

DELEGATED DECISION REPORT

SMD/2026/0254
Valid 04/06/2026

WHITE GATE CLEWLOWS
BANK
BAGNALL

**CHANGE OF USE FROM 6
BEDROOMED DETACHED
DWELLING (C3) TO
CHILDREN'S CARE HOME
FOR UP TO 6 CHILDREN WITH
SMALL SCALE IN-HOUSE
EDUCATIONAL USE FOR THE
CHILDREN. ADDITIONAL AND
REPLACEMENT WINDOWS.
CONVERSION AND
EXTENSION OF EXISTING
GARAGE FOR EDUCATION
FACILITY AND ADDITIONAL 2
PARKING SPACES**

(FULL - MINOR)

MAIN ISSUES

- Impact on the amenity and living conditions of neighbouring residents

DESCRIPTION OF SITE

The existing property was originally built as a detached pre-war, brick built, dwellinghouse.

The dwelling is set within a generous plot behind a sloping driveway on high ground above the roadside. The driveway follows the shared boundary with the neighbour at Manor Croft, it passes front lawn at a retained ground level behind a roadside wall. Adjacent to the dwelling, at the head of the drive, access to a double garage is provided with turning space across the front and to the rear of the dwelling. At the rear of the dwelling there is an extensive lawned garden that is enclosed by hedgerow. There are grazed fields behind the property and to the front on the opposite side of the road.

The dwelling is in a row of detached dwellings that are of similar age and size and occupy generous plots. There are some common architectural characteristics but overall, there is a variation in styles and designs and some of the properties have been altered and extended.

The application dwelling was originally built as a modest 3-bedroom property (two doubles and a box room). It has, however, been extended, under a planning permission granted in 2007, with a two-storey side addition. Under that planning

permission, the property was to provide four double bedrooms, two of which with ensuite bathrooms.

However, existing survey submitted with this application indicates that with internal rearrangement, essentially, some reduction of ensuite size, a fifth bedroom has been provided at first floor and a there is a further sixth bedroom in attic roof space.

PROPOSAL

The application form describes the proposed development as:

Change of use from 6 bedroomed detached dwelling (C3) to children's care home for up to 6 children with small scale in-house educational use for the children. Additional and replacement windows. Conversion and extension of existing garage for education facility and additional 2 parking spaces.

The applicant Halliwell Homes Ltd do not currently own the property they have signed certificate B and served notice on the current owner of the property.

Submitted plans show how the detached garage would be converted to provide two classroom spaces with office, toilets and kitchen; and, with further internal rearrangement and subdivision of space, a total of 8 bedrooms would be provided at first floor (two staff sleeping spaces, six resident bedrooms, and the attic bedroom assigned as a 'playroom')

An existing parking plan seeks to demonstrate that there are currently eight spaces available - two within the garage, three end to end to the side of garage, and three end to end across the front of the dwelling. A proposed parking plan suggests how 10 cars might be parked on the site (the two garage spaces would be lost, but the plan suggests that four could be parked in front of the garage).

A planning statement has been submitted with the application stating that:

The proposal will provide a safe, stable, and therapeutic residential environment for children and young people who are in care and may have experienced trauma, placement breakdown, or disruption to mainstream education. Six children aged 4-12, together with small-scale ancillary educational provision.

Staffing on a rota basis (typically 3 staff during the day and 2 at night, including sleep-in staff). Use of existing garage building as a small-scale education space for structured learning and tutoring with one teacher and 2 assistants in term times only (solely for resident children).

No significant external alterations are proposed though some additional windows are proposed mainly for new bathroom facilities and increasing safety for rooms with existing balconies.

The home will be operated by a professional care provider and regulated by Ofsted.

Key operational measures include:

☐ 24-hour staffing and supervision

- ☐ *Safeguarding and child protection procedures*
- ☐ *Behaviour management strategies*
- ☐ *Staff training, DBS checks, and ongoing supervision*

Additional statement is provided as a response to neighbour concern:

Children residing at the home are supported by appropriately trained care staff at all times. Halliwell typically operates on a 2:1 staffing ratio, meaning one member of staff is allocated to every two children. Where required through individual care plans and risk assessments, children may receive 1:1 support.

In addition, all children receive 1:1 staffing during their initial 12 12-week assessment and transition period to support their successful settling into the home. Children are not permitted to leave the home unaccompanied and are supervised by staff whenever they are outside the property.

During weekdays, children attend education between approximately 9:00am and 3:30pm. Initially, education will be provided on on-site (for about 12 months), with children subsequently attending community-based educational settings where appropriate. No external children will attend the proposed school provision. Outside school hours, children participate in activities within the home or attend organised community activities, appointments, and recreational opportunities.

