

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143130/FO/2025
Date registered valid: 5 July 2025
Proposal: Change of Use from C3 dwelling to C2 children's home
Address: 81 Monton Street, Manchester, M14 4LS
Ward(s): Moss Side Ward

Applicant: Mrs Rukhiya Mohamed
Agent (if any): Mr Colin Williams
Case officer: Janet Lawless
Tel: 0161 234 4535
Email: janet.lawless@manchester.gov.uk

Recommendation: REFUSE
Date of recommendation: 22.10.2025

Application details

Type of application: Full Application Consent

Development type: Change of use

Date of site visit: 2nd visit 22nd October 2025

Standard consultations:

Printed: 7 August 2025 Expired: 29 August 2025

Neighbour notifications

Printed: 7 August 2025 Expired: 29 August 2025

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application relates to a red brick mid-terraced dwellinghouse with a slate roof and bay window. The property features an existing single storey rear kitchen extension and box dormer, and includes modest front garden with the rear yard having been mainly built over with a small area retained for external space and waste management storage. Both front and rear are enclosed by varying height brick walls. There is no in curtilage parking, with the parking on Monton Street being residents parking Monday to Friday 8 am to 6 pm.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The area is predominantly residential with properties of a similar age and style to the proposal site. To the east of the site is Greenheys adult learning centre.

Description of development

Planning permission is sought to change of use of the property from a dwellinghouse (Class C3) to 5-bedroom residential care facility (Class C2) for four children under the age of 18, with on-site communal and staff facilities.

The accommodation would comprise of an office, lounge, WC, and kitchen/ diner to the ground floor, three bedrooms and a bathroom to the first floor with a further two bedrooms and a bathroom to the second floor (roof space). No external alterations are proposed.

Consultations & Notification Responses

Local residents were informed- one representation has been received the main points summarised as follows:

This street was previously one of the best kept streets within the area. Over the years it has deteriorated due to various reasons. The alleyways are being used for people and homeless to hangout and use drugs and drink. Given the issues I am now concerned a children's home is being considered for the street. We have enough issues in this area.

Environmental Health- No objections to the proposal.

Highways- The site resides within the Rusholme and Moss Side Residents Parking Scheme Zone. There are existing on-street parking bays along Monton Street. These are subject to limited Waiting 3 Hours, No Return Within 3 Hours Mon-Fri 10am-6pm exemption for residents with permit.

In comparison to the former use, the level of trips generated is not anticipated to be dissimilar and as such no highways concerns are expected. The site is well accessed by sustainable modes of transport. Regular bus services are available within walking distance of the site. It is not expected that the proposed usage would result in an unacceptable increase in parking demand in the local area.

It is understood that the refuse collection will form part of the existing waste collection arrangements which is considered acceptable.

Cycle storage provision should be made.

Children's Commissioning- do not support the proposal as there are already 53 children's homes operating in Manchester. There are six children's homes in the M14 area and as a result would not support further homes in this area of Manchester.

Planning History

110110/FH/2015 - Erection of single-storey rear extension and installation of dormer to rear to provide additional living accommodation following demolition of existing store Approved 27.11.2015.

127474/FH/2020- Erection of rear roof dormer Approved 16.09.2020.

Policy

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

The following policies contained within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principles) 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 amongst the criteria, 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, refuse storage/collection, vehicular access and car parking.

Policy H6 (South Manchester) -South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy. High density development in South Manchester will generally only be appropriate within the district centres of Chorlton, Didsbury, Fallowfield, Levenshulme, and Withington, as part of mixed-use schemes. Outside the district centres priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing.

Policy H10 relates to housing for people with additional support needs. It states that proposals for accommodation for people with additional support needs will be supported where: - There is not a high concentration of similar uses in the area already. - Where it will contribute to the vitality and viability of the neighbourhood. - Where there would not be a disproportionate stress on local infrastructure such as health facilities.

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

The below saved policy of the Unitary Development Plan is also considered relevant:

Saved policy DC2 relates to Class C2 rest homes and nursing homes.

DC2.1 states that, in determining planning applications for rest homes, nursing homes and other uses within Class C2 of the Use Classes Order, the Council will have regard to: a. the effect of the operation of the business on the amenity of neighbouring residents;

b. the standard of accommodation for the intended occupiers of the premises, including the availability of private outdoor amenity space;

c. the effect of the proposals on visual amenity;

d. the availability of adequate, safe and convenient arrangements for car parking and servicing;

e. the ease of access for all, including disabled people; f. the desirability of avoiding an over-concentration of special needs or housing in any one area of the City;

and g. the desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.

