

Recommendation: Conditional approval	
20251491	7 Park Hill Drive
Proposal:	Change of use from dwellinghouse (Class C3) to residential care home (4 adults) (Class C2) (amended plans received 14 November 2025)
Applicant:	Crewton Care Ltd
View application and responses:	https://planning.leicester.gov.uk/Planning/Display/20251491
Expiry Date:	22 January 2026
JA1	WARD: Aylestone



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Summary

- The application is brought to committee due to there being more than 6 objections from different addresses received within the city boundary and the agent of the application being related to an elected member.
- The main issues are principle of development; character of the area; amenity of neighbouring residents; living conditions for future occupiers, parking and traffic
- 9 Objections from 7 separate addresses were received.
- The recommendation is to grant conditional approval

The Site

The application site concerns a detached, four-bedroom dwelling within a suburban area of the city. The dwelling is located within a road of largely mixed semi-detached and detached dwellings. The application site has a garden of approximately 122sqm.

The application site is within a primarily residential area. The site is located within an air pollution buffer and landfill buffer.

Background

The application site has the following site history:

- An application (20030248) for a two-storey extension at side of house (amended plan) was approved in 2003.
- An application (20072312) for single-storey extensions at side and rear of house was approved in 2008.

At the time of site visit, application 20072312 had been implemented.

The Proposal

The application is for change of use at 7 Park Hill Drive from residential dwelling use (C3) to a residential care home (Class C2). The home would accommodate a max of 4 adults.

The care home would be laid out with two bedrooms to the front of the ground floor, living room, kitchen, bathroom and office on the ground floor. The first floor would comprise of two bedrooms with ensuites, a toilet and storage.

The management plan advises there would be a maximum of four adults housed within the care home, with a maximum of three staff members on shift. The proposed shift patterns will run between 8am and 7.30pm and 7.15pm and 8am. There would also be visiting times allocated between 12pm and 8pm, for a maximum of 2 visitors.

There are no physical alterations proposed to the development site, within this application.

Policy Considerations

National Planning Policy Framework

Paragraph 2 (Primacy of development plan)

Paragraph 11 (Sustainable development)

Paragraph 109 (Transport impacts and patterns)

Paragraph 115 (Assessing transport issues)

Paragraph 116 (Unacceptable highways impact)

Paragraph 117 (Highways requirements for development)

Paragraph 135 (Good design and amenity)

Paragraph 198 (Noise and light pollution)

Paragraph 201 (Planning decisions separate from other regimes)

Local Policies

CLLP policy AM01 (Impact of development on pedestrians)

CLLP policy AM12 (Residential car parking provision)

CLLP policy PS10 (Residential amenity and new development)

CLLP policy PS11 (Protection from pollution)
Policy CS03 (Designing quality places)
Policy CS06 (Housing strategy)
Policy CS14 (Transport network)

Supplementary Guidance

Appendix 1 CLLP- Vehicle Parking Standards
Residential Amenity SPD (2008)

Representations

9 Objections were received from 7 addresses within the city. Objections comprise of the following concerns:

Principle of Development/Character of area

- The proposal would have an adverse impact on the character of the area
- The character of the area has already been altered by the facility at 9 Grace Road.
- The proposal would lead to an over-concentration of uses, contrary to the objectives of the NPPF
- The use is not compatible with the local area
- The proposal would remove residential housing stock.
- There is a care home for up to 20 people across the road (9 Grace Road)
- There is no demand for this facility as there are some nearby.
- The dwelling is design as a residential dwelling and not to accommodate vulnerable adults.

Traffic/Parking/Highways

- The proposal would cause strain on existing parking and traffic
- The site does not have vehicular access
- Three parking spaces rather than five can be accommodated within the hardstanding.
- The hardstanding is too small and this will cause overspill parking.
- Cars will reverse into the road increasing risk and congestion within the locality.

