

Recommendation: Refusal	
20251701	41 Raywell Road
Proposal:	Change of use from dwellinghouse (Class C3) to children's care home (max 2 children) (Class C2)
Applicant:	Nompumelelo Dube
View application and responses:	https://planning.leicester.gov.uk/Planning/Display/20251701
Expiry Date:	2 February 2026
CW	WARD: Humberstone & Hamilton



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Summary

- The application has been brought to committee due to there being objections received from 60 separate addresses in the Local Authority Area.
- The application is for the change of use from a family home to a care home for two children
- Objections to the application are made in relation to the principle of development, residential amenity and parking
- The application is recommended for conditional approval

The Site

The application relates to a two-storey detached dwelling located on the south side of Raywell Road. It is within a residential area bounded by a school to the rear and

neighbouring residential dwellings to either side. The property benefits from tandem parking spaces to the side and a garage to the rear.

Background

20251065: Certificate of lawful proposed development for change of use from dwellinghouse (Class C3) to residential care home for children (Class C2). Refused 13.10.2025.

The Proposal

The application seeks permission for the change of use from a residential dwelling (Use Class C3) to a children's care home (Use Class C2) for two children. The care home will contain a living room, kitchen / dining room and study at ground floor level and two children's bedrooms, a staff sleeping room, bathroom and office at first floor level. To the rear of the property is a garden which will contain a bike store.

No internal or external alterations to the dwelling or its front/rear garden area part from the installation of a bike store have been proposed as part of this application.

The application has been accompanied by a design and access statement which sets the proposed use. The care home is proposed for two children between the ages of 7 – 18, with two adult carers always occupying the property, working on a shift rota basis. A manager will also attend most weekdays. The layout of the property includes a staff sleeping room and office.

The shift pattern is proposed to be a 48-hour shift, with one of the two staff changing each day at 8:30am. Changeover time is estimated to last between 15 – 30 minutes.

The application has been accompanied by a Statement of Purpose and Location Risk Assessment. In addition, the applicant has positively engaged with the Social Care Team during the processing of the application.

Policy Considerations

National Planning Policy Framework (NPPF) 2024

Development Plan Policies

Development plan policies relevant to this application are listed below:

Leicester Local Plan (2026)

Policy DQP06. Residential Amenity

Policy Ho03. Housing Mix

Policy Ho10. Retention of Family Housing

Policy T01. Sustainable Transport Network

Policy T07. Car Parking

Further Relevant Documents

Local Housing Needs Assessment and Addendum 2022

GOV.UK Planning Practice Guidance – Noise <https://www.gov.uk/guidance/noise--2>

Consultations

Children's Social Care Team

Introduction

The Social Care and Education department of Leicester City Council have been asked to provide comment on the planning application for 41 Raywell Road for a change of use to a residential children's home. Ultimately, any decision to change the registration and / or statement of purpose of such a provision rest with Ofsted.

Ofsted clarified their expectations around residential home registration in December 2025. They expect that before a home is opened, we expect providers to engage with the local authority to confirm that:

- there is a need for a home in the area;
- essential services are available (e.g. Children and Adolescent Mental Health Services, schools, dentists); and
- the location is safe and suitable

We have received communication from the applicant in respect of these matters and note that the applicants are qualified and registered social workers with previous experience. The home's draft proposed statement of purpose has been seen.

Is there a need for a children's home in this area?

There is no volume need for children's homes in Leicester City but there is a need for experienced providers for the most challenging children.

Leicester City Council currently has had a need for 100 children bed spaces on a continuous basis over the past few years. Having regard to discussions with ourselves and Ofsted in January 2026, there are 122 registered beds within the Local Authority area. It is expected over the next five years the need for residential beds will reduce and the local authority will increase its directly run provision.

However, there is a need for experienced providers in the city as not all registered beds are of the quality required by the local authority. Based on the interview with and paperwork provided by the proposed provider their experience leads us to conclude that this provision would be an asset to local children and communities.

Are essential services suitably available?

There are significant pressures on health (primary care, dentistry, paediatrics, CAMHS), education places (particularly for those children with additional needs) and policing in the city. The proposed home is likely to be used by Leicester City Council for local children and as such we would expect local children to be placed who already in contact with relevant service so would not add new pressures.

Is the location safe and suitable

The proposed provider has supplied a locality risk assessment and has clearly consulted with the relevant agencies. We agree with the conclusion of the risk assessment that Raywell Road is a suitable location for the proposed service.

Further Comments

Staffing provisions described by the applicant are in line with the minimum staffing numbers that would be required by Ofsted. There is a potential need for car parking etc at shift handovers for staff as described in the planning statement. The applicant proposes two residents. The Highways considerations also need to take account of additional regular professional and family visitors to the home.

