

Ward: Whitefield + Unsworth - Pilkington Park

Item 03

Applicant: Hemanth Rameshwaram

Location: 13 Morley Street, Whitefield, Manchester, M45 6GF

Proposal: Change of use from dwellinghouse (Class C3(a)) to children's residential care home (Class C2)

Application Ref: 72454/Full

Target Date: 06/03/2026

Recommendation: Approve with Conditions

Description

The application relates to a 4 bedroomed detached dwelling which is situated within an established residential estate. Directly adjacent to the property to the west is an access to an electricity sub station which is located just behind the dwelling. The property is within walking distance of Whitefield District Centre which is approximately 50m away.

The site comprises a detached dwelling with an integral garage and a driveway, with the front garden bounded by a brick wall and railings. At the rear is an enclosed garden.

Accommodation comprises living areas and WC at the ground floor and 4 bedrooms and a bathroom at the first floor.

The application proposes the change of use from a residential dwelling (Class C3) to a children's residential care home (Class C2).

The proposal is to provide care and support for 2 children ages 6-18 years.

It would be staffed by carers who would operate on a shift pattern. There would be 2 full time members of staff during the day (7am to 7pm) including a staff manager and 2 staff at night (7pm to 7am) with staff changeovers over a period of 10 mins, with no more than 2 staff on site at the same time. Changeover times would be 7am and 7pm.

Visitors to the site by support staff or professionals would be pre-arranged, managed and trips would be fairly irregular.

Part of the front boundary wall would be removed to provide 2 accessible parking spaces.

Internally, living accommodation would remain at the ground floor with the garage used as an office and bike store. At the first floor, the 2 larger of the 4 bedrooms would be occupied by the 2 children with an office and carers sleeping facility utilising the other 2 rooms.

To note

The application originally proposed a care home which suggested 4 no children with each having a dedicated carer working on a rota system. The application was validated 17th November 2025 and the application was publicised. It then transpired the red edge site plan did not correlate with the declaration of ownership of the site. There were also anomalies in the application submission and it was not clear what the application actually proposed. The application was therefore made invalid.

Revised plans have been received to address the red edge site ownership and confirm the proposal as a residential care home for a maximum of 2 children with 2 carers on site at one time operating a rota system.

Publicity of the application was thereafter carried out on 19th January 2026 (see below).

Relevant Planning History

49199 - Single storey rear & single storey side extension - Approve with Conditions 11/01/2008

60208 - First floor extension at side - Approve with Conditions 08/07/2016

Publicity

Letters originally sent on 17/11/25.

8 letters of objection were received with the following issues raised -

- Parking issues already limited in the area. There are double yellow lines on Morley Street and outside the property
- Highways Safety on Morley Street and Nuttall Avenue due to an increase in vehicle access and parking provision
- Increase in traffic and pressure on parking particularly at staff handover times and visits by social and support workers
- Loss of Residential Amenity and Privacy
- Increase in Footfall and Gathering
- Staff Turnover and Management Consistency
- Unsuitability of Location and Loss of Neighbourhood Character
- Concerns Regarding Operator Experience and Competency
- Staffing Ratio, Oversight, and Category of Children Placed
- Noise, Disturbance, and Safeguarding Considerations
- Impact on Property Value and Perceived Safety
- Inappropriate location
- Potential for anti-social behaviour and the fear of crime,
- The rear of the property overlooks the GMP Taser Training Unit which is extremely noisy when the police are role play training in the yard, as well as the GMP Roads Policing Unit which is in operation 24 hours a day. These two factors could have an adverse effect on children.
- There are very close public transport links which could be a concern for any child residing at the property being considered a flight risk as well as potential safeguarding issues.
- There are no rooms that carers could stay in overnight, the concept of family living, therefore, cannot be delivered throughout this plan
- The property appears to have 2 parking spaces but actually only has one,
- The need to have access to the substation also creates a safeguarding risk.
- The property is not suitable for 4 children, the smallest room is below size. To present a plan where the applicant knows they are trying to get as many children in as possible, whilst not even delivering rooms to regulation level, is unacceptable.
- The position of the house also creates other safeguarding issues due to the height relative to the other houses i.e. the space at the front of the house is small.
- The property is close to Bury New Road, which is a very busy road.
- Security cameras have been installed and there is a direct vantage of our garden and child's bedroom.
- The application contradicts itself with numbers of carers and shift patterns

Application made invalid on 10/12/25.

Revised information received. Application made valid and 22 neighbours were notified on 9/1/26.

