

**Ward:** Tottington

**Item** 03

**Applicant:** Grove Estates M/C Ltd

**Location:** 10 Chiltern Drive, Bury, BL8 1QY

**Proposal:** Change of use from residential property (Class C3) to Residential institutions - childrens home for 2 no children (Class C2)

**Application Ref:** 72334/Full

**Target Date:** 24/11/2025

**Recommendation:** Approve with Conditions

### **Description**

The application relates to a single storey, semi-detached dwelling located on Chiltern Drive. The property is located at a higher level than the highway that runs along the front of the site. The premises has an existing driveway to the front, that runs along the side of the house to a detached garage/outbuilding at the rear. An area of private residential amenity space is located to the rear.

Planning permission is sought for the change of use from dwellinghouse (Class C3(a)) to children's residential care home (Class C2). for 2no. children. The proposal seeks alterations to the internal configuration of the dwelling, and proposes 3no. parking spaces to the front of the dwelling.

### **Relevant Planning History**

None

### **Publicity**

Letters sent to immediately adjoining neighbours 7th October 2025.

12 objections received in relation to:

- This is a nice quiet residential area.
- Institution would be out of character.
- 24 hour access would affect my sleep patterns.
- Many elderly people live here.
- If the children do cause problems it will upset many of the neighbours who will likely become afraid to leave their own houses, those who aren't afraid will probably stand up to any misbehaviour which won't lead to a good outcome.
- This is a small property on a quiet street, there must be bigger/better available in more applicable areas.
- Loss of value of home.
- Increase in traffic.
- Increase in noise.
- Internal configuration would introduce bedroom adjacent to living space.
- Increase in deliveries, visitors, staff changes.
- Shift based movements could cause disturbance to attached property.
- Insufficient information provided in relation to staffing, supervision, parking arrangements.
- Looked after children equates to troubled children.
- Concerns in relation to the ages and problems children may have

- Concerns in raised in relation to the use attracting anti-social behaviour, drugs, and groomers.
- Concerns in relation to the management of the home and how children would be supervised.
- Concerns that this application will afford a potential future use to house families due to "housing migration".
- Would create a precedent for future applications that would see investors taking homes designed for later life enjoyment and making businesses thus pricing out local residents in an area that will require more bungalow type housing for an aging population.
- The Planning Statement incorrectly describes the property as a detached bungalow; it is semi-detached.
- 3 spaces cannot be provided. Driveway is too steep.
- Will rely on, on street parking which will worsen congestion.
- Conversion of garden for parking will cause light pollution and reduce privacy.
- Additional dropped kerb and landscaping changes will be needed.
- The property may not meet minimum standards for a children's home, especially in terms of communal space and accessibility.
- Steep driveway poses accessibility challenges for children with mobility issues.
- Conversion from a two-bedroom to a three-bedroom dwelling reduces communal living space, potentially creating an institutional rather than homely environment.
- I also think it is totally unfair that as already stated the majority of us who reside here DO NOT have access to online . This itself is a discrimination and I am sure more would object if we had a number or an alternative way to communicate our objections.

Amended plans received on the 31st October 2025 showing amendments to the internal configuration and clarification of the proposed parking to the front of the site. Amended neighbour letters sent 31st October 2025.

Objectors have been informed of the Planning Control Committee meeting date.

### **Statutory/Non-Statutory Consultations**

**Traffic Section** - To be reported within supplementary

**Environmental Health - Pollution Control** - Confirmed no comment.

**Waste Management - No response** - No response

**Greater Manchester Police - designforsecurity** - No response

**Children's Commissioning Team** - No response

**Pre-start Conditions** - Not relevant

### **Development Plan and Policies**

H1/2	Further Housing Development
H2/1	The Form of New Residential Development
H2/2	The Layout of New Residential Development
H2/4	Conversions
CF3	Social Services
CF1/1	Location of New Community Facilities
H4/2	Special Needs Housing
EN1/2	Townscape and Built Design
EN7/2	Noise Pollution
HT2/4	Car Parking and New Development

H3/1	Assessing Non-Conforming Uses
JP-H1	Scale of New Housing Development
JP-H3	Type, Size and Design of New Housing
JP-H4	Density of New Housing
JP-S2	Carbon and Energy
JP-P1	Sustainable Places
JP-S5	Clean Air
JP-C2	Digital Connectivity
JP-C5	Streets For All
JP-C6	Walking and Cycling
NPPF	National Planning Policy Framework
SPD13	Conversion of Buildings to Houses in Multiple Occupation
SPD11	Parking Standards in Bury
SPD6	Supplementary Planning Document 6: Alterations & Extensions

## Issues and Analysis

The following report includes analysis of the merits of the application against the relevant policies of both the National Planning Policy Framework (NPPF), the adopted Places for Everyone Joint Development Plan Document (PfE) and the saved policies within the adopted Bury Unitary Development Plan (UDP), together with other relevant material planning considerations.