Impact on neighbouring amenity

- There would be an adverse impact on residential amenity.
- An increase in noise and disturbances with the proposed use that would compound existing drug use, police and ambulance attendance and noise nuisance within the local area.
- Shift changes by staff would result in an increase in noise and disturbances.
- There has been no consideration for the safety of residents through the proposed residence of occupants with personality disorders.
- The applicant has not provided a robust management plan.
- No risk assessment has been undertaken.

Other matters

- The Leicester City Council strategy from Supported Living and Extra Care Housing Strategy was quoted.
- The application removes a house from housing stock that could be used for families.

Consultations

LCC Social Care Department- Comments were received stating that there is high occupancy across specialist services that indicate a demand for services proposed in this application.

Considerations

Principle of development/character of area

It was stated within the objections that there was an over concentration of care home use within the area and that this is contrary to the NPPF. Having reviewed the 400msq radius from the proposed care home site, there are two known care homes within the surrounding area. However, also noted within the objections, there are references to 9 Grace Road being a care home and housing over 20 residents, with further objections stating there is no further need for this use within the locality, as this facility has already altered the character of the area. 9 Grace Road was previously a care home under C2 use. Nonetheless, as per the application for a certificate of lawfulness (20241452), the site is in use as a 'premises for residential accommodation of 24 individuals (including a full-time concierge) who individually needs 3 – 14 hours support per week'. The use is therefore managed as a *sui generis* HMO, and it is emphasised that residents receive support rather than care in a residential setting. I consider the proposed use (Class C2) to be materially different on the basis that residents at 7 Park Hill Drive will receive care rather than support and the proposed scale and nature of the uses are not comparable. In this context my view is that the application would not contribute to an unacceptable increase in concentration of C2 uses in the vicinity which would result in sufficient harm to justify withholding consent.

I also note within the objections it is stated that the proposal would remove 'much-needed' family housing stock. Whilst I note there is a recognised need for family sized dwellings, there is also a need to plan for C2 housing accommodation as part of the council's evidenced Housing Needs Assessment. As per the appeal recently allowed by the Planning Inspectorate at 118 Ashton Green Road 3371753; albeit for a children's care home. That application was refused by your committee because of the loss of a family sized dwelling, but the inspector considered there was an absence of evidence that the need for looked after children had been fully met, resulting in the appeal being allowed. I therefore consider in the absence of evidence that the need for looked after adults has been fully met, the proposal would meet the need for residential care accommodation.

Furthermore, it is stated that the use is not compatible within the local area. The proposal is for 4 adult residents to receive residential care within a primarily residential area. The proposed care home will be a managed provision with assisted living provided for the residents, and, as a primarily residential use, its location in a residential area is entirely appropriate in planning policy terms. Given the small scale of the proposal, I do not agree with the objector's that the proposal would have an adverse impact on the character of the area. Instead, I consider that the degree to which the managed nature of the site would mean it is not perceptible in the wider area, nor would the use be so significant that it would have an unacceptable impact upon this suburban locality in terms of general noise and disturbance. A condition will

be attached to the permission ensuring that only a C2 care home can be enacted as part of this permission.

Overall, I consider the principle of development C2 residential care home on this scale for 4 adults to be acceptable in principle.

