

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143161/FO/2025

Date registered valid: 3 July 2025

Proposal: Change of use from dwellinghouse (Use Class C3a) to supported residential accommodation (Use Class C3b)

Address: 82 Kingsbridge Road, Manchester, M9 5SN

Ward(s): Harpurhey Ward

Applicant: Mr Majid Khan, O2 Care Limited

Agent (if any): Mr Gary Swarbrick, ELG Planning

Case officer: Katie Raw
Tel: 0161 234 4164
Email: katie.raw@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: **26 September 2025**

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 5 August 2025

Standard consultations:

Printed: 23 July 2025 Expired: 13 August 2025

Neighbour notifications

Printed: 23 July 2025 Expired: 13 August 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

The application site relates to 82 Kingsbridge Road within the north Manchester ward of Harpurhey. The application site relates to a semi-detached, red brick dwellinghouse with 3 storeys facilitated by additional accommodation in the roof space. The property sits close to the junction with Kingsbridge Road and the new access road of Queens Park Close for the new build properties within the same development as the applicant site (see planning ref: 120104/JO/2018). Amenity space to the front of the property relates to an off street parking space bounded by a low brick wall and metal railings and a constrained private amenity space to the side and rear takes the form of a paved patio area and grassed areas. The side and rear boundaries of the site benefit from timber fencing of a variable height.

Description of area

The applicant site sits within the context of the 12no. new build properties (see planning ref: 120104/JO/2018). The immediate locality is predominantly residential in character with a mix of terraced and maisonette properties located to the east of the site on Kingsbridge Road and Kesteven Road. Manchester General Cemetery lies to the south beyond which lies Queen's Park. The River Irk flows to the west of the site and is flanked by woodland to the east and a large industrial estate to the west.

Description of development

The current application seeks permission for change of use from dwellinghouse (Use Class C3a) to supported residential accommodation (Use Class C3b).

The accommodation would involve:

Ground floor: living room, open kitchen, W/C and cloak room

First floor: 3 bedrooms and main bathroom

Second floor: 1 staff bedroom with en-suite.

The accommodation would be for a maximum of three young adults (classified as ages 18-65 in the submitted Supported Needs Housing form) with mixed gender with learning difficulties, care leavers, substance users and/or individuals with mental health difficulties to support their transition to independent living.

The residents would be supported by staff 24/7 with a minimum of two staff at the property at any given time and a Registered Manager/ Deputy Manager, as well as specialist mental health team, as required.

During the course of the application, an example staff rota was provided for review. The shift pattern of the Registered Manager/ Deputy Manager is not shown within the rota below. The staffing arrangements will therefore result in a total of four two-way movements across a 12 hour period.

SERVICE	King street	ROTA	W.C.	ON CALL-RAJ	0780xxxxxx
Team Leader	Week 1	Service Manager	RM		
Shifts					
Day	09:00 – 21:00				
Late shift /sleep	13:00 - 21:00 + SL MON TO FRIDAY				
Night shift	21:00 – 09:00				
Weekends	Two shifts Day 09:00 – 21:00 Night shift 21:00 – 09:00				
3 rd staff	Day Plus sleep shift 9-21.00/SL				

Week 27	Mon 22/09	Tues 23/09	Weds 24/09	Thurs 25/09	Fri 26/09	Sat 27/09	Sun 28/09	Hours	SLEEPS	A/L	S/N
NN	13:00-21:00+SL	OFF	09:00-21:00	13:00-21:00+SL	OFF	OFF	21:00-09:00	40	2	0	
OO	A/L	A/L	A/L	21:00-09:00	OFF	OFF	OFF	12	0	3	
RF	OFF	21:00-09:00	21:00-09:00	OFF	21:00-09:00	21:00-09:00	OFF	48	0	0	
SA	09:00-21:00	13:00-21:00+SL	OFF	09:00-21:00	13:00-21:00+SL	OFF	09:00-21:00	52	2	0	
BD (20 HRS)	21:00-09:00	OFF	13:00-21:00+SL	OFF	OFF	OFF	OFF	20	1	0	
AA(20 HRS)	OFF	09:00-21:00	OFF	OFF	09:00-21:00	OFF	OFF	24	0	0	
RM(20 HRS)	OFF	OFF	OFF	OFF	OFF	09:00-21:00+SL	OFF	12	1	0	
RM (20 HRS)	OFF	OFF	OFF	OFF	OFF	09:00-21:00	09:00-21:00+SL	20	2	0	
OUTSTANDING											