Two objections received with the following issues -

Parking pressures

- Morley Street and Nuttall Avenue, which sits adjacent to the property in question, already experience chronic congestion, making resident parking difficult and restricting access for emergency services and deliveries. The street contains an art school and an orthodontist, and is surrounded by restaurants, clinics, parks and other commercial properties - creating high and constant parking demand.
- The disposal of the Uplands Medical Centre to private developers, without any mitigation or parking strategy, will undoubtedly increase traffic volume further and worsen congestion.
- Driveways and pavements are already regularly blocked,
- A children's home requires regular visits from staff, social workers, medical professionals, taxis/transport services. The application does not provide adequate on-site parking, making overspill onto the street inevitable.
- Additional overspill parking will reduce visibility, obstruct movement and increase risks to both pedestrians and motorists.
- Update since previous objection: The owners and people working on the property have regularly been parking outside the property on the double yellow lines and blocking the pavement.

Impact to family privacy

- The property sits on a bull and overlooks our garden with a direct sight line to bedrooms
- Concerns that security cameras have been erected at the property which cover our property - unacceptable and avoidable intrusion into family life
- Under UK GDPR and the Data Protection Act 2018, CCTV capturing images beyond the operator's property boundary must be strictly justified and incorporate privacy safeguards such as restricted viewing angles or masking.

Transparency of decision making responsibilities

- Residents are entitled to clear, accurate information about who is responsible for making planning decisions that impact their community and planning decisions must be taken by an officer or committee with valid delegated authority. If the named role no longer exists, there is a risk that the decision may not be made under lawful delegation.
- Procedural Fairness and Transparency: Providing outdated or inaccurate information about the decision-maker undermines public confidence and does not meet the standards required for an open and transparent consultation process.
- Therefore request clarification of which officer or committee will determine this application, and confirmation that the decision will be taken under the correct and current delegated powers.
- Unsuitable location. The property is on a steep hill which has double yellow lines and they have only parking for 1 vehicle off road.
- Just a single car stopped outside this location will block the road. This road and the adjoining Nuttall Avenue already suffer badly from non residents parking and blocking the road due to the nearby Slatterys. This location is already a traffic black spot as the only way in and out of these streets, the location of this application could not be worse placed.

In addition to highway safety also object on the following grounds:

- Loss of Residential Amenity and Privacy
- Increase in Footfall and Gathering
- Impact on Property Value and Perceived Safety
- Many vulnerable and elderly resident live on this street

Those who have objected have been informed of the Planning Control Committee meeting.

Statutory/Non-Statutory Consultations

Traffic Section - No objection subject to conditions

Children's Commissioning Team - No response received.

Environmental Health - Pollution Control - No comments to make

Waste Management - No response received

Greater Manchester Police - designforsecurity - No objection in principle.

Pre-start Conditions - Not relevant

Development Plan and Policies

H2/1	The Form of New Residential Development
H2/2	The Layout of New Residential Development
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
JP-H1	Scale of New Housing Development
JP-H3	Type, Size and Design 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
JP-C8	Transport Requirements of New Development
NPPF	National Planning Policy Framework
SPD11	Parking Standards in Bury

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.

Policies

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 CF3 - Social Services, considers 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 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 "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.

Principle (Use)

The application relates to a 4 bed detached property located in an established residential estate with the proposal to provide living accommodation for children in care which would be comparable in its functioning to that of a family home and a family environment. The property would not be extended or altered and the number of occupiers would be similar to that of an average household family.

The property is located within an established residential estate and very close (50m) to Whitefield District Centre and access to a range of local facilities and shops as well as links to public transport and therefore located in a highly sustainable area.

The applicant and the use would be strictly regulated by OFSTED and the care homes would be run and operate as much as possible to that of a family home to provide care, support and a safe environment for children.

It is therefore considered that the proposed use would make a positive contribution to the care and protection of children/young adults residing at the premises and as such considered to be acceptable in principle and comply with UDP Policies EN1/2, CF3 and

CF3/1 and the principles of the NPPF.

Scale and intensification of use

Section 55 of the Town and Country Planning Act as amended, provides that only *material* changes of use would constitute development and therefore require planning permission. A change of use of land or buildings from one classification of use to another use within the terms of the Use Class Order 1987 is dependent upon whether the change would be considered 'material' and therefore development.

The planning judgement is whether the change of use would significantly impact or change the character and perception of that property and how it functions in terms of scale and intensification of use.

In terms of the current dwelling, this is an existing 4 bedroomed dwelling and could be occupied by 5 family members.

The application which was originally submitted proposed a care home for 4 children each with their own carer working on a rota basis. This would have resulted in a material change of use of the property and intensification of use which would not have been supported for this property and location.

The application was revised and now seeks to provide care for 2 children with 2 members of staff during the day and night. The supporting information sets out that the children would occupy the dwelling in a manner that would not be materially different to how a family would occupy it.

Each child would have their own bedroom and use of the communal spaces as would a family. The only change internally would be to provide an office and sleeping arrangements for staff. The children would attend school during the day and engage in other extracurricular activities in the evening and weekends with their carers, which are representative of typical family daily life.

Visits from social workers or support workers for example would introduce additional trips to the property but these would be irregular and no more than visits made by relatives or friends of a family residing there, for example.