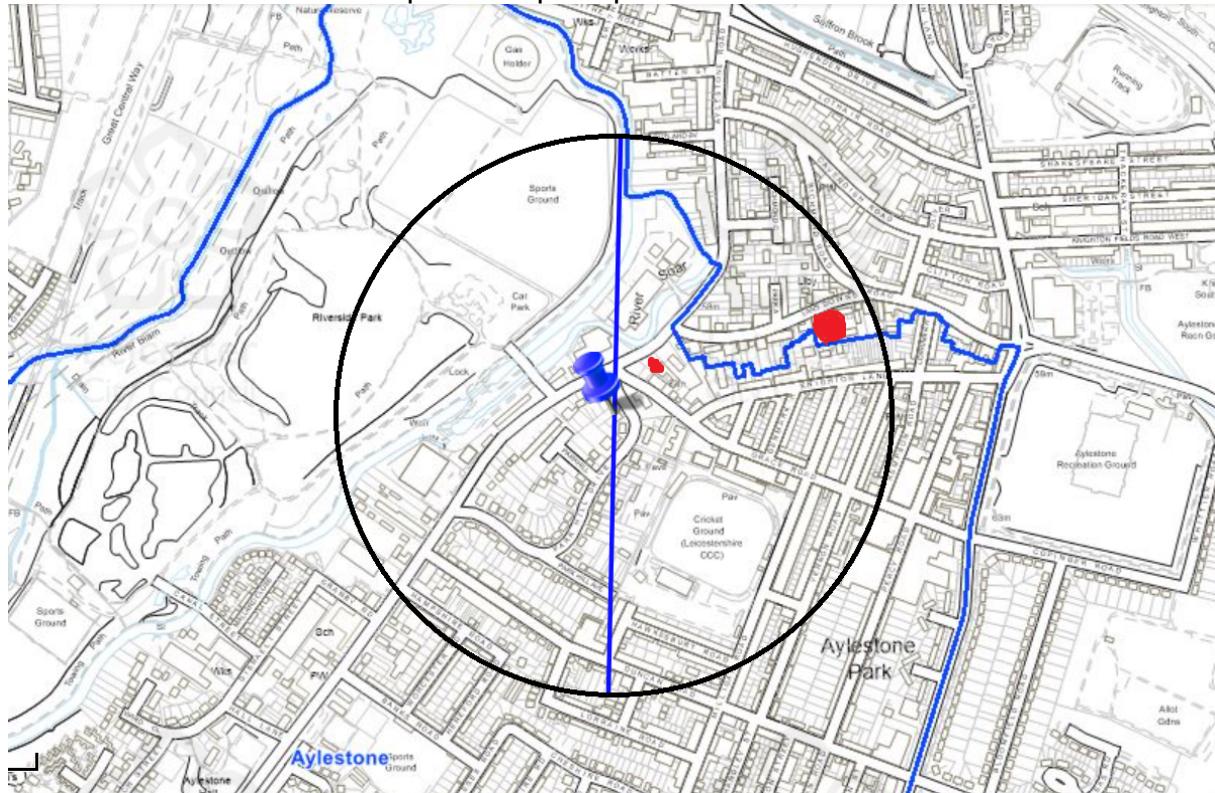


Figure 1: There are two known care homes within a 400m radius of the application site. They are denoted by the red marks on the map.

Living Conditions for Occupiers

The existing site is a dwellinghouse under Class C3 use. Saved Policy PS10 of the local plan (2010) applies to the amenity of future as well as existing residents. Objectors have raised issue with the existing building not being appropriate for use as a residential care. I consider a family dwelling to be an entirely appropriate building for this type of use. The house has acceptable access to natural light and outlooks, with adequate floorspace for up to four residents and staff working shift patterns. However, a condition will be added to the permission ensuring that no more than four adults can be cared for within the house, to ensure that the acceptable living conditions are not compromised by an increase in occupants.

The rear amenity space would approximately measure 122msq. As such I would consider the needs of four adults in care would be met by the size of the proposed garden.

Overall, I am satisfied that the application site would provide potential residents of the care home with sufficient living conditions.

Neighbouring Residential Amenity

NPPF paragraphs 135 & 198, and saved Local Plan policies PS10 and PS11 require amenity to be protected for neighbouring residents from development, including in respect of noise.

I note within the objections there are concerns that there could be an increase in disturbances and noise if the change of use was granted permission, with specific reference to the outstanding issues caused by use at 9 Grace Road of drug use, police and ambulance attendance and noise nuisance at unsociable hours being exacerbated.