In respect of the proposed operator I recommend the benefit of the permission be restricted through a personal consent condition to Nozinhle Dube Ltd.

Conclusion

Having regard to the above, the Social Care department would support registration of the proposed care home with Ofsted and the proposal would desirably add to children's care provision in Leicester. I support the application.

Pollution Control (Noise) – unable to make an informed decision without a sound insulation scheme.

Representations

62 representations have been received, 60 objections and 2 in support. The representations are summarised below.

Objections:

Principle

- Care home is an institution and incompatible with family focused character residential area
- Area is primarily family dwellings
- 24 hour staffed facility is a material change in character to the street
- Over intensification of a single residential plot
- Loss of a family dwelling
- Impact the sense of community

Amenity

- Area is currently quiet
- Increase in noise to area
- Increase in comings and goings especially during unsociable hours
- Loss of privacy
- Overlooking of gardens
- Increase in noise from outdoor activities

- Negatively impact the peaceful character of the area

Parking

- Existing parking issues on street
- Driveway and garage are too narrow
- Current parking arrangement only suitable for 2 vehicles, with 3 being tight
- On street parking reduces usability of driveways
- Increase in staff and visitors to the site will increase streets parking issues and could impede emergency vehicles
- Comings and goings during late nights and early mornings
- Insufficient off-street parking
- Increase in the number of cars on the street
- Impede dropped kerbs and the public footpath

Other

- Risk of anti-social behaviour and crime
- Drop in house prices
- Difficult to sell properties in the area
- No information relating to emergency access
- Approval would set a precedent in the area
- Children might escape
- Application was not properly or fairly communicated to residents
- Lack of detail about staffing or management of children
- No justification as to why this location is suitable for a children's care home

Support:

- OFSTED approved care home would be suitable in this location
- Safe location near to local amenities

Consideration

Principle of development

Loss of a family dwelling

Leicester Local Plan policy Ho03 states that the Local Plan will seek to achieve a mix of house types, tenures and sizes and policy Ho10 seeks to retain family housing.

The proposal would change the use of the site from a single residential dwelling (Class C3) to a care home for children (Class C2). The Local Housing Needs Assessment published in 2022 identifies the need for different sizes of family (C3)

dwellings across the city. Table 2 in the 2026 Local Plan states there is a need for 3,792 4+ bedroom homes over the plan period. Therefore, the removal of a four bedroomed family house would exacerbate housing need for large family housing.

Provision of an additional care home

As confirmed by the Children's Social Care Team, the rolling need for children's care homes is 100 bed spaces, with the Council currently benefitting from 122 bed spaces as of January 2026.

However, whilst the volume need of children's care homes for Leicester City Council children has been met, the Social Care Team note there is a need for experienced providers in the city as not all registered beds are of the quality required by the local authority. Based on an interview with and paperwork provided by the proposed provider their experience leads the Social Care Team to conclude that this development would be an asset to local children and communities.

A condition is recommended to ensure that the home is solely run by the applicant and can be converted back to a family dwelling upon the applicant's cessation of the C2 use. Noting this I consider the loss of a family house may prove to be a temporary measure and outweighed in this instance by the Council's need for good quality children's homes. As such, I consider the change of use from a family home to a children's home is acceptable in principle.

I have also reviewed the planning history for small children's homes and note the following sites within proximity to the application site which have been granted permission for a C2 care home use:

83 Laverton Road - 2 bed children's care home approx. 400m away

13 Farnley Road – 2 bed children's care home approx. 400m away

69 Bryony Road – 3 bed children's care home approx. 500m away

This information is mapped in Appendix 1.

Regarding concerns about the use impacting a residential area. The proposal is not considered to be a commercial use and is ultimately residential in nature. The number of occupants is not dissimilar to the number of residents expected to reside within a family home of the same size. I do not consider that this use individually or taken cumulatively with others in the vicinity would result in a disproportionate number of children's home or an impact on the character of the area that would have material impacts such that the proposal would be unacceptable in principle.

Living conditions (*The proposal*)

The dwelling is to be occupied by two children and staff.

The house is a relatively normal dwelling that provides reasonable levels of light and outlook. With regards to the levels of outlook, light, privacy and noise levels for the occupants, no internal or external alterations are proposed. It is therefore considered that the occupants would benefit from the same levels of light, outlook, privacy and noise as existing occupants of the dwelling.

The dwelling also benefits from a private garden area and I consider that future occupants would have sufficient private outdoor garden space.