The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP and PfE Policies will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

## Principle (Use)

The NPPF advocates the objectives to achieve sustainable development, one such objective is to support strong, vibrant and healthy communities by fostering well-designed and safe built environments with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

Chapter 8 - Promoting healthy and safe communities, states that policies and decisions should aim to achieve healthy, inclusive and safe places which, amongst things, promote social interaction, are safe and accessible and enable and support healthy lifestyles. Account should also be taken to support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

Policy CF1/1 states that proposals for new and improved community facilities will be considered with regard to the following factors:

- impact on residential amenity and the local environment;
- traffic generation and car parking provision;
- the scale and size of the development;
- where applicable, access to shops and other services;
- if the use is intended to serve a local community, or catchment area, the suitability of the chosen location in relation to that community or catchment area;
- accessibility by public and private transport;
- the needs and requirements of the disabled.

This is supported by Policy CF3 - Social Services, which states that the Council will, where appropriate, consider favourably proposals for the provision of new, and the improvement of

existing social services facilities for children, young people, elderly people, people with mental and/or physical handicaps and illnesses, and other groups with special needs.

Policy H3/1 states that the Council will assess proposals for the development of non-confirming uses in primarily residential areas and will not permit proposals considered to be incompatible. Factors which will be taken into account when assessing such proposals will include noise, vibration, smell, fumes, smoke, soot, ash, grit, dust, visual intrusion, traffic generation and parking arrangements, and hours of operation.

Policy H4/2 states that the Council will encourage the provision of special needs housing. Proposals will be assessed with regard to the following factors:  
sites should be conveniently located for local shops, public transport and community facilities;

- the location of health care facilities;
- the gradient of the site;
- the gradient between the site and the public transport network;
- the necessary car parking and amenity space (including gardens) should be provided;
- the development should be of a high standard in terms of design, layout and landscaping so that a satisfactory environment is achieved.

The Places for Everyone Joint Development Plan confirms within their vision for Greater Manchester that they seek to "A place where all children are given the best start in life and young people grow up inspired to exceed expectations."

Policy JP-H3 states development across the plan area should seek to incorporate a range of dwelling types and sizes including for self build and community led building projects to meet local needs and deliver more inclusive neighbourhoods. Where appropriate, this should include incorporating specialist housing for older households and vulnerable people. supports specialist housing for older households and vulnerable people.

This is further supported by PfE Policy JP-P1 that states that all development, where appropriate should be socially inclusive:

- A. Responding to the needs of all parts of society;
- B. Enabling everyone to participate equally and independently;
- C. Providing opportunities for social contact and support; and
- D. Promoting a sense of community.

The proposal relates to a semi-detached 2 no. bedroom dwelling located within a well-established residential area. The application proposes to provide living accommodation for children in a setting that would be as close to a family environment as practicable. The property would not be required to be extended and permanent residents (i.e. the children) and up to 3no. staff would occupy the dwelling. 2 no. staff would sleep at the property over night in a manner broadly akin to occupation by a family.

The Planning Statement submitted in support of the application confirms that staffing would include a registered manager on site during office hours (9am - 5pm Monday to Friday) and 2no. carers providing continuous support through 12 hour day shifts (8am - 8pm) and 12 hour night shifts (8pm - 8am). The Management Plan submitted with the application confirms that all staff will be Ofsted registered, DBS-checked, and fully trained in safeguarding, child protection, and health & safety.

It is acknowledged that during the day an additional staff member would be on site in a management capacity. However, C3 dwellings also have levels of additional visitors and this

can be accommodated within the existing building.

The Management Plan submitted with the application confirms that the home would accommodate a maximum of 2 no. children under the age of 18 and would typically be medium to long term placements. Each child will have an individual care plan, risk assessments, and appropriate supervision arrangements. In terms of daily operation the household would seek to follow a normal "domestic" routine including mealtimes, school attendance, homework, recreation and bedtimes. The Management Plan states that children would attend local schools and community activities. Chiltern Drive is location in close proximity to Elton High school (0.3 miles) which is to the west of the larger housing estate. Elton Primary school is located approximately 0.5 miles away

The Management Plan also acknowledges that there may be visitors to the site eg social workers, tutors and that this would be managed. Deliveries would be limited to normal domestic scale (e.g. groceries) and no larger vehicles or regular commercial traffic would associated with the use.

Given the above, the proposed use would provide a valuable facility for more vulnerable members of society that would be compliant with the above policies and the principles of the NPPF. The proposed development would be acceptable in principle and would be in accordance with Policies CF1/1, CF3 and H3/1 and H4/2 of the Bury Unitary Development Plan and Policy JP-H3 of the Places for Everyone Joint Development Plan and the NPPF.

### **Layout and Design**

In addition to the policies set out above UDP Policy EN1/2 - Townscape and Built Design seeks to protect the character and townscape of the boroughs towns. PFE Policy JP-P1 Sustainable Places aims to promote a series of beautiful, healthy and varied places.