Figure 1, Example staff rota (Registered Manager/ Deputy Manager not shown on such rota)

Negotiations during the Course of the Application

A completed Supported Needs proforma was completed during the course of the application, for review by colleagues in MCC Supported Housing Monitoring Group.

Further information was provided in relation to the number of staff at the property and an example staff rota was provided for review.

During the course of the application, it was confirmed the 4th bedroom on the second floor would be use by the staff.

On review of such additional information, the LPA were no longer in a position to proceed positively on the application and the agent was made aware of the LPA's intentions.

Planning History

No planning history can be found for 82 Kingsbridge Road; however, the development of the wider estate relates to the varied permission of:

120104/JO/2018- Land Adjacent To Kingsbridge Road And Camelia Road- Variation of condition no. 2 (approved drawings) attached to planning permission 110464/MO/2015/N1 to allow for revisions to elevational design , car parking arrangements and associated landscaping amendments.

Approved 27 September 2018.

The following condition was placed on the approval granted relating to the use of the dwellinghouses:

Condition 25) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) none of the dwellings hereby approved shall be used for any other purpose (including any other purpose in Class C3(a) of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

Consultations & Notification Responses

Local Residents

Local residents were consulted and no responses were received.

MCC Highway Services

Comments from colleagues in Highway Services can be summarised as:

In comparison to the former use, the level of trips generated is not anticipated to be dissimilar and as such no highways concerns are expected.

The site is well accessed by sustainable modes. Regular bus services are available within walking distance of the site.

1 off-site parking spaces is to be retained. It is not expected that the proposed usage would result in an unacceptable increase in parking demand in the local area.

Cycle parking should be in place.

It is understood that the refuse storage area will be provided in the curtilage of the site. It is understood that the refuse collection will form part of the existing waste collection arrangements.

A construction management informative is provided to be placed on any approval granted.

MCC Environmental Health

MCC Environmental Health recommended the standard waste condition be attached to any approval granted, unless the applicant could demonstrate a business rates exemption, the limited company intending to operate the supported home would be required to arrange a private commercial waste contract.

No concerns were raised in respect of noise from colleagues in Environmental Health.

MCC Supported Housing Monitoring Group

The following comments were received:

This proposal would not be supported by the Supported Needs Monitoring Group as the supported living proposal is unclear, it states that they can provide supported living for client groups substance misuse, care leavers and vulnerable adults (learning disability, autism or mental health), which would not be good practice to support this range of needs in one service.

The care provider 02 Care Limited is not an approved provider on the Adult Social Care LDA + MH framework so we would not be able to make placements with this service due to procurement rules, there would be the likelihood that the service would be used by out of area placements.

Issues

POLICY

Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012, updated April 2024 following Adoption of Places for Everyone.

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.

The following policies contained within the Core Strategy are considered relevant:
Policy SP1 (Spatial Principles) refers to the key spatial principles which will guide the strategic

development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) states that amongst the criteria, new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space, refuse storage/collection, vehicular access and car parking.

Policy H6 (South Manchester) North Manchester, over the lifetime of the Core Strategy, will accommodate around 20% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained.

Policy H10 (Housing for people with additional support needs) states that proposals for accommodation for people with additional support needs will be supported where:

- There is not a high concentration of similar uses in the area already.
- Where it will contribute to the vitality and viability of the neighbourhood.
- Where there would not be a disproportionate stress on local infrastructure such as health facilities.