It is therefore considered that the proposal provides a sufficient quality of living space for future occupants as a Care facility for 2 children and that the development is in accordance with Policy CS03 of the adopted Core Strategy.

Residential amenity (*neighbouring properties*)

Taken together, NPPF paragraph 135f, and Local Plan 2026 policy DQP06 require a good standard amenity to be retained for neighbouring residents.

As no external alterations are being completed on the property, there would be no impact to the levels of outlook, light or privacy to neighbouring properties including no additional overlooking over garden fences.

With regards to noise, the property is a detached property. As such there would not be significant noise impacts from internal use of the property to neighbouring dwellings. The proposal is to provide managed care for two young people with carers always present for professional oversight and supervision. Whilst there would be potential for there to be more people present in the house regularly during daytimes, there would not be likely to be any noisy uses or activities that would be out of character for a residential area. Whilst neighbours may experience different character of activities such as staff changes and, possibly, more transient occupiers over the longer term, it is considered that these differences will not equate to harm. It is also not considered that the use of the rear garden by staff and occupiers of the home, nor general comings and goings associated with the property, are likely to give rise to noise impacts that would be significantly different from the existing four-bedroomed dwelling or unacceptably impact amenity at any neighbouring properties.

Therefore, the proposal would not conflict with NPPF paragraph 135f or 2026 Local Plan policy DQP06 and the proposal would be acceptable in terms of impact upon amenity.

It should also be noted that regardless of this applications decision, the granting of any 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 194 states that: 'The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the 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 and given the suitable separation between the application site and the neighbour, there is no planning reason to require a noise management plan on the grounds of noise/disturbance/anti-social behaviour which again, could be dealt with by noise pollution control, the police or Ofsted. It is also considered that a noise management plan for this type of use would present significant technical enforcement challenges and as such would not be appropriate to impose.

I conclude that the proposal will comply with 2026 Local Plan policy DQP06, and paragraph 135 of the NPPF, and is acceptable in terms of amenity to neighbouring properties.

Highways and Parking

Policy Context

Leicester Local Plan 2026 policy T07, and NPPF paragraphs 108, and 114, require developments to provide suitable facilities for traffic and parking. Paragraph 116 states that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.”

The site plans shows three tandem spaces which are of acceptable size in accordance with DES 16 of the Leicester Street Design Guide.

Context of the Area

In its existing use the four-bedroom family house could be expected to be served by 2 or more cars. The proposed use would require a maximum of 3 staff on site but there would likely be visitors at times. Overall, it is considered that the site would attract an average of 3 cars.

The proposed site plan shows 3 existing vehicle parking spaces to the side of the property which will be retained. An objection was received stating there was not enough space on the site to allow for 3 parked cars. However, each space has been measured and as above, the spaces are of acceptable size.

It was also noted during the site visit that whilst it is possible to park on street, there are limited spaces due to the position of dropped kerbs and neighbouring driveways.

However, Keyham Lane West bus stop is located circa 700m walking distance from the site and provides regular bus services into Leicester City Centre. Cycle storage is also shown within the rear garden of the site. It is therefore considered that sustainable alternative travel options are available which do not rely on the need for a car.

Whilst the property does provide three off street parking spaces the design and access statement submitted as part of the application informs that it is company policy to require staff to use public transport (with free bus passes or subsidised taxis fares) or bicycle and not allow on street parking. The manager will arrive each day by car and any visits will be planned in advance to ensuring parking is available for visitors.

Overall, it is considered that three off street spaces are sufficient for the proposed use and that alternative modes of transport are available including buses and cycling. I therefore do not consider that the proposed use would cause an unacceptable or severe impact on highway safety.

As the proposal provides sufficient levels of parking and is located within a sustainable location for alternative transport methods, the proposal complies with Leicester Local Plan 2026 policy T07 and NPPF paragraphs 108 and 114.

Other matters

There have been a number of comments within the received objections relating to a concern about the proposal causing an increase in crime and anti-social behaviour. As stated within the Residential Amenity Section of this report, anti-social behaviour and criminal acts are to be dealt with by the relevant authority and are not a planning matter. There is also no evidence to suggest that the home would result in a higher level of anti-social behaviour in the area.

Objections were also received which raised concern about the proposal causing a loss of value to their property. This is not a planning matter and cannot be a consideration within any planning application.

Objections were also received stating there was insufficient information submitted in relation to the shift patterns and management plan. However, the application has been accompanied by a management plan which details this information.

Regarding the fire safety and emergency access concerns raised within public objections, these are building control matters and cannot be a consideration within a planning application.