The proposal would require minimal external changes to the existing dwelling to facilitate the change of use through the introduction of a side door within the existing single storey rear outrigger, and the removal of a side door. The internal layout of the dwelling would be amended retaining the 2 existing bedrooms (one staff, one child) and replacing the existing kitchen with a child's bedroom. An open plan living room and kitchen would be proposed to the other half of the dwelling which is presently used as a reception, dining and lounge area. Given the above, the building would continue to have the character and appearance of a passive suburban dwelling and there would be no detrimental impact on the street scene or residential character of the locality.

Given the above, it is considered the proposed development would be in accordance with Policy EN1/2 of the Bury Unitary Development Plan and Policy JP-P1 of the Places for Everyone Joint Development Plan.

### **Amenity**

In addition to UDP Policies H2/4 and H3/1, UDP Policy EN7/2 seeks to restrict development that would lead to an unacceptable noise nuisance to nearby occupiers and/or amenity users.

The existing rear ground floor window associated with the kitchen would be amended to a bedroom window. This window would be screened by existing rear boundary treatments. The existing bedroom windows, and reception and lounge openings would be retained in habitable room use as existing.

The internal layout has been amended so that bedrooms are located on the elevation that is not directly attached to the neighbouring property with living room, and kitchen uses proposed along the shared wall adjacent to what would appear to be the daytime habitable

room uses of the attached property.

It should be noted that households can take many forms and the current dwelling could be occupied by a family, or may potentially be extended as can be seen on neighbouring properties. Internal layouts of the existing property could also be amended without the need for planning permission. Furthermore, without planning permission, the dwelling could be utilised as a house in multiple occupation.

In terms of neighbour relations the Management Plan submitted with the application confirms that the applicant is committed to being a good neighbour and would supply a neighbour liaison contact number for the registered manager to adjoining households.

Given such circumstances, and the potential alternative iterations for occupation of the dwelling, it is not considered that the proposed change of use of the dwelling would have a significantly greater impact upon the neighbouring properties in terms of noise and disturbance. As such, it is considered that the proposal would not conflict with the character of the area or have an adverse impact on the amenity of local residents. Therefore, the proposed development would be in accordance with Policies H2/4, H3/1 and EN7/2 of the Bury Unitary Development Plan.

### **Highways issues**

Policy EN1/2 requires the consideration of the design and appearance of access, parking and service provision. PfE Policies JP-C5 and JP-C6 require streets to be well designed and managed to make a significant positive contribution to the quality of place and support high levels of walking, cycling and public transport.

Policy JP-C8 requires new development to be located and designed to enable and encourage walking, cycling and public transport use and to reduce the negative effects of car dependency.

The proposal seeks to maintain the existing dropped kerb, but widen the driveway to the front of the property to introduce 1no. additional parking space. The applicant has submitted a proposed site plan that confirms that the gradient of the existing drive would be maintained for the widened part of the drive. It is acknowledged that the dwellings on the south side of Chiltern Drive, which includes the proposal site, do have steep drives however, the site visit by the Case Officer confirmed that residents do use these driveways and indeed a number of vehicles were parked to the sides of dwellings.

Paragraph 111 of the NPPF states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Given the proposed use would be similar to that of residential dwelling the proposed development of a care home with 2 children and a maximum of 3 staff would not have a significant adverse impact that would warrant or sustain refusal of the application, especially as the access and parking arrangements remain unaltered from the existing use.

Therefore, the proposed development would not be detrimental to highway and pedestrian safety and would be in accordance with Policies H4/2 and EN1/2 of the Bury Unitary Development Plan and Policies JP-C5, JP-C5 and JP-C8 of the Places for Everyone Joint Development Plan.

### **Parking**

PfE Policy JP-C8 and UDP Policy HT2/4 requires all applications for development to make adequate provision for their car parking and servicing requirements. Supplementary Planning Document (SPD) 11 provides parking standards for developments.

The site is located within Zone 4 as defined by SPD 11. SPD11 states that C2 uses within this zone should provide 1 space per 2 staff and one space per 4 beds. This would equate to roughly 2no. spaces at this site. The proposal seeks to provide 3 spaces which would accommodate the proposed number of day time staff should all of them travel to the site by car. On street parking within the vicinity of the site is unrestricted and on street parking requirements would be limited to visitors or deliveries which would also likely be accommodated on street for the existing C3 use.

### **Carbon and Energy**

PfE Policy sets out the steps required to achieve net zero carbon emissions.

A carbon and energy statement has been submitted with the application that confirms that the existing property would be upgraded where necessary to maximise energy efficiency through energy efficient lighting and heating to reduce demand.

### **Digital Connectivity**

PfE Policy JP-C2 requires development to have full fibre to premises connections unless infeasible or unviable, with multiple-ducting. The policy supports the provision of free, secure, high-speed public wi-fi connections, particularly in the most frequented areas.

Full Fibre Broadband is available at the site should this be required.

### **Biodiversity Net Gain**

While every grant of planning permission in England is deemed to have been granted subject to the biodiversity gain condition, commencement and transitional arrangements, as well as exemptions, mean that certain permissions are not subject to biodiversity net gain.