Policy EN19 (Waste) requires consideration of the submitted details relating to determine if the applicant has satisfactorily demonstrated how:

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

Policy T1 (Sustainable transport) relates to the delivery of sustainable, high quality, integrated transport systems, which encourages a modal shift away from car travel to public transport, cycling and walking and prepare for carbon free modes of transport. In this case that development does not incorporate in curtilage car parking. However, given the nature of the development traffic generation and demand for car parking would be related to staff and visitors rather than residents. It is considered in this case that any impact would be predictable and capable of being managed through a travel plan condition thereby securing compliance with policy T1.

Policy T2 (Accessible areas of opportunity and need) states that the Council will actively manage the pattern of development to ensure that new development is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Policy T2 requires that appropriate car parking and cycle storage is provided. The application site is in a sustainable location, in terms of access to public transport. Some on-site car parking and cycle storage would be provided. It is considered that the development would be suitably related to policy T2, particularly as a staff travel plan has been recommended.

The below saved policy of the Unitary Development Plan is also considered relevant:
Policy DC26.1 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. b. the implications of new development being exposed to existing noise sources, which are effectively outside planning control.

Places for Everyone (Joint Development Plan)

The Places for Everyone Plan is a strategic plan for nine of the 10 boroughs in Greater Manchester and forms part of the city's development plan. 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.

Relevant policies of PfE in this instance are:

JP-S1: Sustainable development

JP-P6: Health - This policy seeks to help tackle health inequality new development, as far as practicable, to:

A. Maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development.

The Special Needs and Supported Housing Policy (1998) and Supplementary Planning Guidance

States that the City Council wishes to ensure that the City's various communities remain, or become more, sustainable in economic and social terms. In this respect, whilst generally welcoming housing developments which will provide accommodation for people with special needs in appropriate locations, the Council will seek to avoid an over-concentration of such provision in any one area.

National Planning Policy Framework (December 2024)

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, social role and environmental role.

Section 4 provides guidance on the decision-making process and mirrors legislation in stating that planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Section 5 refers to the need to deliver a sufficient supply of homes and states that strategic policies should be informed by a local need assessment and the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.

ISSUES

Principle of Development

The current applications seeks consent for the change of use from dwellinghouse (Use Class C3a) to supported residential accommodation (Use Class C3b).

The applicant site is part of the Land Adjacent To Kingsbridge Road And Camelia Road development site approved 27 September 2018 (see planning ref: 120104/JO/2018). As part of the application, a restrictive use condition was placed on any approval granted to ensure the properties could not be used for any other purpose than C3(a), unless planning permission is sought. As such, whilst such change from C3a to C3b would usually be considered permitted development and so not require consent, in this instance, there is no permitted development fallback to consider.

Such proposed change to a C3(b) use would contradict the reasons for such restrictive use condition *'In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework'*. It is considered that the proposed conversion of the property to a supported living unit, would result in the loss of family sized accommodation, in an area where it is desirable to retain such properties, in order to contribute to the Council's housing supply. The nature of the majority of the immediately surrounding area is historically that of family dwellings, and it is considered that the conversion of the house into a unit for supported housing would be an intensification of the use of the premises, and as such it would be out of character with its immediate surroundings. Concern is raised with the frequent comings and goings at various times of day and associated noise and disturbance.

As such, the principle of development in this instance cannot be supported. Such concerns will now be discussed in turn.

Loss of Family Accommodation

As a result of the proposal, no.82 Kingsbridge Road would no longer be available for rent/sale for single family purposes.

Policy H3 of the Core Strategy sets out requirements for new housing development in North Manchester. The Housing Need and Demand Assessment 2010 (Arc4) shows there is a need for 3-4 bed family housing, which the applicant property offers. The Core Strategy Policy H3 also notes priority will be given to family housing.

Such Policy H3 promotes the need to encourage a mixed and diverse community by retaining larger properties with 3-4 bedrooms. There is huge demand across the city for larger homes, demonstrated by the waiting list for social housing, highlighting that demand significantly outstrips supply.

