# PLANNING STATEMENT

In support of a full planning application for the change of use of

**29 Wilton Road, Crumpsall, Manchester, M8 4NG**

from a Class C3(a) dwellinghouse to a Class C2 residential institution (children's home)

| | |
|---|---|
| **Site address** | 29 Wilton Road, Crumpsall, Manchester, M8 4NG |
| **Applicant** | Miss Mariam Khan |
| **Local planning authority** | Manchester City Council |
| **Application** | Full planning permission – change of use (Class C3(a) to Class C2) |
| **Proposed use** | Children's home for up to 3 young people aged 8–17 |
| **Related permission** | 108778/FO/2015/N1 (condition 5) |
| **Date** | July 2026 |

## Executive Summary

This Statement supports a full planning application for the change of use of 29 Wilton Road, Crumpsall from a Class C3(a) dwellinghouse to a Class C2 children's home for up to three young people. Planning permission is required only because condition 5 of the 2015 permission for the wider development restricts the Property to Class C3(a). This proposal requires no external or internal alterations and the Property would continue to operate as a domestic household. It would cause no material harm to the living conditions of neighbouring occupiers, the character of the area, or highway safety. The proposal accords with the development plan read as a whole and is strongly supported by material considerations. Planning permission should be granted, subject to conditions.

## 1. Introduction

1.1 This Planning Statement is submitted on behalf of Miss Mariam Khan ("the Applicant") in support of a full planning application for the change of use of 29 Wilton Road, Crumpsall, Manchester, M8 4NG ("the Property") from a Class C3(a) dwellinghouse to a Class C2 residential institution operating as a small children's home for up to three young people.

1.2 The Property is one of seven dwellinghouses erected pursuant to planning permission 108778/FO/2015/N1. Condition 5 of that permission restricts the use of those dwellings to Class C3(a) only. Planning permission is therefore required to use the Property for any other purpose, and it is that permission which this application seeks.

1.3 An application for a Certificate of Lawful Development (ref 145634/LP/2026) was refused by the Council on 1 July 2026 on the single ground that, by reason of condition 5, the proposed use requires planning permission. This application is the appropriate response: rather than disputing

whether permission is required, it seeks permission and demonstrates that the change of use is acceptable on its planning merits.

1.4 This Statement is structured to describe the application and the Property, set out the planning history and the operation of the proposed home, review the relevant policy, evidence the need for the development, assess the proposal against each material consideration, and set out the planning balance.

## 2. The Application and Supporting Documents

2.1 The application seeks full planning permission for the change of use of the Property from Class C3(a) to Class C2 (children's home for up to three young people). No operational development or external alteration is proposed.

2.2 This Statement should be read together with the other documents submitted in support of the application, namely the location plan and existing floor plans, an operational Management Plan for the home.

## 3. The Site and Surroundings

3.1 The Property is a modern two-storey dwellinghouse forming part of a small residential development of seven family houses constructed on the former Holland House site off Wilton Road, Crumpsall. It provides family-sized accommodation and benefits from off-street car parking provided pursuant to condition 9 of the 2015 permission. It is currently in use as a single dwellinghouse within Class C3(a).

3.2 The surrounding area is residential in character. The Property lies in a sustainable location in Crumpsall, an established residential district of north Manchester served by local shops and services, schools, bus routes and the Crumpsall Metrolink stop, and is well placed to allow the young people to attend local schools and take part in the local community. The applicant is not aware of any concentration of children's homes in the immediate vicinity. The proposal is for a single, small home for up to three young people and would not give rise to an over-concentration of such uses.

## 4. Planning History and Condition 5

4.1 Permission 108778/FO/2015/N1 (25 November 2015) granted the erection of seven two-storey family dwellinghouses with associated car parking, landscaping and boundary treatment. Condition 5 provides that, notwithstanding the General Permitted Development Order, "*the family dwellinghouses hereby approved shall not be used for any other purpose (including any other purpose in Class C3 …) other than the purpose(s) of C3(a)*". The stated reason is "*In the interests of the amenities of occupiers of the accommodation, the amenities of the occupiers of neighbouring properties, and in the interests of the sustainability of the use, pursuant to policies SP1, DM1, H3*

*and H1 of Manchester's Core Strategy*". Each of these interests is addressed directly in the assessment below.

4.2 Certificate of Lawful Development application 145634/LP/2026 was refused on 1 July 2026. The sole reason for refusal was that, because condition 5 restricts the Property to Class C3(a), the proposed use requires planning permission and could not be certified as lawful. The refusal made no finding that the use would be harmful; it decided only that permission is required.

