



Planning Statement

Change of use from Dwellinghouse (Use Class C3 (a)) to a Residential Children's Home for up to four children (Use Class C2).

19 Holyrood Road, Prestwich. M25 1PD.

September 2025

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1. Introduction

1.1 Purpose of the Statement

The purpose of this statement is to support a planning application to change the use of an existing dwellinghouse (Use Class C3 (a)) to a residential children's home for up to four children.

1.2 Authorship

This report has been prepared by Chris Smyton BSc (Hons) MA, MRTPI.

2. Site and Context

2.1 Site and Surroundings

The application site, No. 19 Holyrood Road, is an existing two-storey detached dwellinghouse located in a residential area. The property benefits from a hall, kitchen, living/ dining room and en-suite bedroom on the ground floor. Upstairs, there are 4 en-suite bedrooms and a storage room. The dwelling has a front block paved forecourt with parking space for three cars, with an enclosed rear garden.

Figure 1. Existing Site Block plan and Site Location Plan, Hunter & Belle.

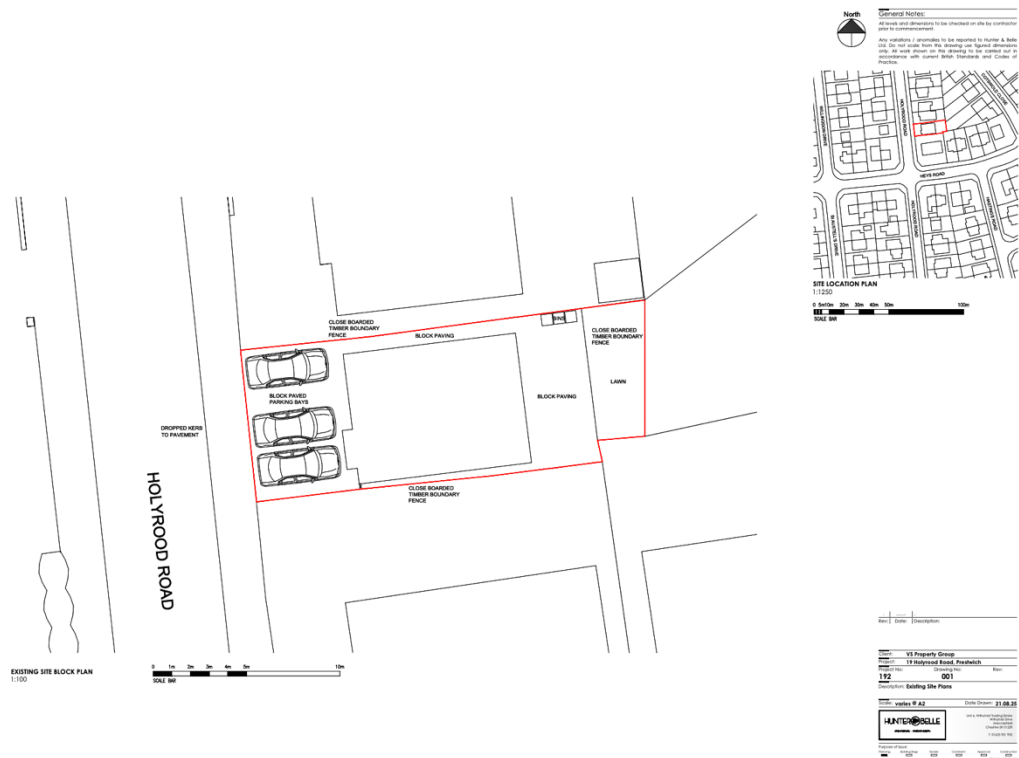
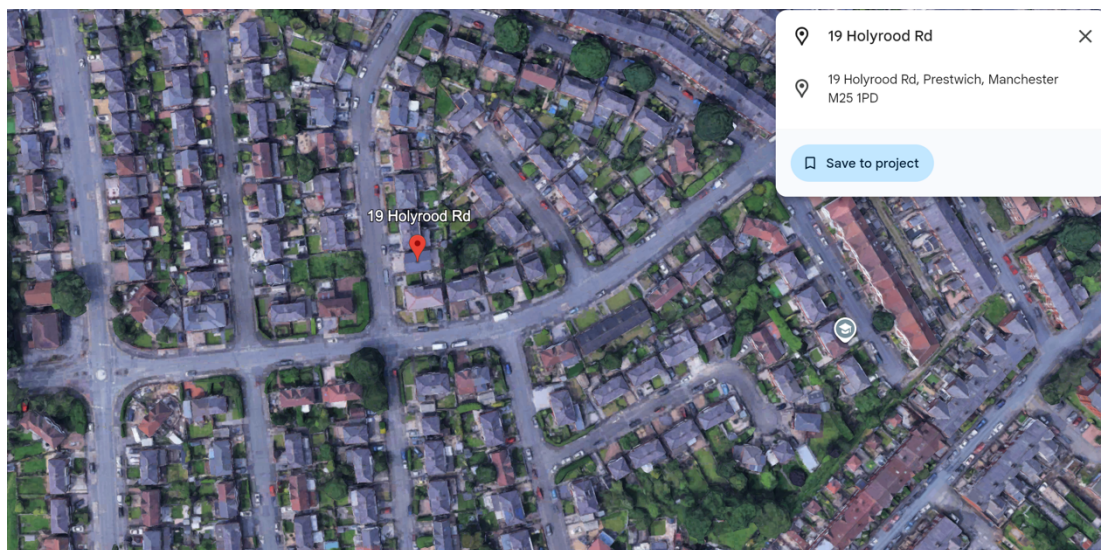