DC2a.1 states that planning permission will be refused when it cannot be demonstrated that development proposals will contribute to the achievement of the following objectives for the City's local communities:

(i) to ensure a more even spread of "special needs" accommodation within local areas and across the City as a whole, in order to encourage provision closer to where needs arise and avoid the need for people to move from their local community to find the accommodation they require;

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

DC2b.1 states that, in deciding whether or not to grant planning permission for the kinds of housing accommodation described in the above proposed strategic city-wide policy the Council, in consultation with other competent agencies, will from time to time assess whether or not localised parts of the City have already reached their effective capacity to accommodate further special housing needs, in the terms set out above. In addition to the social and economic criteria set out above, the Council will only grant planning permission for special needs housing proposals where it can be demonstrated that the proposals will not have an adverse impact on the character of the street or the locality in respect of: (i) displays of signs and notices; (ii) additional car parking space involving the loss of mature trees and landscaping, especially in front gardens; (iii) design of vehicular cross-overs to parking spaces in front gardens; (iv) provision of external fire escapes and lift shafts; (v) positioning of paladin bins; (vi) construction of links between what would otherwise be separate dwelling houses; (vii) additional comings and goings from officials and professional visitors; (viii) more intensive use of upper floors, which become main living accommodation. This can reduce privacy to adjoining gardens and lead to noise transmission problems through party walls; and (ix) the quality and maintenance of external areas.

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

DC2.3 states that, notwithstanding policy DC2.2, the Council will require any development in this category to:

- a. meet the Council's current approved accommodation standards for developments of this kind;
- b. provide usable external amenity space.

Saved policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

- a. the effect of new development proposals which are likely to be generators of noise.
- b. the implications of new development being exposed to existing noise sources, which are effectively outside planning control.

Place for Everyone (Joint Development Plan) - The Places for Everyone Plan is a strategic plan for nine of the 10 boroughs in Greater Manchester and forms part of the city's development plan.

The Plan identifies the essential aspect of the efficient and effective use of land with the preference to be given to making as much use as possible of suitable previously developed brownfield land and vacant buildings when meeting development needs. Relevant policies of

PfE in this instance are:

JP-S1: Sustainable development

JP-P6: Health - This policy seeks to help tackle health inequality new development, as far as practicable, to:

A. Maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development.

The Special Needs and Supported Housing Policy (1998) and Supplementary Planning Guidance states that the City Council wishes to ensure that the City's various communities remain, or become more, sustainable in economic and social terms. In this respect, whilst generally welcoming housing developments which will provide accommodation for people with special needs in appropriate locations, the Council will seek to avoid an over-concentration of such provision in any one area.

National Planning Policy Framework - 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. Section 4 provides guidance on the decision-making process and mirrors legislation in stating that planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Section 5 refers to the need to deliver a sufficient supply of homes and states that strategic policies should be informed by a local need assessment and the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.

Issues

Principle

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

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

In the case of this application, the principle of the proposed development is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

It is considered that the proposed conversion of the property to supported accommodation (Class C2) would result in the loss of family sized accommodation, in an area where it is desirable to retain such properties, in order to contribute to the Council's housing supply. The nature of the majority of the immediately surrounding area is historically that of family dwellings.

Impact to the character of the area

Overarching policy and guidance relating to supported living provision is contained within saved policy DC2.1 of the Unitary Development Plan, policy H10 of the Manchester Core Strategy and Supplementary Planning Guidance contained within The Special Needs and Supported Housing Policy (1998).

The policies set out a need to ensure the protection of residential character. Many of the properties within the wider area have historically been lost to HMO's and it is evident that there is a need for large family houses. The aim is to avoid the unnecessary loss of the bigger dwelling houses available for larger and extended families.

Housing Balance and the loss of family accommodation

Policy H6 of the Core Strategy set out requirements for new housing development in south Manchester, giving priority to family housing and other high value quality development. There is huge demand across the City for larger homes, demonstrated by the waiting list for social housing, highlighting that demand significantly outstrips supply.

The Manchester Move website provides advice on available properties in Manchester and is used by the City Council's Housing and Residential Growth service as a data source, reflecting the Manchester Housing Register. The latest figures extracted from the website shows an extremely high demand for social housing in Manchester with over 15,000 live applications on the Manchester Housing Register.

For example, without internal modifications to the floorplan, the application property was originally built as a 3-bedroom property. Figures show that for this type of property 4,115 applicants were waiting for a 3-bedroom property on 21st October 2025. The application property is therefore a dwellinghouse suitable for a family and the proposal in this case would see the loss of such.

An important policy objective of the City Council is to improve the quality of housing stock in the city and to deliver a more sustainable housing market. This can be achieved by increasing the amount of family housing stock on offer and by providing for choice through a range of accommodation. This would allow for more balanced and cohesive neighbourhoods that provide for stronger and safer communities.