However, the proposal is to provide organised care with carers always present for oversight and supervision. Whilst there would be potential for more people to be present in the house regularly during the daytimes than may be expected in a family home, the use is for residential care, which is not an inherently noisy use that would be out of character for a residential area (including the use of the house and rear garden area). I note there is also greater concern from the objections regarding the potential for disruptions, as the applicant has listed within their management plan that the proposed site would be used for adults with personality disorders. It is also noted within the objections that there is concern among residents regarding their safety because of occupants having personality disorders. The issue of safety caused by potential occupants has also led to objections stating that there is no robust management plan and there have been no risk assessments undertaken. The facility would be a managed care home provider and it would be reasonable to expect that managed provisions would be in place to prevent these concerns. However, the managed provisions are not a planning consideration and they would be a factor for Ofsted to assess and consider. Notwithstanding this, the granting of planning permission does not indemnify against statutory nuisance action being taken, should substantiated noise complaints be received but there would be no planning justification to withhold permission on this basis. NPPF paragraph 201 states that 'The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively.' As the proposal would be an acceptable use of land there is no planning reason to require further information with regards to noise/disturbance/anti-social behaviour which could be dealt with other agencies.

The issue of the impact of staff changeover was also raised by objectors. It is not considered that staff changeover will result in a significant increase in noise levels caused by cars compared to the existing use of the property as a C3 dwelling house where occupiers can enter and exit the driveway via vehicle at any time.

The objectors have stated that the application would have an adverse impact on residential amenity. I conclude that the proposal would not conflict with NPPF paragraph 135f, and saved Local Plan Policies PS10 and PS11, and that the proposal would be acceptable in terms of impact upon amenity, therefore the proposal would not have a significant adverse impact on amenity of neighbouring residents.

Highways Parking

Saved Local Plan policies AM01 and AM02, and NPPF paragraphs 109, 115 and 117 require developments to provide suitable facilities for traffic and parking, avoiding harm

to highway safety. It is also noted that NPPF paragraph 116 states that development should only be prevented on highways grounds in cases of unacceptable impact on highway safety, or if cumulative impacts on the road network would be severe.

Within Appendix 01 Vehicle Parking Standards, it states that for a C2 site of this size, one car parking space is necessary. The objectors were concerned that the application site did not have adequate vehicular access (dropped kerb), nor would the site accommodate 5 parking spaces that are stated within the planning statement. Furthermore, there is also concern that the hardstanding is too small and this will cause overspill parking within the local area. There is vehicular access in front of part of the site and as the kerb is fairly low, I do not consider cars would have difficulty accessing the hardstanding in front of the house. However, I agree with objectors that the site could not comfortably accommodate 5 cars to the front. Whilst the hardstanding is slightly short with regards to the recommended Leicester Street Design Guide for recommended length of parking spaces (5.1 metres rather than 5.5 metres), I consider the hardstanding would still accommodate 3 parking spaces. Nonetheless, the site is also close to bus stops on Aylestone Road, therefore staff & visitors would be able to use public transport or alternative methods to the private vehicle. As a result, I believe 3 parking spaces to the front of the dwelling would be sufficient to the needs of the development, in addition to the provision of adequate public transport, with bus stops located approximately a 3 minute walk away from the development site.

I also note the impact of visitors to the site who may be involved in the care of residents and friends or family members. It is stated within the application 'supporting information' that the proposal would have a limited number of 2 visitors at anytime. In consideration of the sufficient parking spaces and acceptable public transport provision, I do not consider extra visitors would equate to an unacceptable impact for parking and highways considerations.

It was stated within the objections that the proposal will cause cars to reverse into the road, subsequently increasing congestion and risk to local residents. It is stated within the Highway Code that drivers should reverse onto hardstanding and drive out forwards for safety. As I consider the proposal would have an acceptable impact with regards to traffic generation, it is expected that drivers will follow the highway code therefore I do not share concerns regarding the risk of reversing onto Park Hill Drive.