The proposed change of use would occupy an existing building and therefore the de-minimis exemption applies.

### **Response to Representations**

It is considered the material planning considerations in relation to principle, amenity, vehicular access and parking have been assessed within the main body of the report.

Planning application assessments are based on land use, and not on who the applicant or the specific future occupants would be. This is not relevant to the planning decision.

The Local Planning Authority (LPA) has to assess the land use of the proposed use and its impacts upon the wider environment. The planning acts are clear that the planning system should not replicate conditions or controls of other legislation, but should trust the regulatory bodies to act. In this case, the Local Planning Authority must allow the appropriate bodies, Children Services and Ofsted, to monitor and manage the facility in accordance with their rules and regulations. Should Ofsted, and/or the Local Authority Childrens services, find a problem with the care home or its operator, it would take the necessary action which could, in extreme circumstances, include closing the home.

The occupants of the proposed care home are likely to be unknown at this time, as there is currently no consent in place in order to facilitate their placement and therefore details in relation to requirements for their support, ages etc would not be available. In any event as referenced above the LPA is concerned with land use in this particular instance and whether a C2 use is supportable.

Children in care homes come from a wide range of backgrounds and experiencing a range of issues. With the proper safeguarding procedures in place, regulated by Ofsted and

Childrens services, it would be unreasonable to assume the children occupying the property are a serious danger to the public or even criminally minded. Whilst the concerns about the proposed care home amongst residents are recognised to a point, the proposal has to be assessed on adopted policies and material considerations.

The perception of crime and anti-social behaviour can be a material consideration where there is clear evidence of such issues occurring. The overall aims of running a care facility of this nature is to operate on a relatively small basis and replicate the provisions of a regular domestic dwelling as much as possible. Whilst it is not inconceivable that issues may occur, they can similarly do so within regular dwellings. The regulation of operation including trained staff and measures to assimilate people and the property use into a local neighbourhood with regulatory bodies would seek to harmonise the use without creating or causing antisocial or unneighbourly problems. As such this is not considered to be a heavily weighted planning issue.

### **Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015**

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.

**Recommendation:** Approve with Conditions

### **Conditions/ Reasons**

1. The development must be begun not later than three years beginning with the date of this permission.  
Reason. Required to be imposed by Section 91 Town & Country Planning Act 1990.
2. This decision relates to drawings numbered PL01, PL02 Rev B, PL03, PL04 Rev A, PL05 Rev A, PL06 and the development shall not be carried out except in accordance with the drawings hereby approved.  
Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Bury Unitary Development Plan and Places for Everyone Joint Development Plan listed.
3. The premises to which this approval relates shall be used for residential care only to a maximum of 2no. children/young persons and for no other purpose (including any other purpose in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (or in any provision equivalent to that class in any statutory instrument revoking or re-enacting that Order with or without modification).  
Reason. To ensure the intensification and scale of uses in the property does not extend beyond acceptable levels which could cause impact to residential amenity and highway safety in respect of the associated parking, access and servicing requirements or general activity and disturbance pursuant to policies EN1/2 - Townscape and Built Design, CF3 - Social Services, H4/2 - Special Needs Housing, HT2/4 - Car Parking and New Development, JP-P1 - Sustainable Places, JP-C5 Streets for All, JP-C6 -Walking and Cycling and JP-C8 - Transport