Permitted development - fallback position

There is established Case Law which has clarified the position on whether a development of a very similar character and scale to this application actually needed planning permission. The relevant judgement in this case was *North Devon District Council v. First Secretary of State* (2003) EWHC 157 (admin).

In North Devon the question to look at was whether a dwellinghouse used as a home for children in care, with care provided by staff on a rota basis, resulted in a material change of use.

It was held that it was a question of fact and degree to the change in scale and character of the use of the dwellinghouse which should be considered and the Court determined that no material change of use had taken place due to the fact that for all intents and purposes, the 'care home' would operate within the parameters of a family sized home and function as a family household unit.

In this application, the care element would be provided by staff working on a shift pattern basis and as such, the use would fall into Class C2, on the face of it requiring a change of use from a C3 dwellinghouse.

It is a matter of fact and degree as to whether the development would '*materially*' alter the

character of the use of the current dwellinghouse. For all intents and purposes, the scale of proposed development and the daily routines of the occupiers would operate the same as a family home which is classed as a C3 Use and it is therefore considered that the proposed change of use would not change the character of the residential area or intensify activities at the property beyond that of a 'typical family' household.

It is therefore considered that the principle and the scale of the proposed change of use would not have an adverse or detrimental impact on the character or the amenity of the surrounding area or adjacent properties and would comply with UDP Policies EN1/2, CF3 and CF3/1.

Impact on residential amenity

As concluded above, it is considered the character and scale of the use would be commensurate with that of a 4 person family residing at the property where day to day activities such as attending school and recreation/leisure activities and other trips out would be akin to that of a family.

Some objections refer to the potential for anti-social behaviour, noise and disturbance from the property and general disruption to the area.

The design for security team (DfS) have been consulted and have not raised an objection to the application, commenting that a facility of this nature is best located and supported by a conventional domestic residential community. In addition to the immediate setting, the house is served by a number of schools, community facilities, good transport links and is a neighbour of GMP Whitefield.

The DfS team make some recommendations including the maximum number of residents should be 3 (there would be 2 children) and the minimum number of carers should be 2 (there would be 2 on site at all times) and that visiting arrangements should be arranged.

Living within a community environment and providing the children with a 'normal' and stable family lifestyle is also one of the reasons for accommodating children within a residential environment.

Furthermore, the applicant would be regulated by OfSTED and a condition of the application would ensure that there would be no more than 2 children in care at the property at one time of an age range between 6-18 years old.

It is therefore considered that the proposed development would not conflict with the character of the area or have an adverse impact on the amenity of local residents and would therefore comply with UDP Policies CF1/1, CF3, EN1/2 and EN7/2.

Highways

Local residents have raised concerns about the lack of parking and the amount of traffic which would be generated from additional trips to and from the property.

The development would provide 2 no parking spaces.

In terms of staff rotations, there would be 2 members of staff working 7am to 7pm and two members of staff between 7pm to 7am. The busiest time would be at changeover time but this is anticipated to be for a brief period of 10 minutes and would be managed. Activities around leaving and arriving at the house would be drop off/pick ups at school, other activities or private appointments and this would not be dissimilar to the day to day functions of a typical household.

Other comings and goings to and from the property would be from visitors such as social or support workers but these would be infrequent and no more disruptive to the area compared

to friends or relatives visiting the existing dwelling or similar to any other dwellings in the area.

A family of four or five could reside in the property where there could be two or three car owners. As such, the proposal would make the parking and access situation no worse than could currently exist.

The site is located in a highly sustainable area, within walking distance to local amenities, bus and tram links. The applicant states that it is anticipated that not all staff would be car owners although at least one would need to drive to perform daily duties. However, where practical, staff would be encouraged to use other modes of public transport or travel by bike.

Paragraph 116 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, following mitigation, would be severe, taking into account all reasonable future scenarios.

The development would be for a residential care home for 2 children and 2 carers. The scale of development proposed would be akin to a family residing in the property living as a household and it is considered the proposed use would not have a significant impact on parking in the area of cause significant highway issues.

Subject to conditions for the implementation of the highway works to provide adequate access and provision of the bin store, highways have raised no objections to the proposed development.

As such, the proposed development is considered to be acceptable and would comply with UDP Policies CF1/1, CF3, HT2/4 and HT6/2.

Policy JP-S2 - Carbon and energy

This policy requires development to be minimise energy demand and maximise energy efficiency.

The proposal would not result in any external changes or physical alterations which would effect energy usage or output. The change of use would therefore result in minimal if any negative environmental impacts.

This approach is considered acceptable.

Policy JP-C2 - Digital connectivity

This policy enquires all new development to support the provision of affordable, high quality digital infrastructure including full fibre where possible.

The applicant states the proposal would provide reliable digital infrastructure and efforts made to secure full fibre connectivity.

This is considered an acceptable approach.