All transportation is provided by Halliwell staff using company or staff vehicles. Staff are required to hold a valid driving licence as part of their employment, ensuring children can safely access education, healthcare appointments, leisure activities, and community opportunities. Public transport is not routinely used by either staff or children. Comments have been made in relation to traffic movements both within and outside the site.

The site has an appropriate number of parking spaces and turning areas which will allow all vehicles to exit the site in a forward gear. The applicants are fully aware of the circumstances of the site and fully accept the concerns of residents in relation to access/egress and the bends of the road.

However, the applicants are of the opinion that given their procedures and protocols vehicular access to the site is safe and acceptable, a fact that is also confirmed by the acknowledged experts on these matters within the Highway Dept of the Council in their written response to the Planning Dept.

Halliwell currently operates seven children's homes for children aged 4–12 years on admission, including four homes in Manchester and three in Stoke-on-Trent. Children typically remain with Halliwell for approximately two years before returning home or moving to a kinship placement.

The majority of the children are aged 5-8 years with fewer in the older age bracket. All homes are designed and operated as family-style environments rather than institutional settings, reflecting Ofsted expectations and recognised best practice in residential childcare.

The Restorative Parenting® Recovery Programme is an attachment-based, complex trauma-informed approach to supporting children who have experienced significant childhood trauma.

Halliwell's mission is to improve the psychological wellbeing of children in care through its Restorative Parenting® Recovery Programme, a therapeutic re-parenting model that supports children's emotional, behavioural, social, and developmental needs.

The proposed educational provision will be accommodated entirely within the existing garage/outbuilding. No extension is proposed.

The works will comprise internal alterations and refurbishment to create a small educational facility consisting of two classrooms, an office, and kitchen facilities. All development will remain within the existing footprint of the structure and will not increase the building's size or result in any additional impact on neighbouring properties.

Halliwell provides care for children aged 4–12 years only. The admission criteria do not permit the placement of children involved in criminal activities, those engaged with the youth justice system, or those who present a significant risk to the wider community.

Robust safeguarding, assessment, and risk management procedures are implemented to ensure the safety and wellbeing of both the children and the wider community.

Amenity and Outdoor Activities

The property benefits from a large private garden that will provide ample outdoor play and recreational space for the children as it has for the children over the years. In addition, children regularly participate in organised activities away from the home, with transportation provided by staff. This operating model is successfully utilised across Halliwell's existing homes and enables children to access a wide range of recreational, educational, and community opportunities while minimising any impact on neighbouring residents.

Anti-Social Behaviour

Children are supervised by trained staff whenever they are outside the home. Appropriate staffing levels, individual care plans, behavioural support strategies, and safeguarding procedures are in place to ensure children are supported safely and responsibly.

Halliwell has extensive experience in operating family-style residential homes within established residential communities and has a strong track record of doing so without causing adverse impacts on neighbouring properties.

The local residents can be assured that children from the home will not be seen unaccompanied on the local streets or play areas. Family members and other personal visitors are not permitted to visit children at the home.

Any contact between children and family members is carefully managed in accordance with individual care plans and safeguarding requirements and generally takes place at appropriate off-site locations or supervised venues. As a result, the proposed use will not generate regular visitor traffic associated with family visits.

RELEVANT LOCAL AND NATIONAL PLANNING POLICIES

Local Plan (adopted 9th September 2020)

SS1 Development Principles
SS2 Settlement Hierarchy
SS9 Smaller Villages Area Strategy
DC1 Design Considerations
C1 Creating Sustainable Community

National Planning Policy Framework

SITE HISTORY / RELEVANT PREVIOUS APPLICATIONS

00/00718/FUL Domestic garage. APPROVED.
07/01615/FUL Two storey side/rear extension. APPROVED.

CONSULTATIONS

Publicity

Site Notice expiry date: 13th July 2026
Neighbour consultation period ends: 13th July 2026
Press Advert: N/A

Public Comments

16 objectors have submitted representation. The following comments and concerns are raised:

- The locality does not provide facilities and services for young people
- There are parts of the village that don't have pavements or street lighting
- There would be increased traffic use of a poor access on a bad bend
- Adverse impact on residential amenity through noise and disturbance from increased activity
- The application does not provide a location specific risk assessment to demonstrate how the facility would be managed and impact on local crime and community safety
- Children in care are prone to aggressive and bad behaviour and have a disregard for rules and regulation
- The garden is not a secure area the existing boundary enclosure would not prevent movement between properties

Town / Parish Comments

Bagnall PC: Objection. We respectfully request that the decision date be deferred. Residents have approached the Parish Council with a number of concerns regarding this application.

It is understood that Haliwell Homes has offered to meet with the Parish Council and residents to discuss these concerns. I have requested a meeting and am awaiting a response. Until this meeting has taken place, we do not consider that a decision should be made.