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. Figure 2 shows that for a 4 bedroom property 1,350 applicants were waiting for a 4-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 2, Number of households on Manchester Housing Register, by band and size of property

The application property is therefore a dwellinghouse suitable for a larger 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.

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 H3, DM1 and SP1 of the Manchester Core Strategy, which seek to provide an appropriate mix and balance of housing provision in the locality, in order to maintain a sustainable, viable neighbourhood and cohesive housing market. On this basis, the proposed change of use is considered unacceptable.

Residential Amenity

During the course of the application, further information was provided in relation to the shift patterns and number of staff to support the 3 young adults. The example staff rota provided shows the shift patterns that will be in place, which will result in the following movements: 09.00 – 09.15 / 9.30: two movements in and two movements out with the overnight staff team leaving and one staff member and the Registered Manager arriving. In and out movements likely to be staggered over an approximate 15-30 minute period for staff handover.

13.00: A single in-movement coinciding with the arrival of a second staff team member arriving for the start of their shift.

17.00: A single out-movement with the Registered Manager leaving;

21.00 – 21.15 / 21.30: one movement in and one movement out as the day staff member who started at 09.00 is replaced by an overnight staff member. In and out movements likely to be staggered over an approximate 15-30 minute period for staff handover.

The staffing arrangements will therefore result in a total of four two-way movements across a 12 hour period.

The applicant argues that the proposed coming and goings would not be largely indistinguishable to a single family living at the accommodation.

It is considered that the transient nature of use would lead to more comings and goings to the property on 24 hour seven days a week basis, which would give rise to increased levels of disamenity to local residents.

The proposed change of use signals a modification in the degree to which the site is visibly active. Whereas it is reasonable to assert that a single dwelling house will make fewer entrances and exits to and from the site over the course of a day or week, a supporting housing unit has the potential to exert a much greater impact on the amenity of local residents from comings and goings, and associated noise disturbance.

In addition, whilst Highways accept any additional cars for the proposed use could be successfully accommodated within the existing highway network, such movements would increase the number of different cars visiting the property, and so further modify the degree to which the site is visibly active.

Such additional comings and goings as listed above would in turn can have an adverse impact upon the living conditions of neighbouring residential occupiers, to the detriment of their amenity. Such would be contrary to policies SP1 and DM1 of the Core Strategy and UDP policy DC26.

Other Legislative Requirements

Equality Act 2010

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

Human Rights Act 1998 considerations

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

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

decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Refuse

Article 35 Declaration

Officers have worked with the applicant / agent in a proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application and have reviewed additional information provided during the course of the application. 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 from dwellinghouse (Use Class C3a) to supported residential accommodation (Use Class C3b) 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 H3, DM1 and SP1 of the Manchester Core Strategy, which seek to provide an appropriate mix and balance of housing provision in the locality, in order to maintain a sustainable neighbourhood and cohesive housing market.

2) The proposal would have a detrimental impact upon the current levels of residential amenity enjoyed by the occupants of neighbouring residential accommodation, by reason of the increased noise and movements associated with the comings and goings of patrons to the premises, contrary to policy DM1 of the Core Strategy and saved policy DC26 in the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Housing Monitoring Group

84 Kingsbridge Road, Manchester, M9 5SN
78 Kingsbridge Road, Manchester, M9 5SN
80 Kingsbridge Road, Manchester, M9 5SN
43 Kingsbridge Road, Manchester, M9 5SQ
1 Queens Park Close, Manchester, M9 5TS
2 Queens Park Close, Manchester, M9 5TS
6 Queens Park Close, Manchester, M9 5TS
5 Queens Park Close, Manchester, M9 5TS
4 Queens Park Close, Manchester, M9 5TS
3 Queens Park Close, Manchester, M9 5TS
57 Kingsbridge Road, Manchester, M9 5SQ
55 Kingsbridge Road, Manchester, M9 5SQ
47 Kingsbridge Road, Manchester, M9 5SQ
45 Kingsbridge Road, Manchester, M9 5SQ

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