Response to objections

- The proposed development would be within a residential setting where living within a community environment and providing the children with a 'normal' and stable lifestyle is also one of the reasons for accommodating children within a residential environment
- The site is in a sustainable location and close to schools, shops and amenities and as such considered an appropriate location.
- Plans have been revised to show each child would have its own room with a separate office and welfare room for staff.
- The application has come before planning committee and 3 or more objections have

- been received and as such in compliance with the Council's Constitution.
- there would be no changes to the external appearance of the property or addition of windows to cause any further overlooking than could already exist.
- A condition would be included that there be no more than 2 children residing in the property at any one time.
- Valuation of property is not a material planning consideration.
- All other issues including those relating to traffic, parking and highway safety have been covered in the above report.

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

H-0230-01_13 Morley St_Location plan_v5
H-0230-02_13 Morley St_Existing block plan_v5
H-0230-04_13 Morley St_Existing plans_v7
H-0230-05_13 Morley St_Proposed plans_v7

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. There shall be no more than 2 children residing at the property hereby approved at any one time.

Reason. To ensure the appropriate provision of facilities and standards of accommodation are provided for future occupiers and to ensure the use of the property is not over intensified to unacceptable levels which would incur additional activities and disturbances to local residents beyond that which would be accepted for a residential dwelling in a residential area pursuant to Bury Unitary Development Plan Policies EN1/2 - Townscape and Built Design, CF3 - Social Services and CF3/1 - Residential Care Homes and Nursing Homes.

4. The premises to which this approval relates shall be used for residential accommodation and care for people in need of care 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 would 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, CF3/1 - Residential Care Homes and Nursing Homes, HT2/4 - Car Parking and New Development and JP-C8 - Transport Requirements for New Developments.

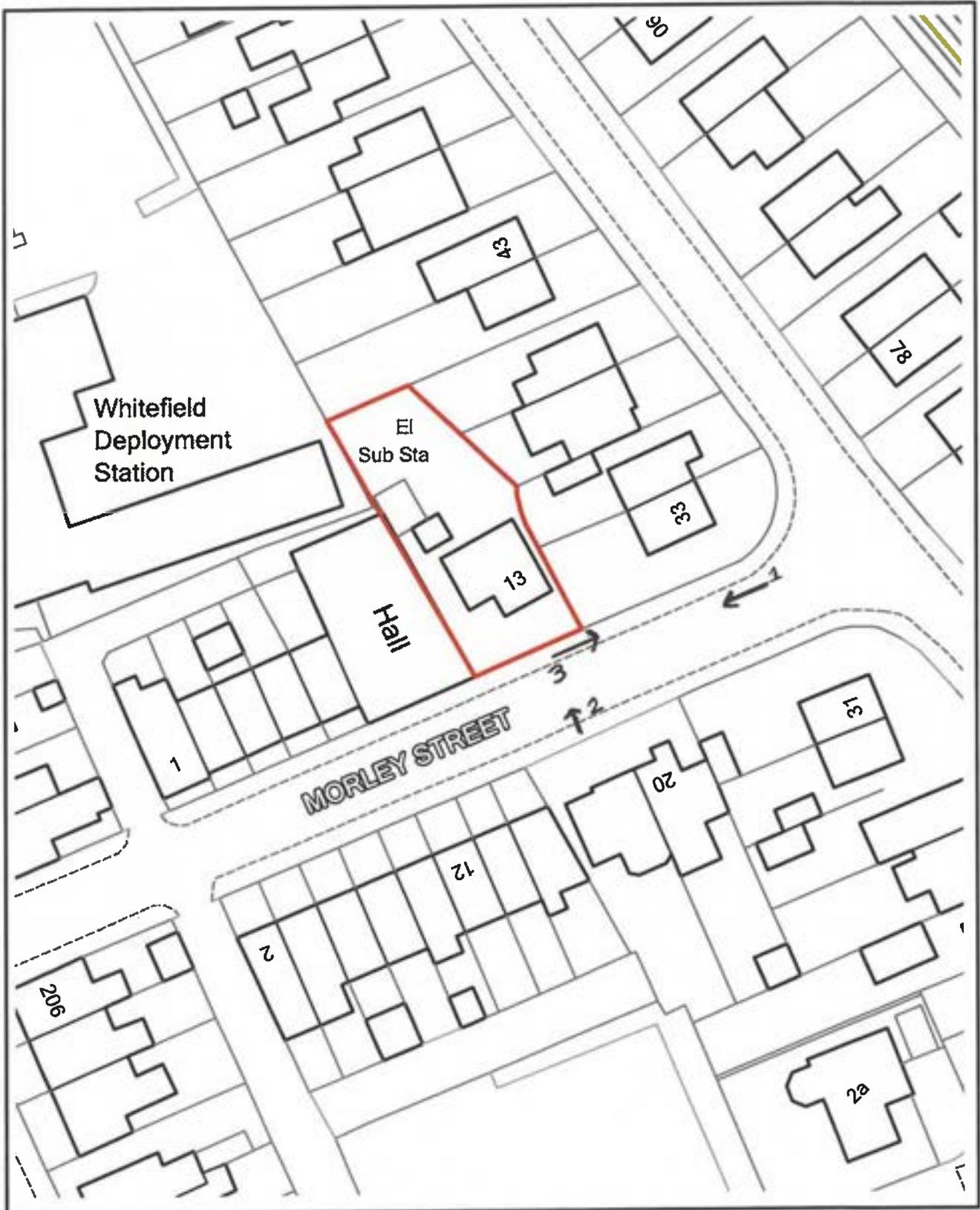
5. Bin storage arrangements shall be provided within the curtilage of the dwelling in accordance with Waste Management's 'Guide to Refuse Collection Requirements & Storage Methods for New Developments' and be made available prior to the use hereby approved commencing and maintained thereafter.