Highways: no objections have been submitted. However, we consider the parking arrangements to be a cause for concern, particularly in relation to the number of allocated spaces. Several spaces appear not to be directly accessible, which is likely to result in on-road parking.

Children's ages: the proposed age range is 4-12 years. Can confirmation be provided that this age range will not change in the future?

SMDC Waste Collection

No response within consultation period

Severn Trent Water Ltd

No response within consultation period

Staffs Wildlife Trust

No response within consultation period

Police Architectural Liaison

It is important that I take this opportunity to provide the following guidance and recommendations aimed at reducing opportunities for crime and ensuring that a high level of physical security is incorporated in this development.

Whilst I do not object to these proposals, should planning permission be granted, I recommend that the proposed care home is registered with Ofsted as a condition of this application.

Advice and guidance provided in respect of:

'Children Missing from Home and Care' and registration with Ofsted.

Philomena Policy.

Conflict with neighbouring uses.

Video Surveillance is installed to cover front door (video doorbell) and side access to the rear of this Plot.

Staffordshire County Council Highways

Conditional

The property is located on Clewllows Bank (Road No. C0187), which is a classified C road subject to a 30-mph speed limit. Footways are present along the southwest side of the carriageway, and street lighting is provided within the vicinity, although not directly in front of the property.

At staff changeover periods, there will typically be 5 staff members present (3 day staff and 2 night staff). Depending on the timing of shift changes in relation to the start or end of the school day, the total number of staff on site may temporarily increase to up to 8. However, it is anticipated that staff handovers will generally take place outside of school hours.

According to Staffordshire Moorlands District Council parking standards Class C2 requires 1 garage or parking space per resident staff, plus 1 space per non-resident staff present at peak working times plus 1 space per 3 bed spaces for visitors.

The submitted plan titled Site Plan AL (0)04 identifies parking areas for 10 vehicles this meets with the Parking Standards.

Access to the property would be via an existing vehicle access off Clewlow's Bank. It is considered the proposal would not have a detrimental impact on the highway. I therefore have no objection to the proposal (application number SMD/2026/0254) subject to the following condition:

The development hereby permitted shall not be brought into use until the parking and turning area has been provided in accordance with the approved plan AL (0)04. The parking and turning area shall thereafter be retained unobstructed as parking and turning area for the life of the development.

OFFICER COMMENTS

Introduction

Sometimes the Council is asked to consider whether proposals relating to 'looked after children' would materially change the use of a dwellinghouse. However, in this case the applicant seeks a planning permission, and explicitly proposes to materially change the way the existing dwelling would be used. It can be assumed, therefore, that the proposed use would be materially different in its function, character and impacts. The task then is to determine, with consideration for the relevant policies of the Development Plan, whether the existing property is suitable for the materially different use and those material impacts would be acceptable given the properties size, arrangement, situation and context.

General Principles for Development and Spatial Strategy Approach

For the purposes of the Local Plan, the application dwelling is within an area of established residential development in the 'smaller village' of Bagnall, here the Local Plan strategy policy SS9 applies. The policy requires that these settlements shall provide only for appropriate development which enhances community vitality or meets a social or economic need of the settlement and its hinterland.

One of the fundamental principles that underpin the adopted Local Plan, provided at Policy S1, is that development shall contribute positively to the social and economic development of the area by, in part, delivering quality services for healthcare and

community. Additionally, Local Plan, 'sustainable communities' policy C1, states that the Council will support proposal which provide new facilities within built up areas.

The applicant's agent, in submitted statement, points to the continuing increase in children requiring full time care and the growing demand for more children's care facilities to support and protect these children in need, particularly across Staffordshire.

The provision of a care facility within an established area of housing to support some of the most vulnerable in the community, could align with and help deliver on those Local Plan strategy commitments discussed above. In terms of that wider growing community need and demand for care facility, the proposal would make a small contribution to supply and meeting that need and there would be some benefit associated with the proposed development in those regards. The main issues for consideration, therefore, relate to the proposals impacts on the character and appearance of the area and the amenity and living conditions of residents.

Impact on Residential Amenity

Local Plan Policy DC1 requires that development protects the amenity of the area, including creation of healthy active environments and residential amenity, in terms of satisfactory daylight, visual impact, sunlight, outlook, privacy, soft landscaping as well as noise, odour and light pollution.

The existing property is essentially a four-bedroom detached dwelling house by original and adapted/enlarged design. Internal alterations reduced the size of two large ensembles and provided an attic conversion to make two additional rooms, perhaps to provide facility for incidental uses or to adapt to a growing family. The property remains a large family dwellinghouse and its existing size and capacity is not unusual or excessive within that scope; it is commensurate with its neighbours in the locality.

