MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	143964/FO/2025
Date registered valid:	8 January 2026
Proposal:	Change of Use from Class C3 to Use Class C2 (Supported housing) Childrens Care Home for up to 4 children/young people.
Address:	72 Dickenson Road, Manchester, M14 5HF
Ward(s):	Rusholme Ward
Applicant:	North Star Carehomes Ltd
Agent (if any):	Mr Tony M Kaba, MKW Architecture Ltd
Case officer:	Janet Lawless Tel: 0161 234 4535 Email: janet.lawless@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	4 March 2026

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 13 February 2026

Standard consultations:
Printed: 8 January 2026 Expired: 29 January 2026

Neighbour notifications
Printed: 8 January 2026 Expired: 29 January 2026

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
The property that is the subject of this application is a two- storey rendered bay fronted property. The authorised use of the property is a single family dwellinghouse. It has a low brick wall with coping stones on top and low railings to the boundary frontage. Access to the rear of the property is either through the house, or down the side of the property. There is no dedicated parking, with the parking being reliant upon on street availability. The property sits close to the junction of Dickenson Road and Moon Grove which is a private cobbled road. The accommodation comprises of living room, lounge, home office, dining/ kitchen to the ground floor with 4 bedrooms, storeroom and a bathroom to the first floor.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area
The area is predominantly residential along Dickenson Road interspersed with small pockets of low impact commercial uses such as accountants, consultants and a bicycle repair shop. However, the remaining make- up of the area comprises of large family homes along the frontage and on the side roads.

Description of development
The authorised use for the property is a C3 dwellinghouse. The applicant wishes to secure planning permission to change from a dwellinghouse to Use Class C2 (Supported housing) Childrens Care Home for up to 4 children/young people. The accommodation would comprise of open plan kitchen diner, office, staff room and lounge to the ground floor. To the first floor are 4 childrens bedrooms and two bathrooms. There would be a maximum of four members of staff of which two would be sleepover staff. There are no proposed physical changes to the property to facilitate the change of use.

Consultations & Notification Responses

Local residents were informed- One letter of objection has been received from the current occupant whose comments are summarised below.
This property is already being used by us as a Supported Accommodation organisation for children in care and leaving care. We were unaware that an application has been made for a change of use of the property referred to as a dwellinghouse to a children's care home for up to 4 children. If planning permission is granted for this application, I have concerns that it would mean the 4 vulnerable children occupying the property being displaced which would have a detrimental impact and be destabilising, as they are settled and have lived in this home for over a year.

Three letters of support have been received- the main points are summarised as follows- This is a great opportunity for the community to come together and give support for these young people It is a good use of the property and the use would not have a detrimental impact upon the nearby properties. It will fit in well with the local neighbourhood and not impact the character of the area. It would make a positive contribution to the needs of the local area and is well served by public transport and local services.

Children's Commissioning Service- A Care provider is operating a service there for Children aged 16+. They submitted an application to the SNMG which was not supported on the grounds we have an overconcentration of supported accommodation in that area already. The provider went ahead anyway. MCC does not use the service, but other local authorities have placed young people there. The change of use would not be supported by Children's Commissioning service.

For clarification it is stressed the current occupants of the property are not the applicants for the purposes of this planning application.

Environmental Health- no objections to the proposal. A construction hours condition was suggested, however, there are no changes proposed that would merit this.

Highways- The change of use is not expected to generate any significant changes in vehicle trips and therefore no unacceptable traffic impact on the adopted highway is envisaged. The area is well served by alternative modes of transport to the car. There are no parking spaces offered with the property. There has been an historical permission for a garage to be erected, but this has now expired. It is not expected that the change of use will have an unacceptable parking demand impact on the local area. There are three secure cycle parking spaces with the property which is considered acceptable. The waste management provision is to remain as is and is considered acceptable.

Issues

Policies
The National Planning Policy Framework (December 2024) The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced.
Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

c) approving development proposals that accord with an up-to-date development plan without delay or
d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear strong reason for refusing the development proposed or
ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. Where a planning application conflicts with an up to date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up to date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

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 Places for Everyone Plan - This plan was adopted on 21 March 2024, as such 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 significant weight in the planning balance. The relevant policy is set out below:

Policy JP-Strat9 (Southern Areas) - This policy states that the economic competitiveness, distinctive local neighbourhood character and environmental attractiveness of the southern areas will be protected and enhanced. There will be a strong emphasis on making as much use as possible of suitable previously developed (brownfield) land and promoting the roles of the areas' town centres and its other key assets.