The loss of a further family house in this area would conflict with this aspiration, undermine the policy objectives for the area and increase the threat of existing families being driven out of the area, or from being attracted to the area, due to a shortage of appropriate accommodation. Whilst the effect of the loss of a single home on the overall mix and balance of housing in the area would be limited, it would nevertheless contribute to the short fall.

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

Residential Amenity- The proposed development seeks to provide accommodation for up to four children under the age of 18 years, supported by a residential manager and a minimum of 2-3 staff present on-site at any one time, delivering one-to-one support. The scale and intensity of the proposed use are considered to increase the activity levels at the property. There would be an increase in comings and goings to the property which would give rise to increased levels of disamenity to local residents. The proposed change of use signals a modification in the degree to which the site is visibly active. Whereas it is reasonable to assert that a single dwelling house will make fewer entrances and exits to and from the site over the course of a day or week, a supporting housing unit, has the potential to exert a much greater impact on the amenity of local residents from comings and goings.

In addition, an increase in vehicular activity would be likely to take place by staff and visitors, at premises where no dedicated car parking is provided. As such, this is likely to lead to an increase demand for on street car parking in an area where there is already a high demand.

The standard of external space for up-to four children is not considered as quality useable amenity space. The majority of the rear yard has been built over, and the remaining space would be shared with the storage of refuse bins. As such this would be contrary to saved policy DC2 of the Manchester Unitary Development Plan.

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

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

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

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved 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: REFUSE

Article 35 Declaration

Officers have informed the agent that the proposal is fundamentally unacceptable, and therefore no negotiations in this instance would resolve the problems arising in relation to dealing with the planning application. The proposal has been considered against both national and local policies, and is considered to be contrary to the development plan.

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

- 1) The proposed conversion of the host property into a supported living accommodation (Class C2), would result in the loss of a family sized dwellinghouse, which would reduce the

standard and availability of such housing in the area, undermining the provisions of policies H6, DM1 and SP1 of the Manchester Core Strategy, which seek to provide an appropriate mix and balance of housing provision in the locality, in order to maintain a sustainable neighbourhood and cohesive housing market.

- 2) The proposal would have a detrimental impact upon the current levels of residential amenity enjoyed by the occupants of neighbouring residential accommodation, by reason of the increased noise and movements associated with the comings and goings of patrons to the premises, contrary to policy DM1 of the Core Strategy and saved policy DC26 in the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Supported Housing Monitoring Group

Unit 5, Monton Street Trading Estate, 69 - 69A Monton Street, Manchester, M14 4LS
Unit 2, Monton Street Trading Estate, 69 - 69A Monton Street, Manchester, M14 4LS
GREENHEYS M O T STATION, Unit 4, Monton Street Trading Estate, 69 - 69A Monton Street, Manchester, M14 4LS
Monton Street Trading Estate, 69 - 69A Monton Street, Manchester, M14 4LS
Unit 1, Monton Street Trading Estate, 69 - 69A Monton Street, Manchester, M14 4LS
88 Monton Street, Manchester, M14 4LT
87 Monton Street, Manchester, M14 4LS
85 Monton Street, Manchester, M14 4LS
83 Monton Street, Manchester, M14 4LS
30 Upper Lloyd Street, Manchester, M14 4HZ
24 Upper Lloyd Street, Manchester, M14 4HZ
84 Monton Street, Manchester, M14 4LT
78 Monton Street, Manchester, M14 4LT
72 Monton Street, Manchester, M14 4LT
40 Upper Lloyd Street, Manchester, M14 4HZ
38 Upper Lloyd Street, Manchester, M14 4HZ
34 Upper Lloyd Street, Manchester, M14 4HZ
86 Monton Street, Manchester, M14 4LT
82 Monton Street, Manchester, M14 4LT
80 Monton Street, Manchester, M14 4LT
76 Monton Street, Manchester, M14 4LT
74 Monton Street, Manchester, M14 4LT
70 Monton Street, Manchester, M14 4LT
68 Monton Street, Manchester, M14 4LT
79 Monton Street, Manchester, M14 4LS
77 Monton Street, Manchester, M14 4LS
75 Monton Street, Manchester, M14 4LS
73 Monton Street, Manchester, M14 4LS
71 Monton Street, Manchester, M14 4LS
32 Upper Lloyd Street, Manchester, M14 4HZ
28 Upper Lloyd Street, Manchester, M14 4HZ
26 Upper Lloyd Street, Manchester, M14 4HZ
36 Upper Lloyd Street, Manchester, M14 4HZ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Area Team Boundary - Name: SOUTH AREA