Figure 2. Aerial Photograph of the Application Site



2.2 Relevant Planning History

Application Reference No.	Description	Decision/ Date
64375	Demolition of existing dwelling and erection of 1 no. replacement dwelling	Granted 26 Sep. 2019

3. Details of the Application

The applicant seeks to change the use of an existing dwellinghouse (Use Class C3 (a)) to a residential children's home for up to four children. No external alterations are proposed to the property.

3.1 How the Home will Operate

There will be a maximum of four children at the home at any one time, as their sole residence. The age ranges of the children will be from 8 to 18 years (this would be 1 day before their 18th birthday), although the average age is expected to be around 12 to 16 years. The children will be placed at the property by the Council

There will be 2 members of staff in the day, however if the children's needs are higher there may on occasion be 3 staff. Through the night there will be 1 waking night support and 1 sleep-in member of staff. The sleep-in member will complete a 2 on 4 off shift pattern, on day one working from 10:00am - 23:00pm and on day two from 08.00am – 23.00. The waking night member will work from 23.00pm – 10.00am each night.

It will operate and promote lifestyles which would be the same as if the residents lived in a family home. The staff will support all children with day-to-day tasks as a parent would do with their own children, and they will interact with children in a similar way.

Children will be taken to and brought home from school or college by the carer (or in specific cases, where mainstream school attendance is not possible due to negative experiences, education will be provided through Virtual Schools), and they will share outings such as trips to the shops, Alton Towers and firework displays. They will be actively encouraged and supported to do their homework, experience a variety of activities and pursue different interests and hobbies.

All facilities, other than bedrooms, will be shared and the residents will be able to make their own meals (depending on their age) or have shared meals together.

The children will have been assessed as presenting with concerns relating to social and emotional behavior, but they will still live communally, interact with each other or their carers and be capable of forming friendship bonds.

The home will have expected boundaries for behaviour that placed children will be aware of. There is the clear expectation that these boundaries will be met, and if this is not the case sanctions will be applied. These might include informal measures such as restorative work and guidance as a first option, followed by restricted internet access, the payment of a reasonable sum by way of reparation or the removal of free time.

It will not provide emergency rest bite facilities. It is for long-term stable placements, and will be a home for children to invest in. The intention is to provide settled placements where children stay for 3 - 4 years. Recent provision (in a different home) was for 4 children, of which one child was there for 6 years, two for 4 years and another for 1 year.