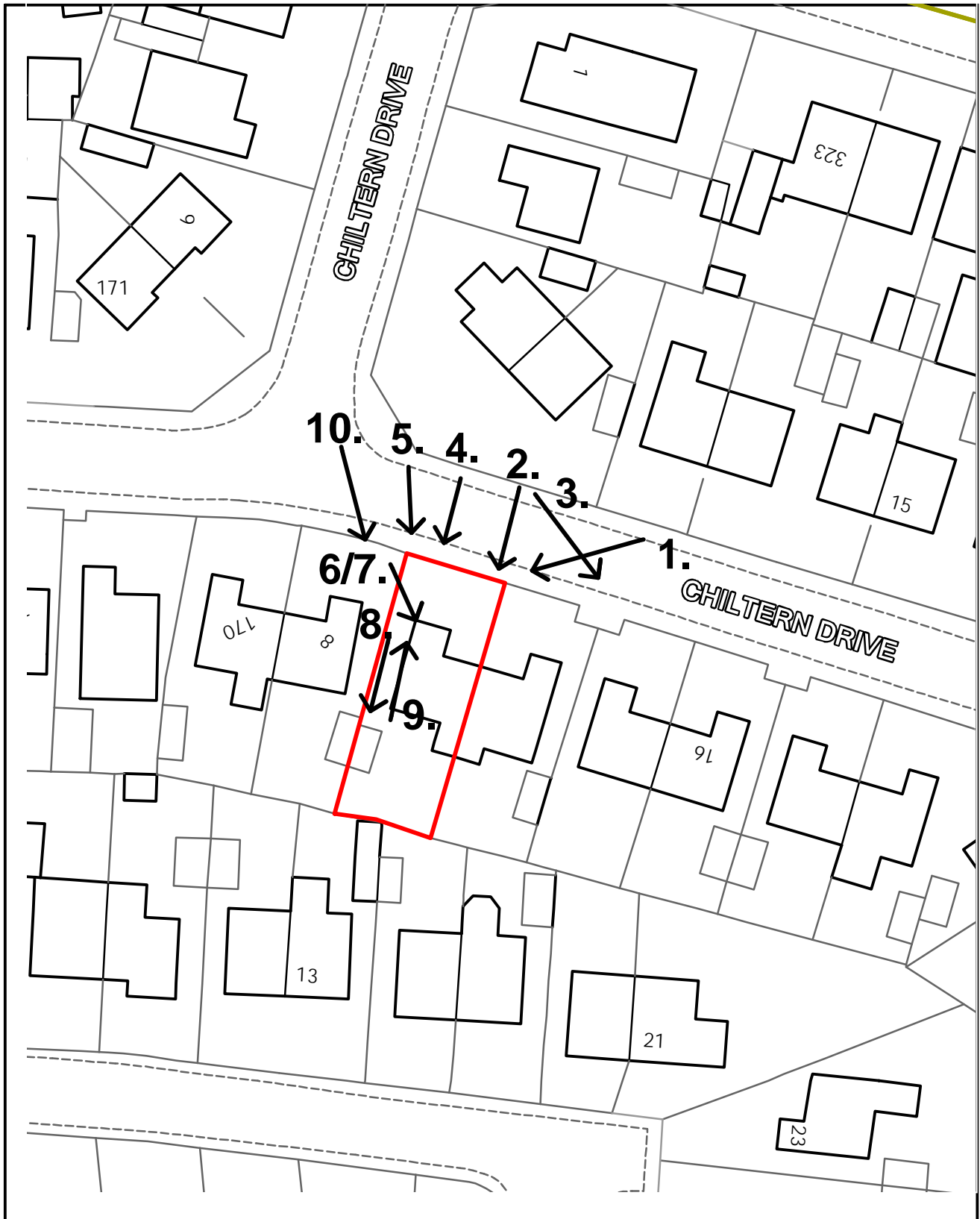
Requirements of New Development.

4. The use hereby approved shall not be commenced unless and until the access and parking alterations indicated on approved plan reference PL02 Rev B have been implemented in full and thereafter maintained.

Reason. To ensure adequate off- street car parking provision, in the interests of road safety pursuant to Policy HT2/4 - Car Parking and New Development of the Bury Unitary Development Plan and Supplementary Planning Document 11 - Parking Standards in Bury.

For further information on the application please contact **Helen Pressley** on **0161 253 5277**

# Viewpoint - 72334



ADDRESS: 10 Chiltern Drive, Bury, BL8 1QY



Planning, Environmental and Regulatory Services

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Photo 1



Photo 2



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Photo 3



Photo 4



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Photo 5



Photo 6



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Photo 7



Photo 8



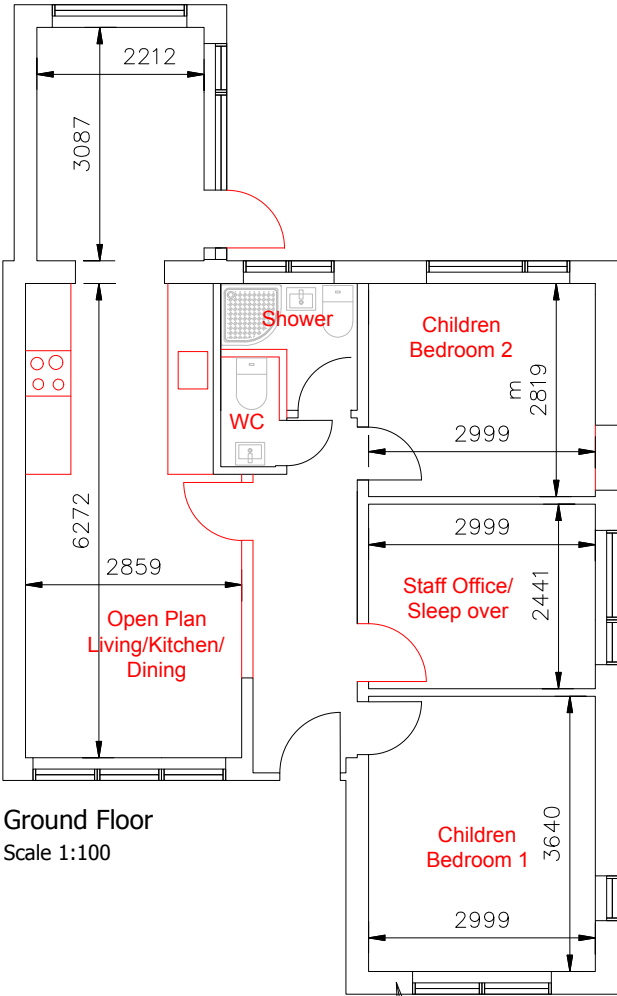
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Photo 9