Overall, I am satisfied with the proposal's impact on existing traffic and parking within the locality. The application site complies with the requirements of Appendix 01 Vehicle Parking Standards, by having more than 1 car parking spaces to the front of the dwelling. In addition, there is the adequate provision of nearby public transport, with bus stops within a 3 minute walk away from the site. As such, the proposal would be in accordance with NPPF paragraph 116 and the proposal would not warrant refusal on Highways grounds.

Other issues

Within the objections received, various quotes were offered in support of the application not being in accordance with the Leicester City Council Supported Living and Extra Care Housing Strategy. This document does not form any planning consideration in terms of supporting national or local planning policy, therefore I have

avoided commenting on the proposal's individual merits to meet other guidelines provided by other agencies.

Conclusion

The application is acceptable in principle and I recommend approval. However, within Class C2 the property could be used for a residential school, college, training centre or health facility. Further consideration for these types of uses would be necessary and for this reason I am recommending a condition that restricts the uses of the property to a care home. The proposal is for 4 adults in care, and I recommend a condition to limit this to 4 as any increase would also require further consideration.

CONDITIONS

1. The development shall be begun within three years from the date of this permission. (To comply with Section 91 of the Town & Country Planning Act 1990.)
2. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987, as amended, or any order amending or revoking and replacing that Order with or without modification, the premises shall not be used for any purpose other than for a care home within Class C2 of the Order, unless otherwise approved in writing by the local planning authority. (To enable consideration of the amenity, parking and highway safety impacts of alternative Class C2 uses, in accordance with Policies C
3. The premises shall not accommodate any more than 4 residents in care at any one time. (To enable consideration of the amenity of residents and parking impacts of a more intensive use, in accordance with Policy CS14 of the Leicester Core Strategy (2014) and saved Policy PS10 of the Local Plan (2006).)
4. Development shall be carried out in full accordance with the following approved plans:
Proposed Elevations, DRAWING NUMBER A102, received 14 November 2025
Proposed Floor Plans, DRAWING NUMBER A103, received 14 November 2025
(For the avoidance of doubt).

NOTES FOR APPLICANT

1. There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply.
Based on the information available, this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because the following statutory exemption/transitional arrangement is considered to apply:
Development below the de minimis threshold, meaning development which:
i) does not impact an onsite priority habitat (a habitat specified in a list published under section 41 of the Natural Environment and Rural Communities Act 2006); and

ii) impacts less than 25 square metres of onsite habitat that has biodiversity value greater than zero and less than 5 metres in length of onsite linear habitat (as defined in the statutory metric).

2. The City Council, as local planning authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received. This planning application has been the subject of positive and proactive discussions with the applicant during the process.

The decision to grant planning permission with appropriate conditions taking account of those material considerations in accordance with the presumption in favour of sustainable development as set out in the NPPF 2024 is considered to be a positive outcome of these discussions.

Policies relating to this recommendation

2006_AM01 Planning permission will only be granted where the needs of pedestrians and people with disabilities are incorporated into the design and routes are as direct as possible to key destinations.

2006_AM02 Planning permission will only be granted where the needs of cyclists have been incorporated into the design and new or improved cycling routes should link directly and safely to key destinations.

2006_PS10 Criteria will be used to assess planning applications which concern the amenity of existing or proposed residents.

2006_PS11 Control over proposals which have the potential to pollute, and over proposals which are sensitive to pollution near existing polluting uses; support for alternative fuels etc.

2014_CS03 The Council will require high quality, well designed developments that contribute positively to the character and appearance of the local natural and built environment. The policy sets out design objectives for urban form, connections and access, public spaces, the historic environment, and 'Building for Life'.

2014_CS06 The policy sets out measures to ensure that the overall housing requirements for the City can be met; and to ensure that new housing meets the needs of City residents.

2014_CS14 The Council will seek to ensure that new development is easily accessible to all future users including by alternative means of travel to the car; and will aim to develop and maintain a Transport Network that will maximise accessibility, manage congestion and air quality, and accommodate the impacts of new development.