## 5. The Proposed Use and its Management

5.1 The Property would provide a home for up to three young people aged between 8 and 17 on a permanent residential basis. It would be their sole and settled home, with an average length of stay of around two years and many staying longer; young people move on to appropriate leaving-care or adult arrangements by the age of 18. The young people may have experienced emotional difficulties or have come out of foster care; they are not children whose needs require a specialist or secure setting, and the home itself is not a secure children's home.

5.2 The home will normally be staffed by up to two care staff during the day, with a third member of staff attending where required by the needs of the young people, and two care staff sleeping overnight. The home's manager usually attend on weekdays during business hours. Care staff typically work two to three consecutive days, with the main handover taking place mid-morning. Residents and staff live together communally, sharing mealtimes and all facilities; the young people are supported at all times, which ensures the home functions as an ordered, domestic household.

5.3 The front and back doors are locked only at night; the young people are not secured within the Property and come and go as any young person living at home would. No internal or external alterations are proposed. The Property will continue to be operated, and is required by its registration with Ofsted to be operated, as a homely domestic dwelling; it would face regulatory sanction if it lost the look and feel of a conventional home.

5.4 The day-to-day operation of the home – occupancy, staffing, shift patterns, visitor arrangements and management – is set out in the Management Plan submitted with the application. The applicant is content for the use to be carried out generally in accordance with that Plan, and for a cap on the number of young people accommodated to be secured by planning condition, giving the Council lasting control over the matters that affect local amenity.

## 6. Use Class and Planning Status of the Proposal

6.1 The proposed use is properly characterised as Class C2 (a residential institution providing accommodation and personal care to children). Where the care staff do not themselves reside at the property as a household, a children's home of this kind falls within Class C2[1]. The Applicant has

[1]North Devon District Council v First Secretary of State [2003] EWHC 157 (Admin).

described the use as C2 accordingly, consistent with the Council's treatment of the refused certificate.

6.2 Condition 5 restricts the Property to Class C3(a) and expressly precludes any other use, including any other use within Class C3. Any departure from C3(a) therefore requires planning permission, whatever the precise classification of the new use. That is why the certificate was refused and why this application is made; the application does not seek to re-open the question of lawfulness.

6.3 Permission is sought for the change of use notwithstanding the restriction in condition 5. A grant of planning permission for the Class C2 use would establish the lawful planning basis for that use of the Property.

## 7. Planning Policy Context

7.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

7.2 The development plan comprises the Manchester Core Strategy 2012–2027 (as amended by the 2024 Addendum), the Places for Everyone Joint Development Plan (adopted March 2024) and saved Unitary Development Plan policies[2]. The policies underpinning condition 5 are Core Strategy policies SP1 (Spatial Principles), DM1 (Development Management, which addresses amenity, design, safety and traffic) and the housing policies H1 and H3. Places for Everyone policy JP-H3 supports a mix of dwelling types and sizes and the provision of housing for vulnerable people. These are the policies against which the proposal is assessed below.

7.3 Core Strategy Policy H10, "Housing for people with additional support needs", is also relevant. Although the proposed use is not specialist healthcare accommodation, secure accommodation, or accommodation for young people whose needs require a specialist institutional setting, it is a form of supported residential accommodation for children who are looked after by a local authority. Policy H10 supports the principle of providing accommodation for groups who require support, provided that such provision contributes positively to neighbourhoods, avoids an over-concentration of similar uses, and does not place disproportionate pressure on local infrastructure or services.

7.4 At national level, the National Planning Policy Framework (Feb 2025) sets a social objective for the planning system (paragraph 8) and, in paragraphs 61 and 63, requires the needs of groups with specific housing requirements to be identified and met. Following the December 2024 revisions, paragraph 63 makes express reference to the accommodation needs of looked-after children, with need evidenced by the relevant authority's Children's Social Care Sufficiency Strategy[3], and emphasises the importance of children being accommodated close to their communities.

[2]Manchester Core Strategy 2012–2027 (as amended by the 2024 Addendum) and the Places for Everyone Joint Development Plan (adopted March 2024).

[3]National Planning Policy Framework, December 2024 as updated February 2025, paragraphs 8, 61 and 63 and footnote 26.