Photo 10





Ground Floor  
Scale 1:100

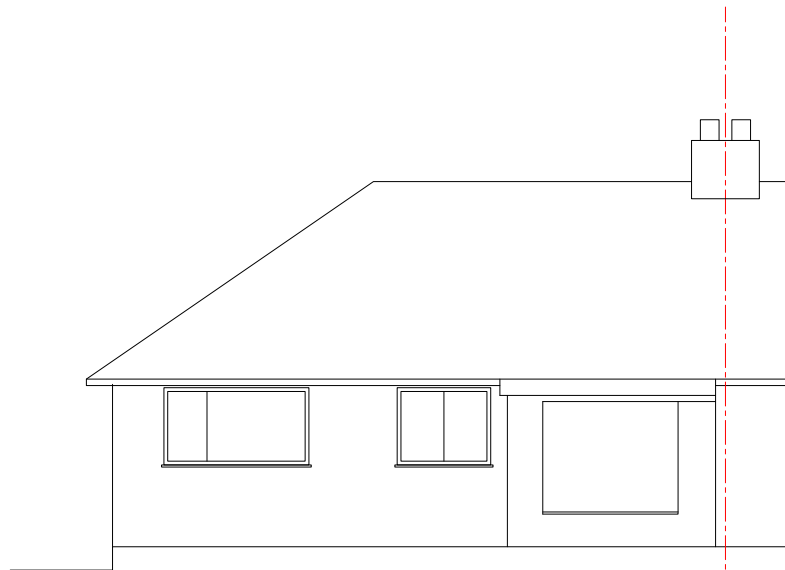
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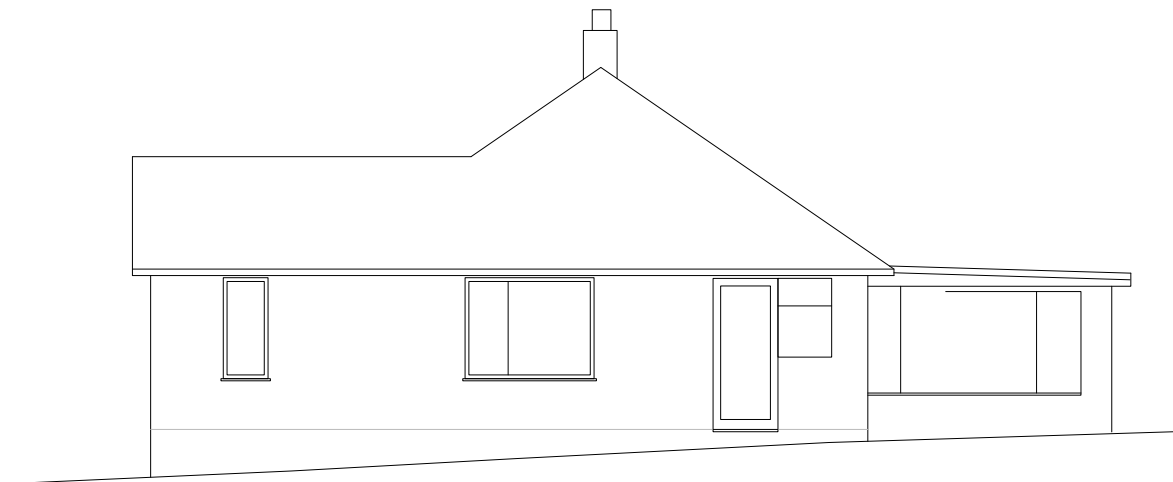
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				Title: Proposed Floor Plans			
				Drg. No. PL04			Rev: A