Concerns were raised that the application was not properly advertised to the public. Publicity for the application was carried out in accordance with the requirements as set out in the Development Management Procedure Order.

There was also a concern within neighbouring objections that approval of the proposal would set a precedent for future similar developments. This development would not set an undesirable precedent for further non-residential uses in the area as each application is determined on its own merits.

Conclusion

I therefore recommend approval subject to the following conditions:

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. The use hereby permitted shall be carried on only by Nozinhle Dube Ltd (company number 13782186). When the premises cease to be operated by Nozinhle Dube Ltd, the use hereby permitted shall cease and the property reverted back to a family house (Class C3). (To ensure the use addresses the qualitative need evidenced by the Social Care Team and Local Housing Needs Assessment and is in accordance with Leicester Local Plan 2026 policy Ho03).
3. The premises shall not accommodate any more than 2 residents in care at any one time, unless otherwise approved in writing by the local planning authority. (To enable consideration of the amenity of residents and parking impacts of a more intensive use, in accordance with Leicester Local Plan 2026 policies DQP06 and T07.

4. Development shall be carried out in full accordance with the following approved plans:
- Block Plan, Received 08.12.2025
 - Proposed Floor Plans, 086, Received 08.12.2025
- (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.

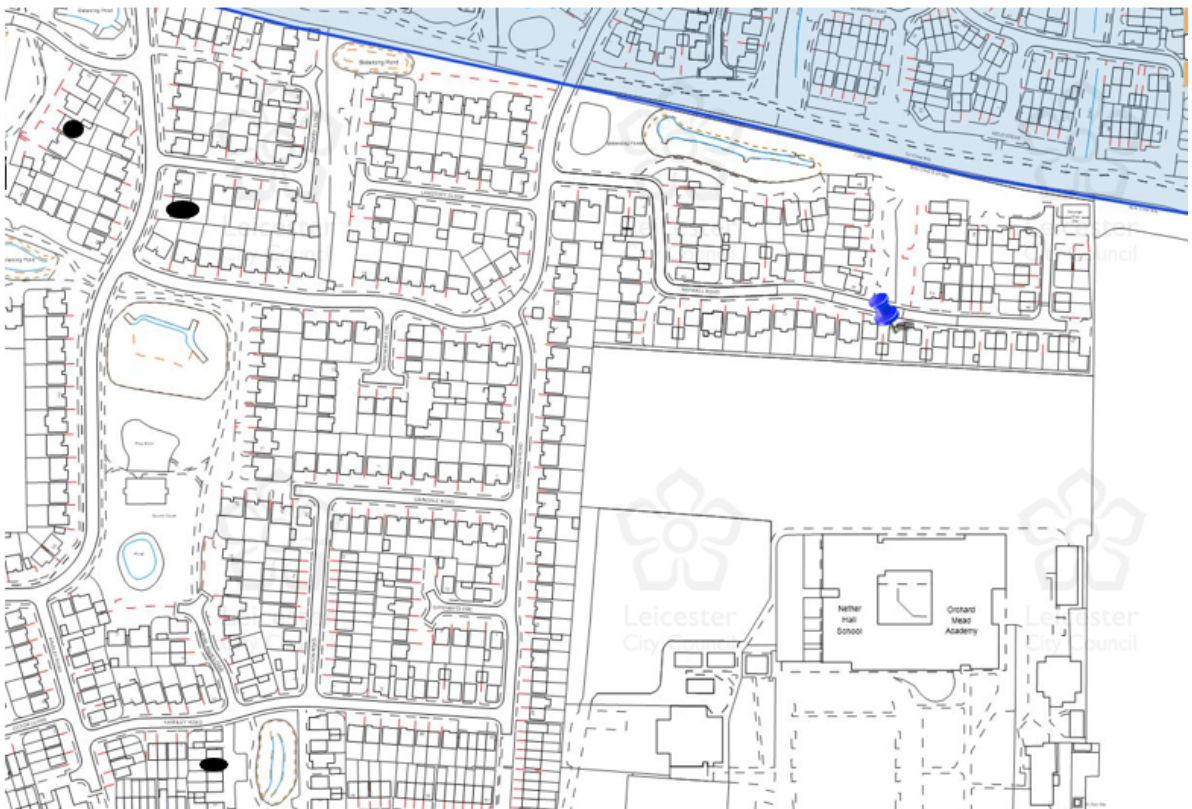
Based on the information available, this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because the following statutory exemption/transitional arrangement is considered to apply:

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 (and/or pre-application). 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.

Appendix 1



Key:

Blue Pin: Application Site, 41 Raywell Road

Block dots: Properties which have planning permission for a C2 use within a 500m radius