The property has a generous rear garden, and the hedgerow enclosure provides a pleasant surround that makes for a sense of openness across properties and toward the field at the rear. From the garden there is a sense of exposure between the application property and the adjacent dwelling to the southeast (Allencroft) and to the rear (Bruland).



Allencroft



Bruland to rear far corner

By virtue of the neighbour's set back positioning and proximity to its plot boundary, the neighbour next door but one (Wayside House) has first floor windows in the side elevation that have outlook across the intervening garden and onto the garden of the application property.



Wayside House

At the front of the application property the adjacent neighbour to the northwest (Manor Croft) is a large dormer bungalow that is set forward of the applicant's building line

and is close to its access with the road. The applicant's driveway is against and flanked by the shared boundary and the neighbour's side elevation has an elevated position above and with proximity to the driveway.



Manor Croft from driveway

The proposed floor layout, to provide for the increased and intensified occupant capacity and materially different use, would 'max out' the use of internal space with contrived alterations to squeeze additional bedrooms out of the first floor in manner that would be unlikely to occur under normal family occupation.

The increase and intensification of housing capacity at the property would be significant, the use and occupation of the dwellinghouse would no longer be commensurate or comparable to that of a large family dwelling. The number of residents, their age, and the necessary presence of support staff, would make for an unusual occupation or resident grouping.

The application describes the proposal in broad terms - a change of use to a care home for children (Class C2). The evidence submitted in a statement indicates that the children and young people who are in care and may have experienced trauma, placement breakdown, or disruption to mainstream education. Six children, aged 4-12, therefore, would be housed and educated on site.

The staffing and care support necessary is said to be typically provided on a 2:1 staffing ratio, one staff to every two children. Staffing would be provided on a rota basis (typically 3 staff during the day and 2 at night). However, the statement gives indication that there would likely be occasions where that care would increase the number of staff on site for a 1:1 ratio. Additionally, within the onsite education facility there would be one teacher and two classroom assistants.

Overall, the vehicular movements of staff arriving/departing and swapping over, and other visiting professionals, are likely to be frequent and numerous, particularly in this case where the number of cared for children would be six and they would be educated on site.

The access with the road and the driveway is near the adjacent neighbour at Manor Croft and vehicles using the drive to enter or leave the site would make a relatively close pass of the neighbour's side and front elevation within proximity of their windows.

Increased and frequent use of the driveway is likely to introduce nuisance and disturbance that would have an unacceptable impact on the neighbour's living conditions.

Moreover, while parking provision at the head of the driveway is ample for the family dwelling, it is not extensive and turning space relies on space to the front of the dwelling and side of the garage. A submitted plan shows how eight cars might park on the property. However, the plan does not appear to present a wholly practical arrangement, with cars parked end to end with much of the necessary turning space occupied as parking. There would appear to be an inevitability of cars pulling out onto the highway to let other cars out and ultimately the ease of simply pulling up on the roadside could become all too attractive. All of this to the detriment of neighbouring amenity and the nuisance of those that use the pavement and their own driveways to pull onto the highway.

The six resident children, living and educated on site, would spend much of their time at the property. That would be a large grouping of children, unusual or not typical to a family dwelling. That number of young children at play or enjoying the outdoor space of the garden have the capacity to generate a concentration of noise frequently and for prolonged period. Although they are generally large, the open character of gardens at the rear of the property and its neighbours, means that the noise generated in the garden is likely to cause noise and disturbance, particularly for those that are closest and share a boundary.

Overall, the associated vehicular movements, a likelihood of roadside parking and the activities and noise generated by residents, are likely to cause unacceptable impacts on the amenity and living conditions of near neighbours through noise, disturbance, and nuisance. In these regards, there would be conflict with policy DC1 of the SMDC Local Plan 2020.

CONCLUSION / PLANNING BALANCE

The proposal would introduce a significant increase to traffic movements along a residential driveway, a likelihood of roadside parking, and an intensification and increased number of young people enjoying areas of outdoor amenity across the property. This would result in noise and disturbance that would have an unacceptable impact on the amenity and living conditions of residential neighbours because of their arrangement and proximity to the application property and the open character of the garden spaces to the rear. In these regards, there would be conflict with policy DC1 of the Staffordshire Moorlands Local Plan 2020. These are adverse impacts that would significantly and demonstrably outweigh the benefits that would be associated with the proposed development's contribution to the provision of care facility within the community.

OFFICER RECOMMENDATION : REFUSE

Case Officer: Ben Hurst

Recommendation Date: 30th July 2026

X *B.S. Haywood*

Signed by: Ben Haywood

On behalf of Staffordshire Moorlands District Council