Existing Front Elevation  
Scale 1:100



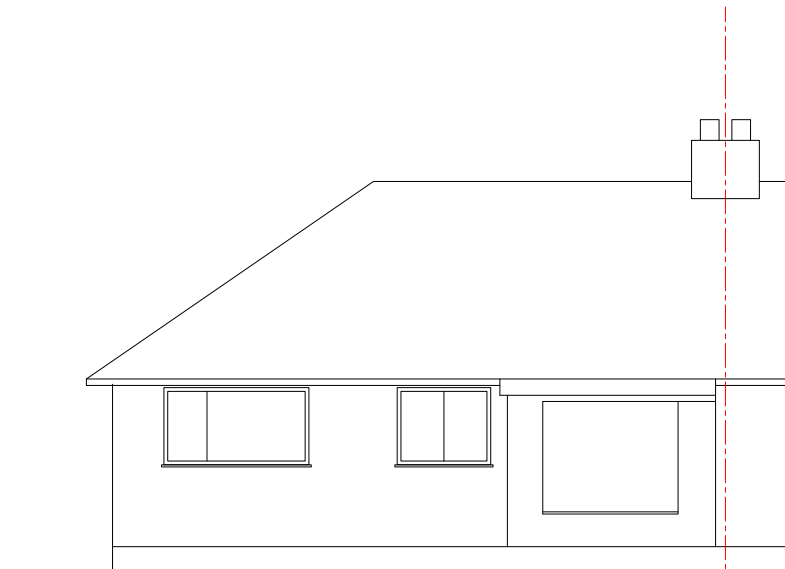
Existing Rear Elevation  
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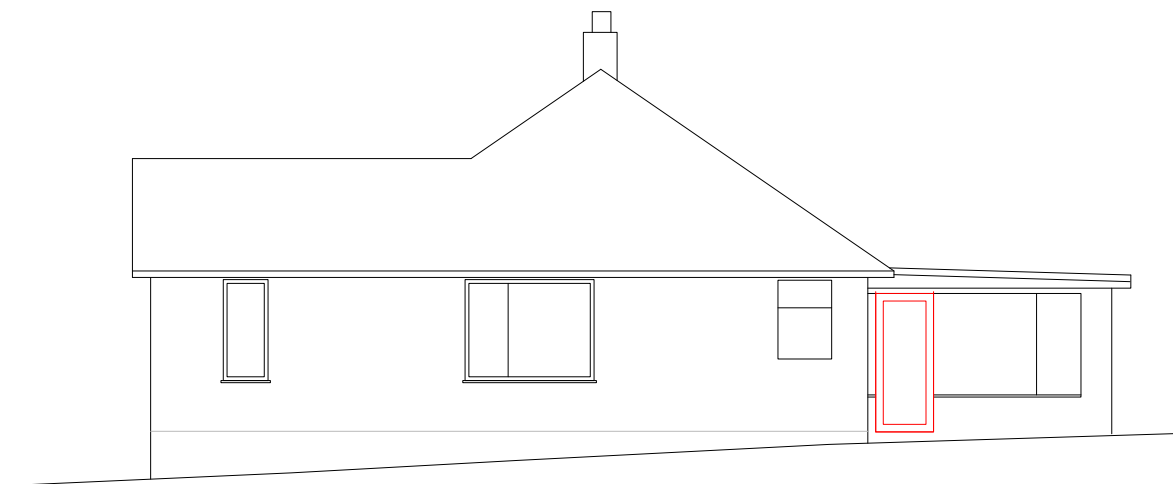
Existing Side Elevation  
Scale 1:100



