

Manchester City Council
Planning Department

Application Submission - Full Planning Application – Change of Use from C3 (Dwellinghouse) to C2 (Residential Institution) at 440 Victoria Avenue East, Manchester, M40 5SH

Dear Sir / Madam,

I write on behalf of the applicant, Gian Healthcare, to submit a full planning application for the change of use of the existing property at 440 Victoria Avenue East from Use Class C3 (dwellinghouse) to Use Class C2 (residential institution).

No internal or external alterations are proposed as part of this application.

The proposal relates to the use of an existing three-bedroom bungalow to provide residential accommodation for individuals with learning disabilities, within a managed care environment.

Description of Development

The application seeks permission for the change of use only. The building will remain physically unaltered, and its appearance and layout will continue to reflect that of a typical dwellinghouse. The proposal is therefore limited to a material change in the nature of occupation, with care and support provided to residents.

Planning Policy Assessment

The key planning considerations relate to the principle of development, impact on residential amenity, and highways considerations.

The principal document within the local development framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'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 also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The proposal aligns with the overarching objectives of national and local planning policy, which support the delivery of specialist accommodation to meet identified needs, including residential care provision within sustainable locations.

In principle, a Use Class C2 residential institution is acceptable within an established residential area where the scale and nature of the use remain compatible with surrounding dwellings. In this instance, the proposal is small-scale and will operate in a manner comparable to a dwellinghouse. The use of an existing residential property to provide supported living accommodation represents an efficient and sustainable form of development.

The introduction of a well-run supported living facility contributes positively to the creation of inclusive, balanced, and cohesive communities and would ensure that vulnerable residents can live within the context of an existing residential neighbourhoods in a setting that respects their needs while integrating them into the wider community in a sensitive and sustainable manner.

On this basis, the proposal accords with Policy H10 of the Core Strategy.

Notwithstanding the above, it is maintained that there is no material difference in planning terms between the proposed use and the current use as a dwelling. The carers, working on a rota basis, would effectively live at the dwelling house to provide 24-hour care, as a single household. Facilities such as the bathroom/wc, kitchen and living rooms would be shared and the living mode would be communal. The comings and goings associated with the use would not be materially different from the current use as a family dwelling.

The proposed use is to provide a stable home environment for the occupants as their main and sole residence and that the length of stay is generally more than temporary or passing. It would not be a 'half way' house or provide overnight emergency lodgings for example.

In respect of residential amenity, the proposal will not give rise to any material harm. No external or internal alterations are proposed, and therefore there will be no impacts in terms of overlooking, loss of light, or visual intrusion. The level of activity associated with the use, including staff presence and daily routines, is not expected to materially exceed that of a large family dwelling. The use will be appropriately managed, ensuring a calm and orderly residential environment.

With regard to highways and parking, the proposal is not expected to result in severe impacts. Staffing levels are modest and spread across shift patterns, meaning vehicle movements will be staggered throughout the day. The level of activity is therefore unlikely to place undue pressure on on-street parking or the local highway network.

The site is not subject to heritage constraints, and no design considerations arise given the absence of operational development.

It is important to note that the planning accommodation for looked-after children was the subject of a Ministerial Statement in June 2023. The statement confirms that the planning

system should not be a barrier to providing care homes for the most vulnerable children in society. Additionally it has been the topic of much research, that looked after children thrive and develop best in a home setting as opposed to an institutional setting, with a much higher chance of them progressing to being productive members of society in adulthood. Ofsted has been encouraging providers to move away from the traditional institutional model and move towards home settings, having recognised that “institutionalised” persons can face difficulties transitioning effectively to independent living and employment, which is the end goal for looked after youth.

Overall, the proposal represents a policy-compliant form of development that supports the provision of much-needed specialist accommodation without adverse impacts.

Residential Management Plan

A comprehensive management strategy will be in place to ensure the property operates as a safe, well-managed, and genuinely residential environment.

The service will operate 24 hours a day, 7 days a week, with continuous staff presence on site at all times.

During daytime hours, staffing levels will range from a minimum of one to a maximum of three staff members on duty. Overnight, there will be waking night staff, with a minimum of one and a maximum of two staff members present. Day shifts will typically run from 7:45am to 8:00pm, and night shifts from 7:45pm to 8:00am. At no point will the property be left unstaffed.

The home will be overseen by a Care Quality Commission (CQC) registered manager responsible for multiple services within the organisation. Day-to-day operations will be supported by a dedicated Care Coordinator based at the property. An on-call management system will operate outside standard hours to provide immediate support and guidance to staff, ensuring effective oversight at all times.

A consistent and well-trained workforce will be maintained to ensure continuity of care. All staff will undergo a structured induction programme and receive ongoing training relevant to their roles. Regular supervision sessions and annual appraisals will be undertaken to maintain high standards of care and professional development.

Visitor arrangements will be managed to respect the privacy and wellbeing of residents. Visitors will be welcomed during designated hours, with protected periods in place between 8:00pm and 10:00am, 12:00pm and 2:00pm, and 4:00pm and 6:00pm to ensure residents’ rest and daily routines are not disrupted.

It is encouraged that visitors use public transport where possible by the company. In instances where this is not possible, the property can accommodate up to 3 vehicles on the drive. 1 space will be always reserved for visitors.

Deliveries will be coordinated by staff and, where possible, scheduled outside protected hours. All visitors and deliveries will be monitored to maintain safety and security.

The service will be operated in a manner that ensures the property remains a home for residents, with a strong emphasis on dignity, independence, and wellbeing. Residents will be supported in their day-to-day lives, including personal care, accessing the community, shopping, and maintaining relationships. The approach will be centred on enabling individuals to live as independently as possible while receiving appropriate care.

Ongoing monitoring and oversight will be achieved through regular management visits and the use of a care management system with real-time recording. This will enable continuous review of care delivery, staff performance, and resident wellbeing, ensuring any issues are promptly identified and addressed.

Overall, the management approach will ensure a high-quality, person-centred service that integrates effectively within the residential context.

Conclusion

NPPF Paragraph 11c sets out that:

Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay.

As a result, the proposed development should be approved without delay.

Should any further information be requested to assist in the council's assessment of the proposal, please do not hesitate to contact me directly.

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