Reason. To ensure that adequate bin storage arrangements are provided within the curtilage of the site pursuant to policies EN1/2 and JP-C8.

6. The use hereby approved shall not be commenced unless and until the revised vehicular access and parking arrangements indicated on the approved plans, incorporating the extension of the existing footway crossing to extents to be agreed with the Highway Authority, demarcation of the limits of the adopted highway, part removal of the boundary wall abutting Morley Street to the restricted limits shown, extended hardstanding in a porous/permeable material and/or measures to prevent the discharge of surface water onto the adopted highway and all associated highway remedial works, have been implemented.

Reason. To ensure adequate off-street car parking and to allow adequate space to maintain a vehicle clear of the highway, in the interests of road safety pursuant to policies HT2/4, JP-C5 and JP-C6.

For further information on the application please contact **Jennie Townsend** on **0161 253-5320**



**ADDRESS: 13 Morley Street, Whitefield,
Manchester, M45 6GF**



Planning, Environmental and Regulatory Services

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Photo 1



Photo 2



72454

Photo 3



Site area : 333.06 m²
Existing gross internal Ground
Floor area:60.75 m²
Proposed gross internal Ground
Floor area:60.75 m²
Existing gross internal First Floor
area:60.44 m²
Proposed gross internal First
Floor area:60.44 m²



Any dimensions shown should be checked on site.
Designs are not coordinated with engineer projects.
Not for construction purposes.



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Drawing Title:Site Location Plan
Drawing:H-0230-01_J3MorleySt_LocationPlan_V5
Drawing Number:H-0230
Site Address:13 Morley Street, Whitefield M45 6GF

Scale : 1/1250 at A3
Revision : V5
Date : 09.01.2026



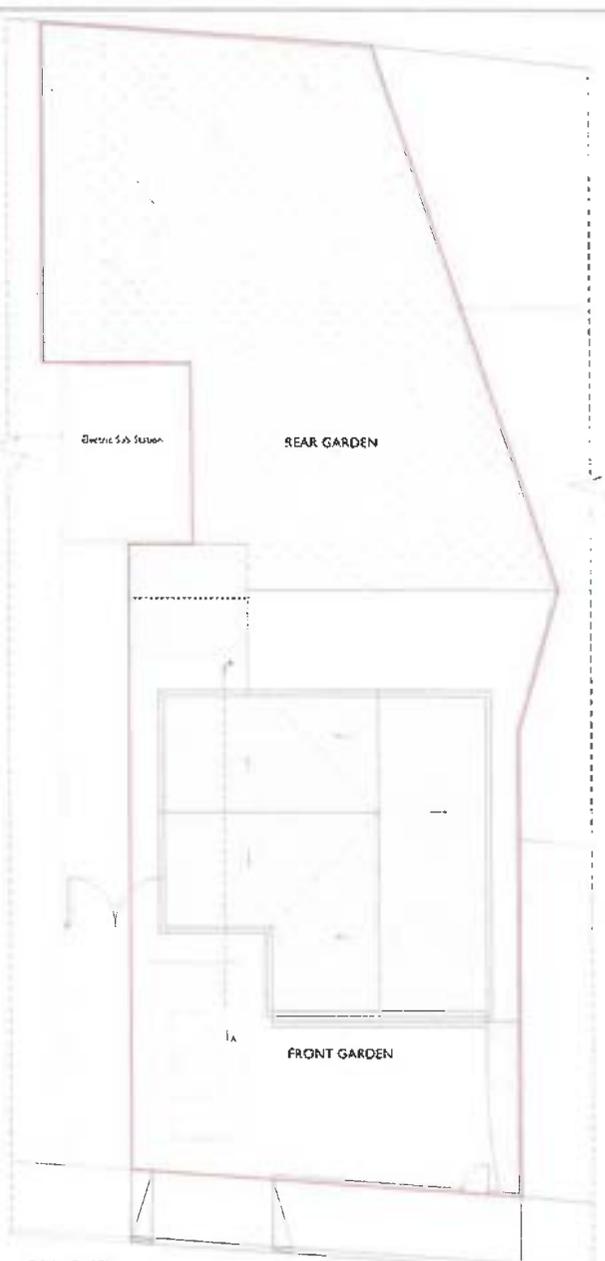
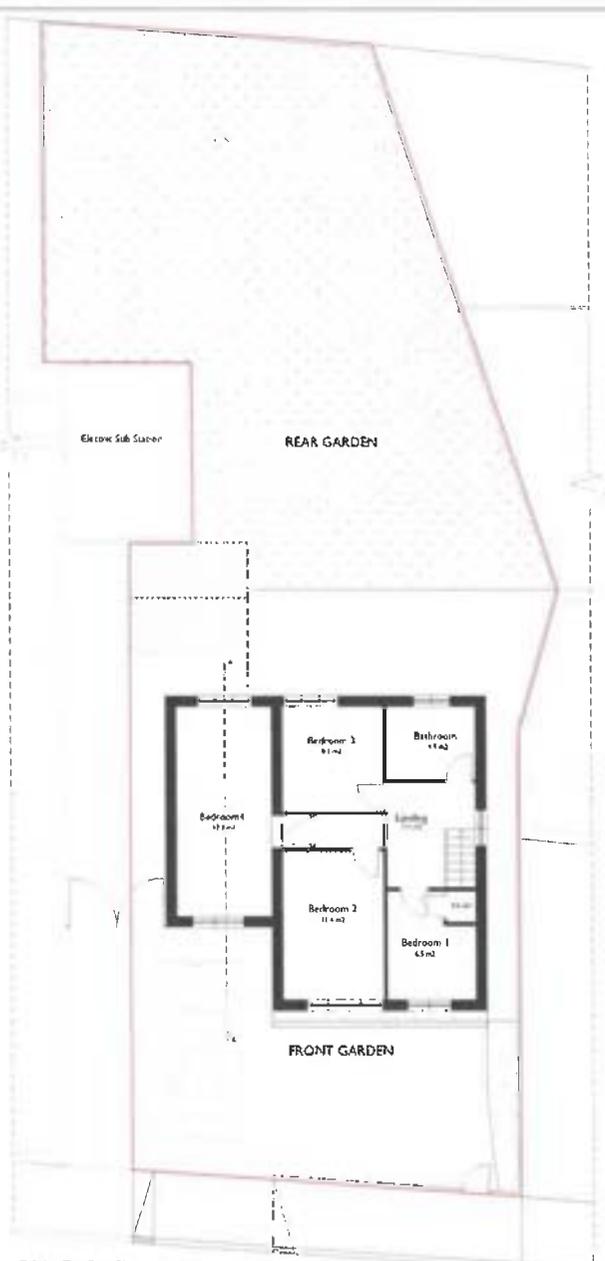
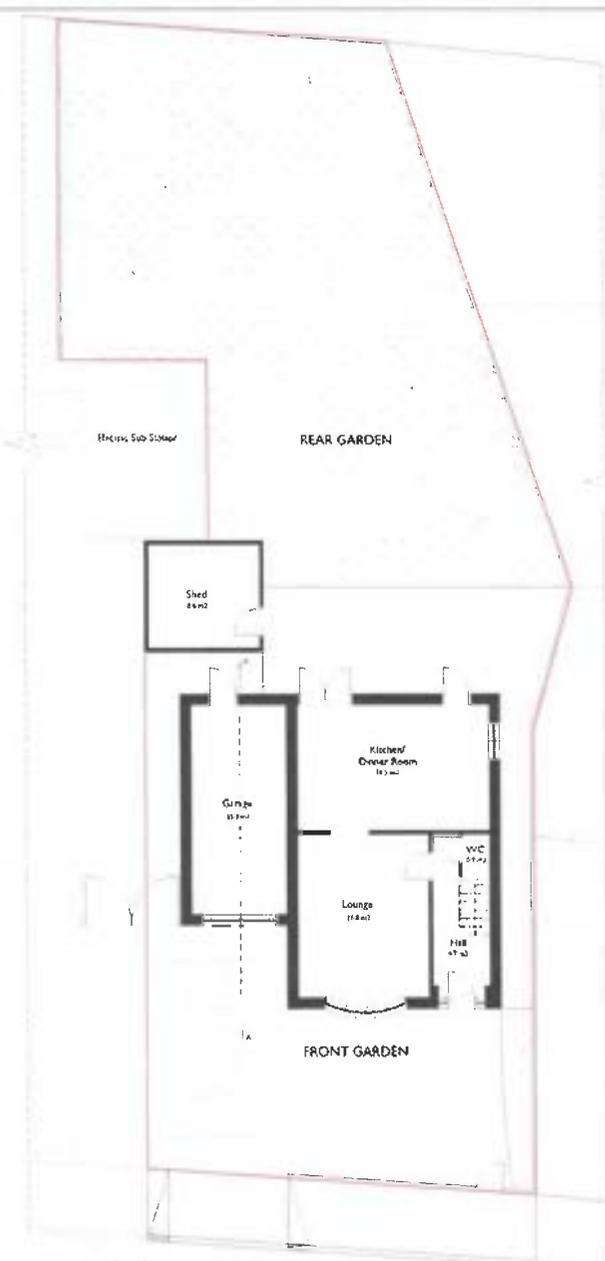
Any dimensions shown should be checked on site.
 Designs are not coordinated with engineer projects.
 Not for construction purposes.
 Block Plans are scaled from the Ordnance Survey Local on Maps.
 Please see the Reference number for site Os Maps in the Location Plans