Proposed Front Elevation  
Scale 1:100



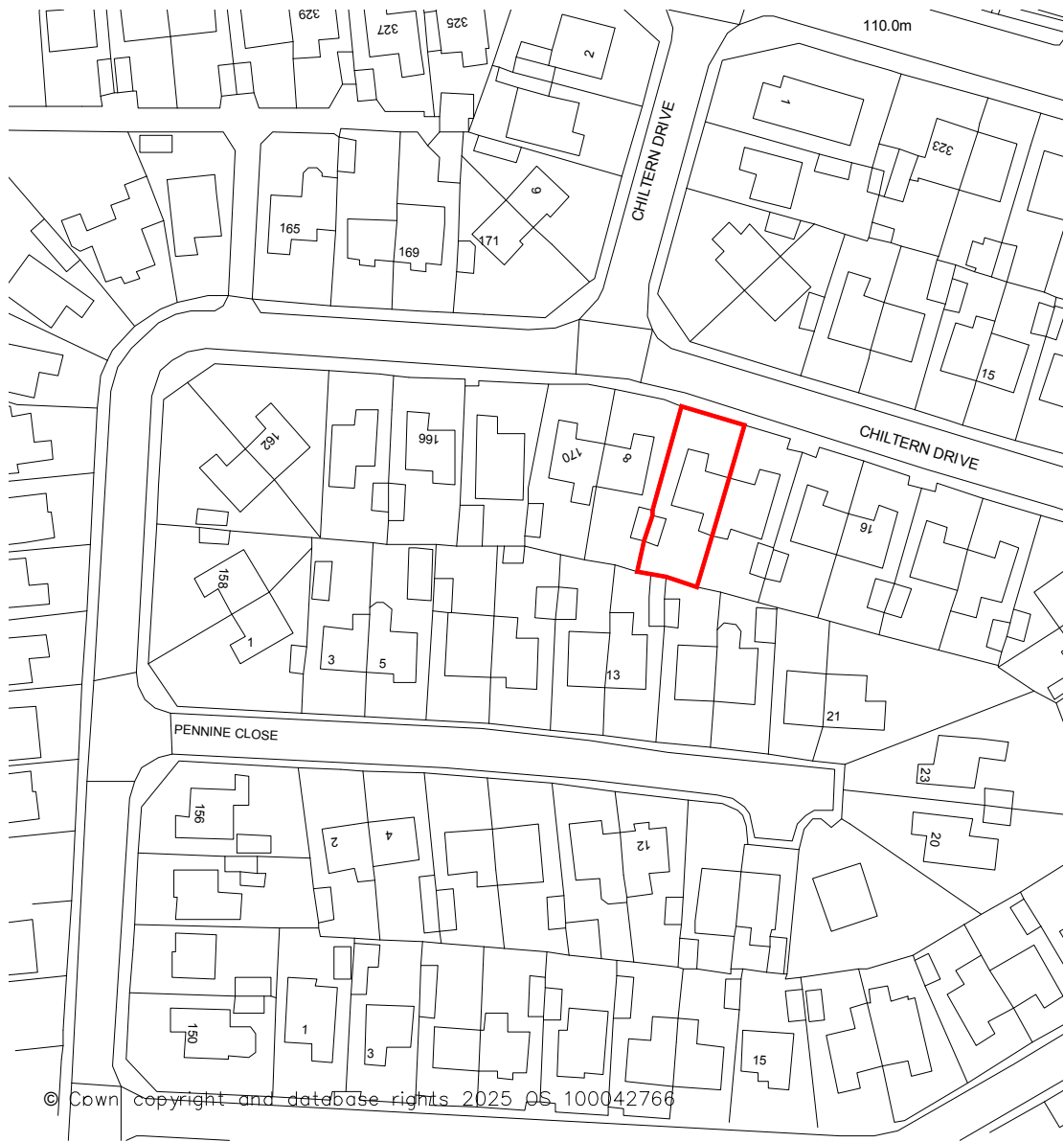
Proposed Rear Elevation  
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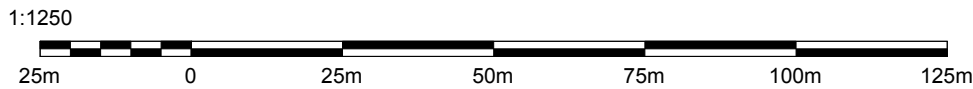
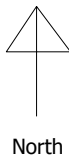
Proposed Side Elevation  
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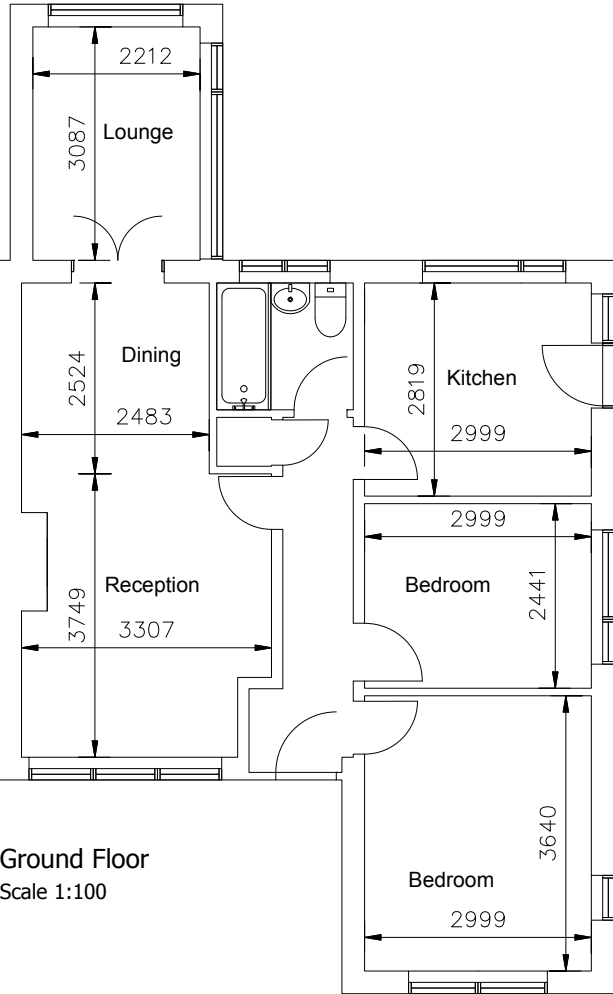
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				Title: Existing & Proposed Elevations			
				Drg. No. PL05			Rev: A



Location Plan  
Scale 1:1250



Rev	Description	Date	chkd	Project: 10 Chiltern Drive, Bury BL8 1QY			
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				Title: Location Plan			
				Drg. No. PL01			Rev:



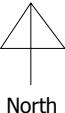
Ground Floor  
Scale 1:100



Rev	Description	Date	chkd	Project: 10 Chiltern Drive, Bury BL8 1QY			
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				Title: Existing Floor Plans			
				Drg. No. PL03			Rev:



Site Plan  
Scale 1:200

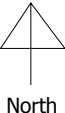


Existing brick built out building to be used to provide Secur cycle storage for 3 cycles

Rev	Description	Date	chkd	Project: 10 Chiltern Drive, Bury BL8 1QY			
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				Title: Site Plan			
				Drg. No. PL02			Rev: B



Site Plan  
Scale 1:200



Rev	Description	Date	chkd	Project: 10 Chiltern Drive, Bury BL8 1QY			
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				Title: Existing Site Plan			
				Drg. No. PL06			Rev: