

Planning

Growth & Development

Delegated officer report for planning application

Application no. 144559/FO/2025
Date registered valid: 9 December 2025
Proposal: Change of Use from nursery (Class E) to 7 bedroom supported living bedsit facility (Class C2)
Address: 13 Windsor Road, Newton Heath, Manchester, M40 1QQ
Ward(s): Miles Platting & Newton Heath Ward

Applicant: Mr Chris Hartshorne
Agent (if any): Jason Cartwright, P4B Architecture Ltd
Case officer: Steven McCoombe
Tel: 0161 234 4607
Email: steven.mccoombe@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 29 January 2026

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 9 January 2026

Standard consultations:

Printed: 5 January 2026 Expired: 26 January 2026

Neighbour notifications

Printed: 16 December 2025 Expired: 9 January 2026

Site notice

Posted: 9 January 2026 Expired: 30 January 2026

Press advert

Published: 23 December 2025 Expired: 16 January 2026

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site relates to a vacant, four storey (including basement), semi-detached property, formerly occupied by a children's day nursery.

The property of brick construction is unusual as it presents a rear gabled frontage which incorporates a single storey extension to the Windsor Road frontage. The principal elevation is located to the rear of the building which faces onto an overgrown garden area which slopes away towards an area of open space known as 'The Dells'.



View of application site from Windsor Rd / Elisma Rd junction



View of application property rear

To the front is hard landscaped area which previously served as a play area for the nursery, along with off road parking which is enclosed by brightly coloured, metal railings and vehicular access gates.

To the side of the building is a small porch extension which allows access into the building.

Listed building: Not applicable

Conservation area: Graver Lane Conservation Area 2005

Tree Preservation Order: No

Description of area

The application site is situated within a predominantly residential area, which includes a number of residential institutions, including a nursing home which immediately neighbours the site to the north.

The site is also situated within the Graver Lane Conservation Area, an area characterised by a number of architecturally distinctive and historically significant period properties.

Background

The applicant Laurus Housing and Developments Limited is the proposed service provider. They plan to support adults aged 18 and over, of any gender, who have learning disabilities, autism, physical disabilities, or mild to moderate mental health needs. Individuals will be referred and funded by Manchester Local Authority and will require support appropriate for a supported living setting.

Their supported living model aims to help people live as independently as possible by offering personalised, flexible 24/7 support. This includes assistance with daily tasks, managing health needs, and developing life skills. The approach is designed to promote autonomy, improve overall well-being, and encourage inclusion through participation in the local community.

Description of development

Planning permission is sought for the change of use of the vacant children's day nursery to a 7-bedroom supported living bedsit facility (Use Class C2), providing 24-hour on-site care and supervision for adults requiring varying levels of support to live semi-independently. The proposal includes six resident C2 bedsits and one staff sleep-in/office room to enable continuous staffing and effective management.

Each resident bedsit offers private sleeping accommodation with en-suite facilities, together with space for personal living and basic meal preparation, all within a managed care environment. Communal areas will be provided for shared use by residents.

The accommodation would operate as part of a regulated care service rather than as general housing or shared residential accommodation. Residents would occupy their rooms under care arrangements rather than individual tenancies, and all care provision is to be delivered in accordance with Care Quality Commission (CQC) requirements.

Externally, the proposal includes a secure rear enclosure for dedicated waste and recycling storage, along with covered cycle parking for staff and visitors. 2 off road parking space would be provided via the existing vehicular access of Windsor Road.

Consultations & Notification Responses

Local Residents/Occupiers – 2 objections have been received from neighbouring occupiers. Principal concerns relate to there being too many similar types of accommodation in the immediate area, an increase in noise affecting vulnerable residents nearby, the impact to the character of the area, the impact to traffic congestion and to highway safety.

Supported Housing – No objection.

Planning History

056564/FO/NORTH2/99

First floor front extension to form bedroom. *Approved 10 June 1999.*

055175/FO/NORTH2/98

Construction of a first floor bedroom extension to existing day nursery. *Refused 8 February 1999.*

043529/JO/NORTH2/93

Variation of hours condition to 7.30am - 6.00pm Monday to Friday and 7.30am - 1.00pm Saturday. *Approved 11 June 1993.*

043143/FU/NORTH2/93

Change of use of part of first floor to day nursery. *Approved 11 June 1993.*

040442

Change of use of ground floor & part of first floor to day nursery, including extension to provide sanitary accommodation. *Approved 7 May 1992.*

038816 (11 & 13 Windsor Road)

Extension to provide stairwell and elevation alterations to proposed nursing home. *Approved 2 July 1991.*

034994

Conversion of 2 properties into rest/nursing home. *Approved 27 December 1989.*

021139

Conversion of dwellinghouse into three self-contained flats. *Approved 7 March 1984.*

Policy

Local Development Framework

The principal document within the 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 following policies within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principle) 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 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 and refuse storage/collection.

Policy H10 (Housing for people with additional support needs) - Identifies a number of supported housing needs, including the needs of people experiencing issues with mental health and well-being. It also states that proposals for accommodation for people with additional needs

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

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. The policy also requires that appropriate car parking and cycle storage is provided.

Policy EN3 (Heritage) – states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Policy EN19 (Waste) 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.

In addition to the above, a number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policies of the Unitary Development Plan are also considered relevant:

Policy DC18.1 (Conservation Areas) – relates to development proposals within conservation areas and seeks to preserve and enhance the character of its Conservation Areas by considering the relationship of new structures to neighbouring buildings and spaces, the effect of changes to existing buildings and the desirability of retaining existing features. Consent to demolish a building within a Conservation Area will be granted only where it can be shown that is beyond repair, incapable of beneficial use or where its replacement would benefit the appearance or character of the area.

Policy DC26 (Noise) states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

Places for Everyone Greater Manchester Joint Development 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-P1 (Sustainable Places) - seeks to raise the quality of all places in a way that is sustainable in the long-term, to enhance the wellbeing for residents, as well as making Greater Manchester more attractive to potential visitors and investors.

The following key attributes that all development, wherever appropriate apply:

1. Distinctive, with a clear identity that:

A. Conserves and enhances the natural environment, landscape features, historic environment and local history and culture;

B. Enables a clear understanding of how the place has developed; and Manchester City Council Item No.

C. Respects and acknowledges the character and identity of the locality in terms of design, siting, size, scale and materials used.

Policy JP-P2 (Heritage)

We will proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings.

Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct character, identity and sense of place.

Local Plans will set out the key elements which contribute to the district's identity, character and distinctiveness and which should be the priority for conserving and enhancing in the future and demonstrate a clear understanding of the historic environment and the heritage values of sites, buildings or areas and their relationship with their surroundings. This knowledge should be used to inform the positive management and integration of our heritage by:

1. Setting out a clear vision that recognises and embeds the role of heritage in place making;

2. Ensuring that the heritage significance of a site or area is considered in accordance with national planning policy in the planning and design process and opportunities for interpretation and local engagement are optimised;

3. Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place;

4. Delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing; and

5. Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer.

Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected from harm. These include historic town centres, places of worship, historic transport routes including the canal network, industrial buildings and structures including textile

mills, farmsteads and other sites, buildings, and areas of identified archaeological, architectural, artistic and/or historic value.

Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy.

Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and placemaking, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester's heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan. Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process.

In addition, the below guidance and documents are also considered to be important material considerations.

National Planning Policy Framework and Consultation Draft (December 2025)

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, a social role and an environmental role.

The Framework underlines a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Issues

Principle

The proposal would bring a vacant building back into active and beneficial use, without the loss of any existing residential accommodation. In doing so, the change of use would make a valuable contribution toward meeting the ongoing need for high-quality supported living provision within the city. It would deliver a safe, professionally managed residential environment designed to meet the needs of vulnerable adults, providing stability, structured support, and opportunities for greater independence. By accommodating individuals who might otherwise rely on mainstream housing or acute health and social care services, the scheme would help to ease pressure on those systems and ensure resources are directed where they are most needed.

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 the aforementioned policy and guidance. Specific issues are outlined further below.

Layout

The proposed internal layout has been designed to accommodate a six-bedroom supported living facility within Use Class C2, with an additional room provided for staff use as an office and sleep-in space. The scheme makes efficient use of the existing building footprint and retains the current external appearance of the property.

Internally, the arrangement offers circulation space alongside a communal lounge and kitchen for shared resident use, complemented by private bedrooms of a decent size. The ground floor would contain one resident bedsit, the communal lounge and kitchen, and the staff room. The remaining resident bedsits are distributed across the basement, first and second floors.

All resident bedsits are appropriately sized and include private, well-proportioned en-suite bathrooms, ensuring a good standard of accommodation.

Residential Amenity

The proposed use would generate only a modest level of occupancy, comparable to that of a large family dwellinghouse and operating within a managed environment.

In contrast to the property's former use as a children's day nursery, overall activity levels, including associated vehicular movements are expected to be significantly lower. Consequently, the living conditions of neighbouring occupiers would not be compromised in respect of noise, disturbance, or general activity.

It is also relevant to consider the fallback position afforded by the building's lawful Use Class E designation. This would enable the site to be re-occupied by a wide range of commercial uses such as retail, gym, office, medical/health services, or restaurant without the need for further planning permission. When viewed against this position, the introduction of a residential type use within an established residential neighbourhood represents a more compatible use.

To address any potential concerns relating to day-to-day management of the site, including processes for responding to any complaints, a planning condition has been recommended requiring the submission, approval, and ongoing adherence to a detailed management plan.

Whilst concerns have been raised regarding the potential impact on the character of the area arising from an additional residential institutional use, it is acknowledged that the locality already contains a mix of residential institutions as well as traditional dwellinghouses, including the neighbouring nursing home. However, it is not considered that the area has reached a point of over-concentration, and an appropriate balance of uses is still maintained. Furthermore, Supported Housing has confirmed that the proposed use would be acceptable in this location.

On this basis, the impact to residential amenity is considered acceptable.

Waste Management

A waste management area is indicated at the rear of the building in the area fronting Windsor Road, within a dedicated enclosure. Whilst the details show an acceptable number of receptacles, further details are required in relation to collection arrangements. A condition is therefore included.

Highway Impact

The proposed development is considered acceptable with respect to highway safety and parking provision. Taking account of the lawful use of the building as a day nursery, the premises would have generated frequent vehicular movements associated with staff, visitors, and parents undertaking daily drop-off and pick-up activities.

In contrast, the proposed use is expected to result in significantly fewer vehicle movements. Occupants of the property are not anticipated to own private cars, and staffing levels would be limited, with only a small number of employees attending the site and one resident carer present at any time.

The existing hardstanding to the frontage, which already benefits from a vehicular access and a crossover onto Windsor Road, is capable of accommodating two cars. This level of provision is considered sufficient to meet the operational parking needs of staff and would not give rise to undue pressure for on-street parking within the surrounding area.

Given the modest staffing requirements and the nature of the use, the development is not expected to generate any material impact on the safe or efficient operation of the local highway network in terms of trip generation.

In addition to vehicular parking, secure cycle storage for seven bicycles is proposed within the rear garden area, encouraging sustainable modes of travel and reducing reliance on car borne journeys. This provision is considered appropriate to support the proposed use and a condition is included to ensure the cycle storage is installed and made available prior to first use.

Heritage Impact

The application property is located within the Graver Lane Conservation Area

Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 there is a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area. This is reflected in policy EN3 of the Core Strategy, DC18.1 of the UDP and policy JP-P2 of Places for Everyone.

In this case, the proposal is for the change of use not involving any external alterations to the building and involves a use more compatible to the prevailing residential surroundings. The proposal would therefore preserve the character and appearance of the conservation area.

Visual Amenity

As no external alterations are proposed to the building, the proposed use would not have any material impact to visual amenity or the character and appearance of the street-scene.

Climate Change

City Council policy requires that new proposals focus on achieving low carbon and energy efficient developments and therefore development should be expected to demonstrate its contribution to these objectives.

In this case, the site is situated within a highly sustainable location with decent access to a range of amenities and transport opportunities.

Given the former use of the building as a day nursery, it is anticipated that there would be a reduction in the levels of vehicular activity. The impact to local air quality is therefore considered negligible. As way of an improvement, a conditions is included which requires the indicated cycle storage provision to be delivered prior to occupancy.

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: Approve

Article 35 Declaration

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

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

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

Drawings contained with the submitted Design and Access Statement referenced 01 (Location Plan), 06 (Proposed Site Plan), 07 (Proposed Floor Plan - Level 1), 08 (Proposed Floor Plan - Level 0), 09 (Proposed Floor Plan - Level 1), 10 (Proposed Floor Plan - Level 2), received by the City Council as Local Planning Authority on 19 November 2025.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

3) Notwithstanding details submitted, the development hereby approved shall not be occupied until a more detailed scheme for the storage (including segregated waste recycling) and disposal of refuse has been submitted to and approved in writing by the City Council as Local Planning Authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of public health and residential amenity, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

4) No part of the development shall be occupied until the space and facilities for bicycle parking shown on drawing referenced 06 (Proposed Site Plan), received by the City Council as Local Planning Authority on 19 November 2026, has been provided. The approved details shall be installed prior to the first occupation of the development and be retained thereafter for use only by people residing and visiting the development.

Reason - To ensure that there is adequate cycle parking for the development in order to comply with policies T1,T2 and DM1 of the Manchester Core strategy and policy JP-C6 of the Places for Everyone joint development plan.

5) The use hereby approved shall not commence until a hard and soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy and policies JP-S1, JP-P1 and JP-H3 of the Places for Everyone Joint Development Plan.

6) Notwithstanding the details submitted, prior to the commencement of the use hereby approved, a Management Plan shall be submitted to and approved in writing by the City Council as Local Planning Authority. The Management Plan shall include, but not be limited to, the following details:

- Maximum number of residents to be accommodated on the site.
- Occupancy arrangements, including maximum periods of occupation for individual residents.
- Management systems and procedures for the reporting, recording and resolution of complaints, including contact details for responsible persons.
- Details of the operator responsible for the ongoing day to day management of the site.

-Security arrangements, including measures to safeguard residents and neighbouring occupiers.

-Arrangements for site and garden maintenance, including frequency of upkeep.

-Noise mitigation measures, including how noise will be monitored and managed.

-Car parking management, including allocation of spaces.

The approved Management Plan shall be implemented in full and retained for the duration of the use hereby approved, and the site shall thereafter be operated in accordance with the agreed details.

Reason - In the interests of public safety and to safeguard residential amenity, pursuant to Policies DM1 and SP1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
MCC Supported Housing Monitoring Group

9 Elisma Road, Manchester, M40 1QG
7 Elisma Road, Manchester, M40 1QG
5 Elisma Road, Manchester, M40 1QG
11 Elisma Road, Manchester, M40 1QG
1 Elisma Road, Manchester, M40 1QG
7 Windsor Road, Newton Heath, Manchester, M40 1QQ
24 Windsor Road, Newton Heath, Manchester, M40 1QQ
22 Windsor Road, Newton Heath, Manchester, M40 1QQ
20 Windsor Road, Newton Heath, Manchester, M40 1QQ
18 Windsor Road, Newton Heath, Manchester, M40 1QQ
The Doves Nest Nursing Home, 17 - 19 Windsor Road, Newton Heath, Manchester, M40 1QQ
11A Windsor Road, Newton Heath, Manchester, M40 1QQ
11B Windsor Road, Newton Heath, Manchester, M40 1QQ
Flat 3, 11 Windsor Road, Newton Heath, Manchester, M40 1QQ
9 Windsor Road, Newton Heath, Manchester, M40 1QQ
16 Windsor Road, Newton Heath, Manchester, M40 1QQ
14 Windsor Road, Newton Heath, Manchester, M40 1QQ
Flat 4, 11 Windsor Road, Newton Heath, Manchester, M40 1QQ
Flat 2, 11 Windsor Road, Newton Heath, Manchester, M40 1QQ
Flat 1, 11 Windsor Road, Newton Heath, Manchester, M40 1QQ
3 Elisma Road, Manchester, M40 1QG
1 Court Drive, Manchester, M40 1QX

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
Conservation Area - Graver Lane Conservation Area 2005
Area Team Boundary - Name: NORTH AREA