7.5 A Written Ministerial Statement, *Planning for accommodation for looked after children* (23 May 2023), is a material consideration[4]. It states that "*the planning system should not be a barrier to providing homes for the most vulnerable children in society*" and that "*local planning authorities should assess the size, type and tenure of housing needed for different groups in the community and reflect this in planning policies and decisions*", and asks authorities to support such developments where appropriate so that children in need of accommodation are provided for in their own communities.

## 8. The Need for the Development

8.1 There is an acute, nationally recognised shortage of the right registered children's home placements in the right locations. National evidence shows that local authorities continue to experience difficulty finding suitable registered placements, with some children placed far from their home areas or, in some cases, in unregistered accommodation. The position in the North West is nuanced: the region contains a large proportion of England's children's homes, but this does not remove the need for suitable, local, high-quality placements for Manchester children. The relevant planning question is not simply the total number of homes in the wider region, but whether the proposal would help meet Manchester's evidenced need for appropriate homes that allow children to live closer to their families, schools, support networks and communities.

8.2 That national need is reflected locally. Manchester's own "Our Children" Sufficiency Strategy 2022–2027[5] identifies the importance of increasing the number of Manchester children who are able to live in Manchester and developing an increased choice of homes across the city so that looked-after children can be cared for close to their families, schools and support networks. This is precisely the evidence base to which NPPF paragraph 63 refers, and it demonstrates a clear and current need for the type of provision proposed. Specifically, the strategy states Manchester's aim is "developing an increased choice of homes across Manchester with providers of choice". It also states that the aim for Manchester is "increasing the number of our children who are able to live in Manchester".

8.3 The proposal would deliver one such home, for up to three young people, in a suitable and sustainable residential location in the city they come from. Meeting this pressing social need is a benefit of substantial weight, and it is a benefit that national and local policy expressly direct decision-makers to support.

## 9. Planning Assessment

### *Principle of the use and accordance with the development plan*

9.1 The development plan supports meeting the accommodation needs of all sections of the community, including vulnerable groups. Core Strategy policy SP1 requires development to

[4]Written Ministerial Statement, "Planning for accommodation for looked after children", 23 May 2023 (HCWS795).

[5]Manchester City Council, "Our Children" Sufficiency Strategy 2022–2027.

consider the needs of all members of the community and to contribute positively to their health, safety and wellbeing. Policy H10 is relevant insofar as it supports appropriate accommodation for people who require support, subject to safeguards around over-concentration, neighbourhood impact and pressure on local services. Places for Everyone policy JP-H3 also supports the provision of housing for vulnerable people. The proposed home would provide small-scale, regulated residential accommodation for up to three looked-after young people in an ordinary domestic setting, with no secure, healthcare or institutional function. It therefore accords with the development plan read as a whole.

9.2 The Property would remain in residential use. The proposal does not reduce the supply of new family housing that Core Strategy policies H1 and H3 seek to secure: those policies are directed at the type and mix of new residential development and at diversifying the housing stock, and are not engaged by the change of use of a single existing dwelling to meet a distinct and pressing residential need. The family housing delivered by the 2015 scheme is retained across the remaining six houses, and the young people accommodated would live at the Property as their settled home. The proposal therefore accords with the development plan read as a whole.

### *Living conditions of neighbouring occupiers*

9.3 The amenity of neighbouring occupiers is protected by the modest scale and domestic nature of the use. Occupancy is capped at three young people together with staff, a scale comparable to a larger family household. Comings and goings are limited: staff changeovers occur only a few times a week, management attend only in business hours, and professional visits (for example a social worker seeing each child roughly once every four weeks) are occasional. This level of activity is not materially different from that generated by a family home.

9.4 There would be no external alterations, no signage and no institutional appearance, and no plant or activity of a commercial character. Noise and disturbance would be domestic in nature, and the Property already benefits from the acoustic insulation required by condition 7 of the 2015 permission. Continuous staff support ensures the household is managed in an ordered way. The operation of the home is controlled by the Management Plan and can be secured by condition. For these reasons the proposal would cause no material harm to the living conditions of neighbouring occupiers, consistent with policy DM1.

### *Standard of accommodation for the occupiers*

9.5 The interest in the amenity of the occupiers of the accommodation, expressly protected by condition 5, is positively served. The young people would be accommodated in a modern family house providing good-quality domestic accommodation and private and shared amenity space, in a genuinely homely environment maintained to the standards required by the regulatory regime for children's homes.