The number of visits to the property from carers and others will be low. In addition to the carers, property visits will include:

- Responsible individual: 1 x visit per month (Average 1 full day visit)
- Regulation 44 inspector: 1 x visit per month (Average 3 hour visit)
- Social worker: 1 x every 6 weeks (average 1 hour visit)
- Ofsted inspectors: 1 x year (2 full days inspection)
- Psychotherapist: 1 x every two weeks (for 3 hours)

A home manager may be present at the property between 09:00am - 17:00pm Monday to Friday, although their time will be split between the application property, working from home for two to three days per week and supporting a second home elsewhere.

Driving lessons will be supported once children turn 17, however placed children will not have their own cars or the facility to drive.

Locks will be provided on bedroom doors as these are required by law under The Children's Homes (England) Regulations 2015. For clarity the children will have a key to their own bedroom, these are not locks to imprison a child. The lockable doors are for privacy, to prevent another child from entering their rooms unauthorised and to keep their personal belongings safe. Care workers will have room keys, however they will not access a child's bedroom without their knowledge or consent unless the child has gone missing from home or there are concerns for safety. The front door and back door will have thumb turn locks so that age-appropriate children may leave of their own free will.

Figure 4: Existing Plans and Elevations, Hunter & Belle



Figure 5: Proposed Plans and Elevations, Hunter & Belle



4. Planning Policy and Guidance

4.1 National Planning Policy

The NPPF sets out the government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans can provide for sufficient housing and other development in a sustainable manner. The NPPF must be taken into account in preparing the development plan and is a material consideration in planning decisions.

The following chapters of the NPPF are relevant to this application.

- Chapter 2 Achieving Sustainable Development;
- Chapter 8 Promoting Healthy and Safe Communities;
- Chapter 9 Promoting Sustainable Transport;
- Chapter 12 Achieving Well-Designed and Beautiful Places;
- Chapter 14 Meeting the challenge of climate change, flooding and coastal change;
- Chapter 15 Conserving and Enhancing the Natural Environment.

National Planning Policy Framework	Proposed Design
2. Achieving Sustainable Development	The application comprises sustainable development. It should be granted planning permission without delay.
8. Promoting Healthy and Safe Communities	The development will provide accommodation for children in need and will directly promote healthy and safe communities.
9. Promoting sustainable transport	The development should not be prevented or refused on highways grounds as there would not be an unacceptable impact on highway safety, and the residual cumulative impacts on the road network would not be severe.
12. Achieving Well-Designed and Beautiful Places	No external alterations are proposed to the building.

14.Meeting the Challenge of Climate Change, Flooding and Coastal Change	Environment Agency records show that the site is in Flood Zone 1 with a very low probability of flooding from rivers, and in an area at very low risk of surface water flooding.
15.Conserving and Enhancing the Natural Environment	The development will have no impact on habitats and biodiversity.

4.2 Local Policy and Guidance

The Bury Unitary Development Plan and the Places for Everyone Joint Development Plan guide development in Bury. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

Supplementary Planning Documents (SPDs) add further detail to the policies in the development plan. The following SPD is therefore also pertinent to the application:

- Supplementary Planning Document 11: Parking Standards in Bury

The relevant development plan policies and guidance for this development are outlined below, with the corresponding tables summarising how the scheme complies with each.

The Bury Unitary Development Plan

- Policy HT2/4, Car Parking and New Development
- Policy HT4 – New Development
- Policy CF1 – Proposals for New and Improved Community Facilities
- Policy CF1/1 - Location of New Community Facilities
- Policy CF3 – Social Services
- Policy CF3/1- Residential Care Homes and Nursing Homes

The Bury Unitary Development Plan	Application Details
Policy HT2/4, Car Parking and New Development	On-site car parking is provided in accordance with the Council's adopted parking standards (Supplementary Planning Document 11: Parking Standards in Bury).
Policy HT4 – New Development	Noting the existing use as a dwelling, the development will have no material impact on traffic. Placed children will not have their own cars or the facility to drive.
Policy CF1 – Proposals for New and Improved Community Facilities	Proposals for new and improved community facilities will generally be looked on favourably by the Council. The development will not conflict with amenity or the local environment.
Policy CF3 – Social Services	The Council will, where appropriate, consider favourably proposals for the provision of new social services facilities for children.
Policy CF3/1- Residential Care Homes and Nursing Homes	The residential care home will be located in a residential area. It should be permitted as it will not conflict with the amenity of adjoining areas.