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Drawing Title: Existing Block Plan
 Drawing: H-0230-02_13MorleySt_ExistingBlockPlan_V5
 Drawing Number: H-0230
 Site Address: 13 Morley Street, Whisfield M45 6GF

Scale : 1/500 at A3
 Revision : V5
 Date : 09.01.2026



Any dimensions shown should be checked on site.
 Existing structural work is shown with engineer's approval.
 Not for construction purposes.

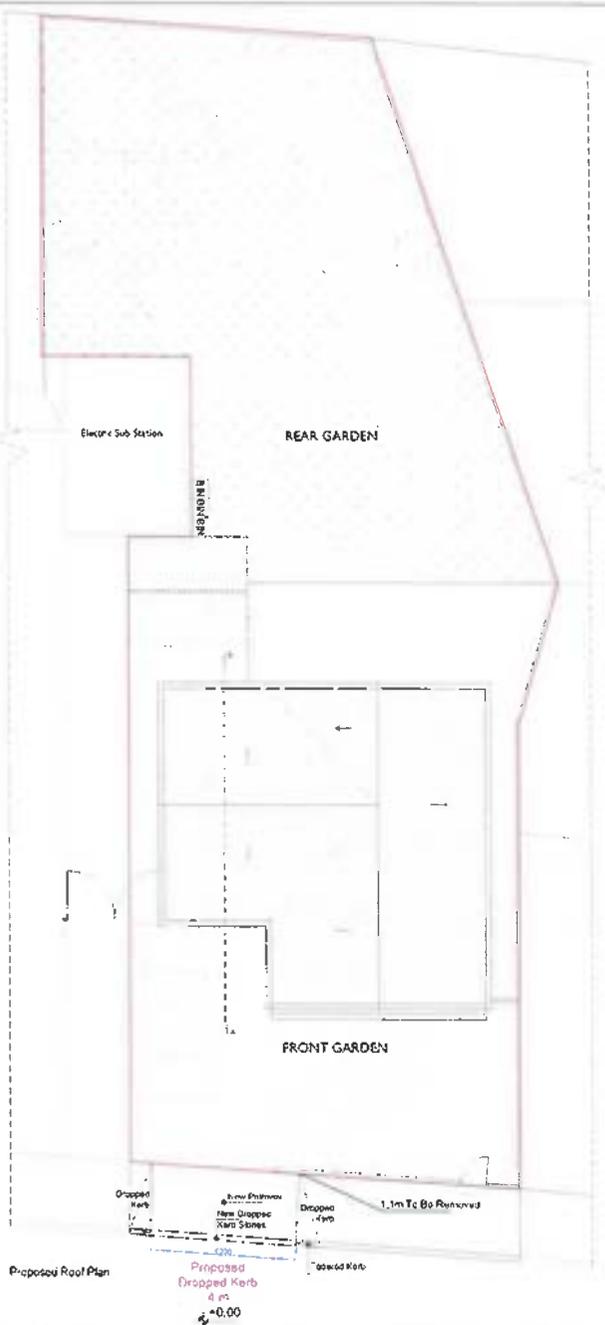
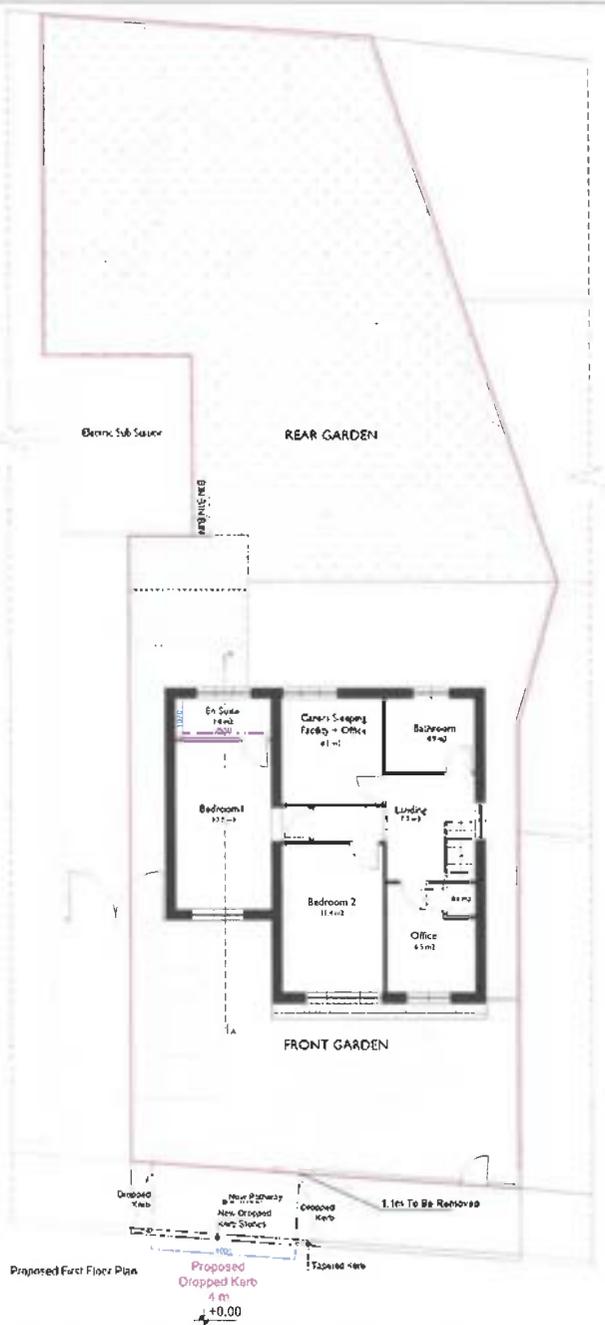
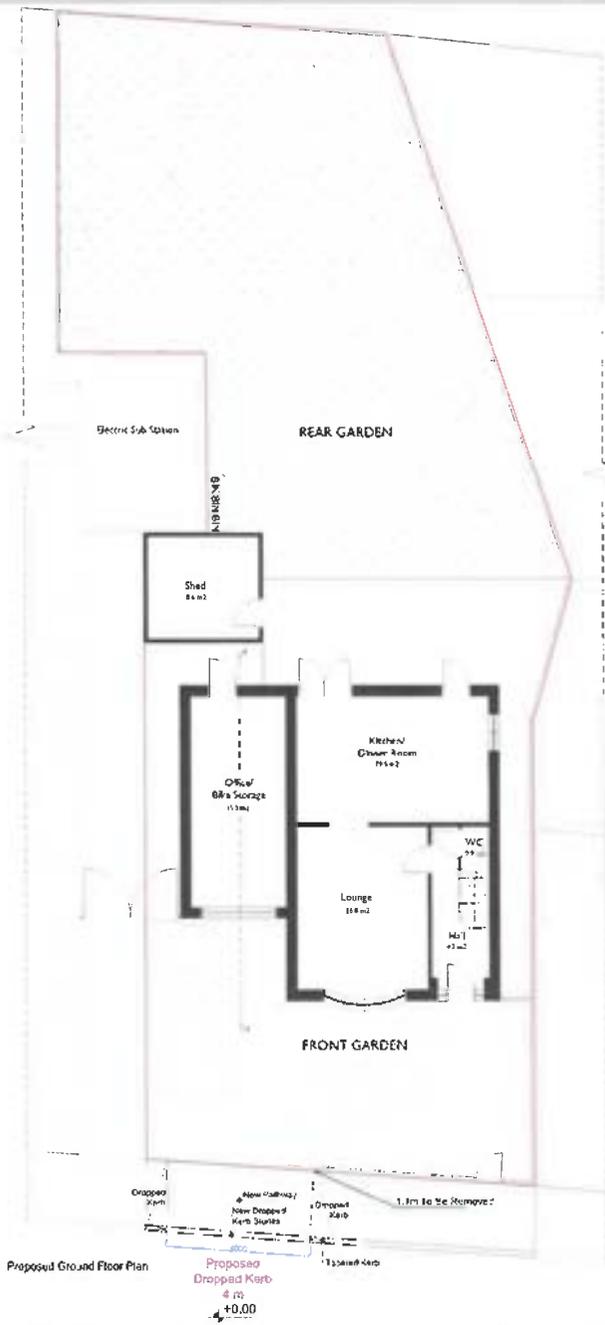


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Drawing Title: Existing Plans
 Drawing Number: 14-0230-04_13-MorleySt_ExistingPlans_V7
 Drawing Number: 11-0230
 Site Address: 33 Morley Street, Whitefield M45 6GS

Scale: 1/100 at A3
 Revision: V7
 Date: 09.02.2024



Any dimensions shown should be checked on site. Design site not coordinated with engineer proposals. Not for construction purposes.



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Drawing Title: Proposed Plans
 Drawing: H-0230-03_133MarleySt_ProposedPlans_V7
 Drawing Number: H-0230
 Site Address: 133 Marley Street, Whitfield M45 6GF

Scale: 1/100 at A2
 Revision: V7
 Date: 09.01.2024