 Eston Street, Manchester, M13 0FF
21 Eston Street, Manchester, M13 0FF
17 Eston Street, Manchester, M13 0FF
10 Thurlby Street, Manchester, M13 0DR
8 Thurlby Street, Manchester, M13 0DR
5 Thurlby Street, Manchester, M13 0DR
3 Thurlby Street, Manchester, M13 0DR
6 Thurlby Street, Manchester, M13 0DR
7 Thurlby Street, Manchester, M13 0DR

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
Coal Authority - Surface Coal Resources - Name: Coal bearing strata at surface
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (More) -
Area Team Boundary - Name: NORTH AREA