The Places for Everyone Joint Development Plan

- Policy JP-S1: Sustainable Development
- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-C8: Transport Requirements of New Development

Places for	Application Details
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Everyone Joint Development Plan	
Policy JP-S1: Sustainable Development	The application proposes sustainable development that is in accordance with the Council's adopted development plan.
Policy JP-S4: Flood Risk and the Water Environment	Environment Agency records show that the site is in Flood Zone 1 with a very low probability of flooding from rivers, and in an area at very low risk of surface water flooding.
Policy JP-C8: Transport Requirements of New Development	Noting the existing use as a dwelling, the development will have no material impact on traffic. Placed children will not have their own cars or the facility to drive. On-site car parking is provided in accordance with the Council's adopted parking standards (Supplementary Planning Document 11: Parking Standards in Bury).

Supplementary Planning Documents

- Supplementary Planning Document 11: Parking Standards in Bury

SPD	Application Details
Supplementary Planning Document 11: Parking Standards in Bury	On-site car parking is provided in accordance with the Council's adopted parking standards (Supplementary Planning Document 11: Parking Standards in Bury).

5. The Development

5.1 Need

The number of children looked after in England has risen with a notable increase in the past decade. Specifically, as of 31st March 2024, there were 83,630 children in care representing a significant increase from 1 in every 192 children in 2001 to 1 in every 143 today (according to Department for Education statistics on 'Children looked after in England including adoptions' (Reporting Year 2024): <https://explore-education-statistics.service.gov.uk/find-statistics/children-looked-after-in-england-including-adoptions/2024>.

Local authorities in England have a 'sufficiency duty' under the Children Act 1989 to ensure, so far as is reasonably practicable, that there is sufficient accommodation within their area to meet the needs of children in its care. The larger proportion of children now being placed in care compared to the past, together with a lack of suitable accommodation, has led to the need for additional placements and specialised services which the applicant can provide. This gives children and families more choice in care arrangements close to where they live, and counteracts a concerning rise in the use of unregistered and illegal children's homes: <https://www.gov.uk/government/publications/unregistered-childrens-homes/unregistered-childrens-homes#:~:text=We%20have%20seen%20a%20steady,almost%20900%20the%20year%20before>.

The proposal will make a valuable contribution to meeting an identified need. To be successfully registered with Ofsted the applicant will be required to submit a Location Assessment to show the steps that have been taken to ensure the children's home is needed locally and is in the right place. It must also be shown to be safe and provide positive opportunities for children.

5.2 Character and Appearance

The proposed layout of and facilities in the building will be identical to a Use Class C3 property. Noting the existing use as a dwelling, and as no exterior alterations are proposed to the building, the development will have no material impact on the character or appearance of the area

The proposed home will not provide emergency rest bite facilities. It is for long-term stable placements and will be a home for children to invest in. The intention is to provide settled placements where children stay for 3 - 4 years. The proposed use will operate in a

way that is very similar to a normal family home, and it will afford those who use it the facilities required for day-to-day private domestic existence. All facilities, other than bedrooms, will be shared and the residents will be able to make their own meals (depending on their age) or have shared meals together.

Children will be taken to and brought home from school or college by the carer (or in specific cases, where mainstream school attendance is not possible due to negative experiences, education will be provided through Virtual Schools), and they will share outings such as trips to the shops, Alton Towers and firework displays. They will be actively encouraged and supported to do their homework and experience a variety of activities and pursue different interests and hobbies. The children will have been assessed as presenting with concerns relating to social and emotional behavior, hence the need for the placement, but they will still live communally, interact with each other or their carers and be capable of forming friendship bonds. Furthermore, although staff will not be full time residents they will support all children with day-to-day tasks as a parent would do with their own children in their own home, and they will interact with children in a similar way. The prevailing character of the proposed use would be that of a small number of children living together and using the property in a way similar to that of a family home, where they would be supervised and cared for by adult guardians.

There will be some vehicle movements associated with carers coming to and going from the site in accordance with their shift patterns, but Use Class C3 includes a household where care is provided for residents. This could already result in an undetermined number of visits to the property by care professionals and for the proposed use the number of visits to the property by carers and others will be low. It will not be significantly more than the number that could be undertaken by a family, and certainly not enough to result in a level of intensification in the use of the site that would impact materially on the character of the area or give rise to concerns from a planning point of view.