### *Highways and parking*

9.6 The Property retains the off-street parking provided under condition 9 of the 2015 permission. The vehicle movements associated with the use – dispersed staff changeovers, occasional professional

visits and, overnight, only two staff present – are modest and no greater than would be expected of a family household with several driving adults. There would be no material impact on highway safety or on-street parking, in accordance with policies DM1 and T2. Retention of the parking provision can be secured by condition.

### *Character and appearance*

9.7 No physical change is proposed. The building would remain a conventional dwelling in both appearance and operation, indistinguishable externally from the neighbouring houses, and the residential character of the small development that condition 5 sought to protect would be preserved.

### *Sustainability of the use*

9.8 The third interest identified in the reason for condition 5 – the sustainability of the use – is also met. The Property would remain in residential use in a sustainable, well-connected residential location, and the proposal accords with the social dimension of sustainable development by meeting an important and evidenced community need. A single home of this kind, operated as a domestic household and controlled by condition, represents a durable and sustainable use of the Property.

### *Consistency with the Council's approach and other decisions*

9.9 Small children's homes of this scale are consistently regarded as compatible with residential areas across Greater Manchester, including by Manchester City Council itself. The Council has certified a Class C2 children's home as lawful at 21 Tannery Way, and has confirmed on other occasions that children's homes were acceptable residential uses at 5 Woodland Avenue and 4 Beatrice Avenue. Trafford and Bury Councils have reached the same view at the properties listed below. While a number of these were determinations of lawfulness – a question settled here by condition 5 – they are consistent and directly relevant evidence that a home of this scale integrates into a residential area without harm to amenity or character, which are the very matters the assessment on the merits is concerned with.

| Property | Authority | Outcome |
|---|---|---|
| **21 Tannery Way, Manchester, M18 8LH** | Manchester | C2 children's home certified lawful. Ref 135127/LP/2022, 30 Nov 2022. Same operator (PureCare). |
| **5 Woodland Avenue, Manchester, M18 7HT** | Manchester | Council confirmed a children's home was an acceptable residential use requiring no permission (Class C3(b)). 19 Oct 2016. |
| **4 Beatrice Avenue, Gorton, M18 7JU** | Manchester | Council confirmed a children's home was an acceptable residential use requiring no permission (Class C3(b)). 18 Feb 2019. |
| **6 Harboro Grove, Sale, M33 5BA** | Trafford | C2 children's home (up to 5 young people) certified lawful. Ref 96180/CPL/18, 4 Mar 2019. |
| **33 Parliament Street, Bury, BL9 0TE** | Bury | C2 children's home (up to 3 young people) certified lawful. App 64557, 24 Oct 2019. |

| Property | Authority | Outcome |
|---|---|---|
| **28 St Peters Road, Bury, BL9 9RB** | Bury | C2 children's home (up to 3 young people) certified lawful. App 66907, 18 Jun 2021. |
| **32 Withins Lane, Radcliffe, M26 2RU** | Bury | C2 children's home (max 3 children) certified lawful. App 71113, 10 Oct 2024. |

## 10. Suggested Conditions

10.1 To address the interests underlying condition 5 and to give the Council continuing control over the use, the Applicant would accept conditions to the following effect:

- the use shall be carried out generally in accordance with the submitted Management Plan (as may be updated with the written agreement of the local planning authority);
- no more than three young people shall be accommodated at the Property at any one time;
- the car parking provided under condition 9 of permission 108778/FO/2015/N1 shall be retained and kept available for the use; and
- the Property shall be used only for purposes within Use Class C2.

## 11. Planning Balance and Conclusion

11.1 Planning permission is required only because of condition 5. On analysis, the proposal serves each of the three interests that condition 5 was imposed to protect: it provides good-quality accommodation for the occupiers, it causes no material harm to the amenity of neighbouring occupiers, and it represents a sustainable residential use. It involves no physical change, no harm to character and no harm to highway safety.

11.2 The proposal also accords with the development plan read as a whole and carries significant benefits. It would meet an acute and formally evidenced need for children's home accommodation in Manchester, and would do so in the children's own community. National policy – the December 2024 NPPF and the 2023 Written Ministerial Statement – directs decision-makers to support exactly this kind of provision. That policy support post-dates the 2015 condition and is a material consideration of considerable weight in favour of the proposal, reinforced by the Council's own consistent acceptance of such homes elsewhere in the city.

11.3 Weighing these matters, the benefits of the proposal clearly outweigh any residual concern, and the interests protected by condition 5 are not harmed. The proposal represents sustainable development for which there is a clear and compelling planning case. It is respectfully requested that planning permission be granted, subject to the conditions suggested above.