Policy JP-H3 (Type, Size and Design of New Housing) - This policy states that development across the plan area should seek to incorporate a range of dwelling types and sizes to meet local needs and deliver more inclusive neighbourhoods. Where appropriate, this should include incorporating specialist housing for older households and vulnerable people.

Core Strategy Development Plan Document - 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. Relevant policies in the Core Strategy are detailed below

Policy SP1, Spatial Principles, 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 and protect and enhance the built and natural environment.

Policy DM1, Development Management - This policy states that all development should have regard to a number of specific issues, of which the following are of most relevance: -

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, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
Community safety and crime prevention.
Design for health.
Vehicular access and car parking.
Effects relating to biodiversity, landscape, archaeological or built heritage.
Flood risk and drainage.

Policy H10, Housing for people with additional support needs - That proposals for accommodation for people with additional needs will be supported where:

There is not a high concentration of similar uses in the area already
The development would contribute to the vitality and viability of the neighbourhood
There would not be a disproportionate stress on local infrastructure, such as health facilities.

The policy states further that the Council welcomes the development of appropriately designed accommodation which enables people with additional support needs to maintain an independent lifestyle and supports the work of housing associations and other agencies in this respect.

Furthermore, it clarifies that people with additional support needs may include homeless people, elderly people, people with mental health problems, people who have experienced domestic violence, people with a long- term debilitating illness, people who suffer drug or alcohol

addiction, young people with specific support needs and people with learning or sensory disabilities.

Policy T 2, Accessible areas of opportunity and need. This 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. The policy also requires that appropriate car parking and cycle storage is provided.

Policy EN19, Waste. This states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

Saved UDP Policies - Policy DC2, Rest Homes and Nursing Homes - Policy DC2.1 states that in determining planning applications for rest homes, nursing homes and other uses within Class C2 of the Use Classes Order, the Council will have regard to

a) The effect of the operation of the business on the amenity of neighbouring residents.
b) The standard of accommodation for the intended occupiers of the premises, including the availability of private outdoor amenity space
c) The effect of the proposals on visual amenity
d) The availability of adequate, safe and convenient arrangements for car parking and servicing
e) The ease of access for all, including disabled people
f) The desirability of avoiding an over-concentration of special needs or housing in any one area of the City
g) The desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.

Policy 2a.1 states that planning permission will be refused when it cannot be demonstrated that development proposals will contribute to the achievement of the following objectives for the City's local communities

i. to ensure a more even spread of "special needs" accommodation within local areas and across the City as a whole, in order to encourage provision closer to where needs arise and avoid the need for people to move from their local community to find the accommodation they require
ii. to ensure the protection of the residential character and amenity of family housing within established communities
iii. to avoid the unnecessary loss of the bigger dwelling houses available for larger and extended families
iv. to help local communities accommodate a range of special needs without the risk of social stress
v. to avoid stigmatising a particular neighbourhood or a particular type of accommodation
vi. to create and retain a positive perception of all areas of the City as a contribution towards the goal of maintaining stable and self-sustaining communities
vii. to attempt to sustain the vitality and viability of local economies, by encouraging a wide diversity of social groups to live within all parts of the City
viii. to avoid creating disproportionate stress on local services, such as health and education and
ix. to avoid additional pressure on primary and secondary health care provision in parts of the City where there are already identified concerns about adequacy of services

Policy DC2b.1 states that in deciding whether or not to grant planning permission for Class C2 housing accommodation the Council, in consultation with other competent agencies, will from time to time assess whether or not localised parts of the City have already reached their effective capacity to accommodate further special housing needs.

Policy DC2.2 states that there will be a general presumption in favour of Class C2 uses within residential areas, subject to other relevant policies of the Plan.

Policy DC2.3 states that notwithstanding policy DC2.2, the Council will require any development in this category to meet the Council's current approved accommodation standards for developments of this kind and provide usable external amenity space.