5.3 Residential Amenity

The property benefits from a hall, kitchen, living/ dining room and en-suite bedroom on the ground floor. Upstairs, there are 4 en-suite bedrooms and a storage room. The dwelling has a front block paved forecourt with parking space for three cars, with an enclosed rear garden. As shown on the proposed plans this arrangement will not change. There is no limit on the size of a 'family' that can occupy a dwellinghouse, and it could already be used to accommodate a large number of residents provided it met the definition of a dwellinghouse under Class C3 (a) of The Town and Country Planning (Use Classes) order (as amended). The use of a dwellinghouse under Class C3 could therefore bring with it considerable activity. Whilst there might be identifiable differences between the proposed and existing uses these would not be 'material' or easily measurable and quantifiable against the flexible characteristics and impacts of a lawful dwellinghouse, and the proposed use will not have a materially different impact on surrounding residential amenity. The

internal use of the building, and any associated activity within its rear garden area or outside, will be indiscernible from that which could already occur or take place within it or any other similar property in the street. The proposed use for up to four children and their carers will not give rise to greater levels of noise and disturbance than could occur from the existing authorised residential use. Furthermore, the property is detached.

Assumptions are frequently made that supported housing will lead to anti-social behaviour without demonstrable evidence. The arrangements that will be in place to support children will help to minimise potential harm to neighbours. Any allegations of anti-social behaviour, although not anticipated, will be taken seriously with concerns fully investigated and required action taken swiftly. These sorts of behaviours, should they occur, could apply equally to children within a Class C3 dwellinghouse. Furthermore, to achieve Ofsted registration it will be necessary for the applicant to consult relevant local bodies and services, including the Police and local authority children's services, and consider their views. An understanding of the environment, community, risks and services available, and that children's safety and welfare will be protected and promoted, must be demonstrated.

The development will provide satisfactory accommodation for residents, of good quality and compliant with national standards and guidelines including the government's nationally described Space Standard. All habitable rooms will benefit from natural light and ventilation.

The application site is not in an area subject to either excessive noise or poor air quality.

5.4 Highway Safety and Parking

Noting the existing use as a dwelling, the development will have no material impact on highway safety and parking. The property has a front block paved forecourt with parking space for three cars. This is in accordance with the Council's adopted parking standards (Supplementary Planning Document 11: Parking Standards in Bury).

Placed children will not have their own cars or the facility to drive.

5.5 Waste

Noting the existing use as a dwelling, there will be no alterations to the current arrangements for dealing with on-site waste. Existing waste storage facilities are provided to the rear of the dwelling.

5.6. Biodiversity

The development will have no impact on biodiversity. The biodiversity gain condition imposed by [Schedule 7A of the Town and Country Planning Act 1990 \(inserted by the Environment Act 2021\)](#) does not apply in this case as the development is subject to the de minimis exemption.

5.7 Flood Risk

Environment Agency records show that the site is in Flood Zone 1 with a very low probability of flooding from rivers, and in an area at very low risk of surface water flooding.

6. Conclusion

6.1 Consideration of the Scheme

The NPPF provides for a presumption in favour of sustainable development. Since this application conforms to both local and national planning policies and guidance, and it comprises sustainable development, it should be supported and welcomed by the local planning authority. Planning permission should be granted without delay.

Paragraph 39 of the NPPF requires that local planning authorities approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible. If the LPA identifies any areas of concern with the application, notwithstanding this submission, it is requested that these are raised with the applicant prior to a formal decision on the application being made. This will give the applicant the opportunity to respond to them, and if necessary to amend the proposal.

7. Contact



www.d2hlpd.co.uk
01538 386221 (Leek Office)
info@d2hlpd.co.uk

West Midlands Office:

Foxlowe Arts Centre (1st Floor)
Stockwell Street
Leek
Staffordshire
ST13 6AD

Northwest Office:

D2H Land Planning Development
Suite 15 Oriel Chambers
14 water Street
Liverpool
L2 8TD