Policy DC26, "Development and Noise" 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; and
b) the implications of new development being exposed to existing noise sources which are effectively outside planning control.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) - The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is

By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

Four objectives have been established to enable the vision to be achieved

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

Issues
Principle
Section 38(6) Planning and Compulsory Purchase Act 2004 requires that decisions are to be made in accordance with the development plan, unless material considerations indicate otherwise.

The NPPF at paragraphs 2 and 48 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an up- to- date development plan, permission should not normally be granted.
In the case of this application, the principle of the proposed development is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

It is considered that the proposed conversion of the property to supported accommodation (Class C2) 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.

Impact to the character of the area
Overarching policy and guidance relating to supported living provision is contained within saved policy DC2.1 of the Unitary Development Plan, policy H10 of the Manchester Core Strategy and Supplementary Planning Guidance contained within The Special Needs and Supported Housing Policy (1998).
The policies set out a need to ensure the protection of residential character. Many of the properties within the wider area have historically been lost to HMO's and it is evident that there is a need for large family houses. The aim is to avoid the unnecessary loss of the bigger dwelling houses available for larger and extended families.

Housing Balance and the loss of family accommodation
Policy H6 of the Core Strategy set out requirements for new housing development in south Manchester, giving priority to family housing and other high value quality development.
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 21,000 live applications on the Manchester Housing Register.

4 bed and larger family homes
Band 2 applicants with post 2020 award dates may wait well over 8 years, potentially 15 to 20 years.
For example, without internal modifications to the floorplan, the application property was originally built as a 4-bedroom 2 lounge property. Figures show that for this type of property 1417 applicants were waiting for a 4-bedroom property as of December 2025. The application property is therefore a dwellinghouse suitable for a family and the proposal in this case would see the loss of such.
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 though a range of accommodation. This would allow for more balanced and cohesive neighbourhoods that provide for stronger and safer communities.
The loss of a further 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.

In light of the above, the proposed development would result in the loss of a family dwellinghouse, further eroding the balance of housing provision in the locality. The proposed change of use therefore conflicts with the development plan when considered as a whole with respect to delivering a sufficient supply of homes. It is not therefore believed there are any other considerations, either individually or in combination that outweigh the harm and associated conflict with the development plan.

Residential Amenity- The proposed development seeks to provide accommodation for up to four children under the age of 18 years, supported by a maximum of 4 staff present on-site at any one time, delivering one-to-one support. The scale and intensity of the proposed use are considered to increase the activity levels at the property. There would be an increase in comings and goings to the property 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.
In addition, an increase in vehicular activity would be likely to take place by staff and visitors, at premises where no dedicated car parking is provided. As such, this is likely to lead to an increase demand for on street car parking.
There is some external space for up-to four children however the space is shared with built form and storage of waste bins. As such this would be contrary to saved policy DC2 of the Manchester Unitary Development Plan.

Visual Amenity- There are no proposed external changes to the property, and as such it is not considered that the proposed change of use would result in a detrimental impact upon the visual amenity of the neighbouring properties.

Privacy - It is not considered that the proposed use of the property as a children's home would result in any unacceptable loss of privacy for adjoining residents.

Waste Management - The existing domestic waste storage arrangements would be sufficient for a use of this scale.

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 informed the agent that the proposal is fundamentally unacceptable, and therefore no negotiations in this instance would resolve the problems arising in relation to dealing with the planning 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 conversion of the host property into a supported living accommodation (Class C2), 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 H6, 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

Environmental Health
Highway Services
MCC Supported Housing Monitoring Group
Highway Services
Environmental Health
MCC Supported Housing Monitoring Group

64 Dickenson Road, Manchester, M14 5HF
5 Stanley Avenue, Manchester, M14 5HD
9 Stanley Avenue, Manchester, M14 5HD
68 - 70 Dickenson Road, Manchester, M14 5HF
1A Stanley Avenue, Manchester, M14 5HD
66A Dickenson Road, Manchester, M14 5HF
78 Dickenson Road, Manchester, M14 5HF
66 Dickenson Road, Manchester, M14 5HF
3 Stanley Avenue, Manchester, M14 5HD
11 Stanley Avenue, Manchester, M14 5HD

2 Moon Grove, Manchester, M14 5HE
7 Stanley Avenue, Manchester, M14 5HD
1 Stanley Avenue, Manchester, M14 5HD

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) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (More) -
Area Team Boundary - Name: SOUTH AREA