

**Change of use of a dwellinghouse (C3) to a children's care home (C2) for up to three young people**

**Report Item No  
A3**

**81 Main Street, Thringstone, Coalville, Leicestershire,  
LE67 8ND**

**Application Reference:  
26/00004/FUL**

**Grid Reference (E) 442568  
Grid Reference (N) 317538**

**Date Registered:  
04 January 2026  
Consultation Expiry:  
27 March 2026**

**Applicant:  
RSXAS Ltd**

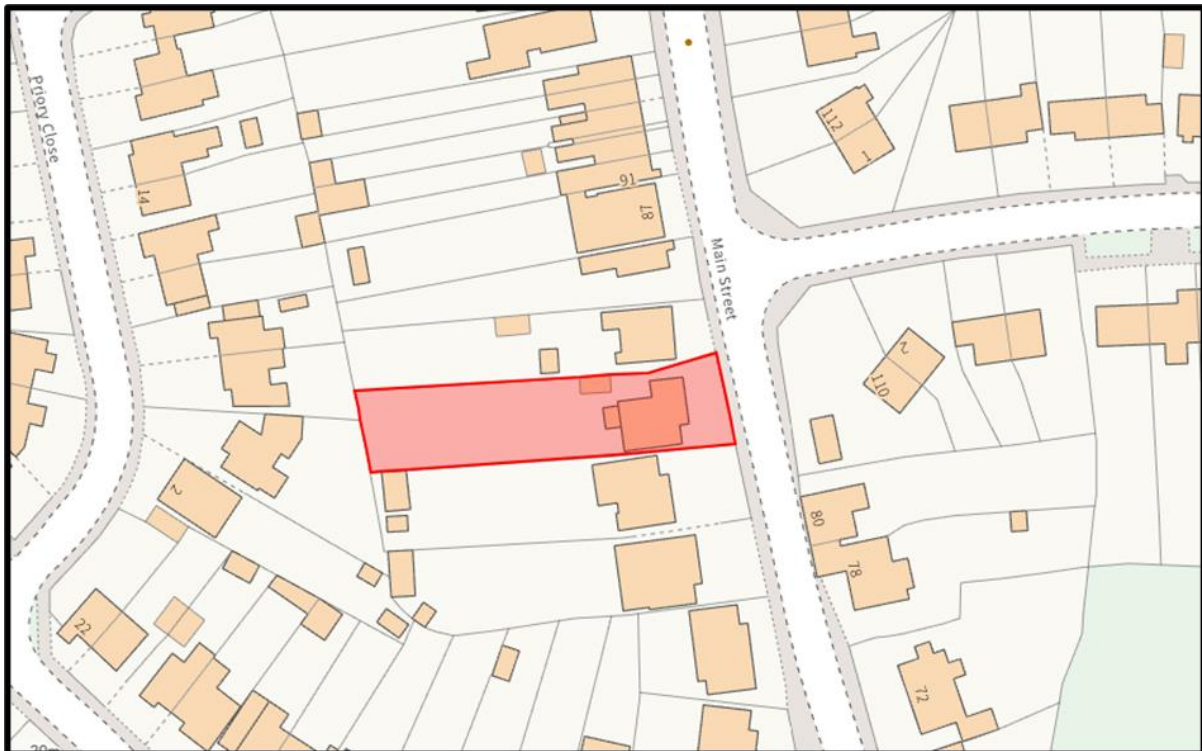
**8 Week Date:  
03 March 2026**

**Case Officer:  
Louise Forman**

**Extension of Time:  
None**

**Recommendation:  
PERMIT, subject to conditions**

**Site Location - Plan for indicative purposes only**



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### **Reasons the case is referred to the Planning Committee**

This application is brought to the Planning Committee at the request of Councillor Everitt on the basis that the proposal will lead to the isolation of a residential property between three business properties forming an unnecessary intrusion within the residential area, and the potential overdevelopment of the business use on a residential street.

### **RECOMMENDATION – PERMIT, subject to the following conditions:**

1. Standard time limit (3 years).
2. Approved Plans.
3. Restrict to the proposed use only.
4. Maximum of 3 children living on site at any given time.
5. Limit maximum number of two carers and one management staff being on site at any one time (except at handover periods)
6. Increase on-site parking area before care home brought into use.

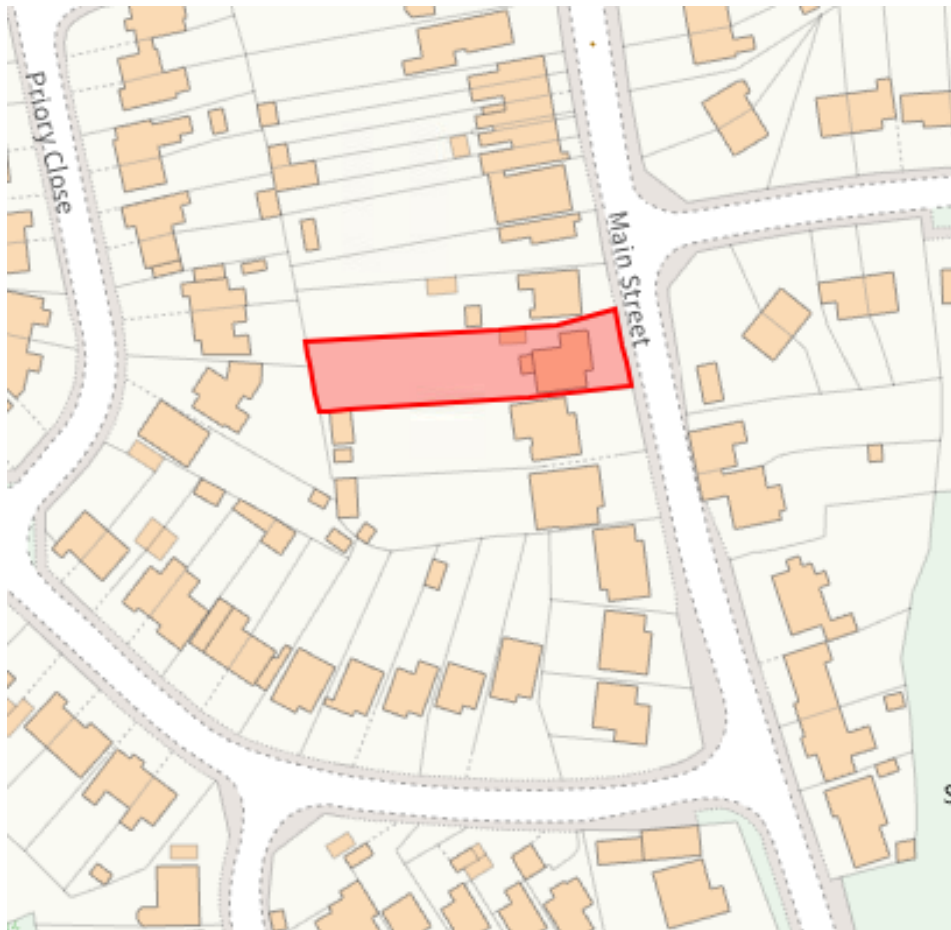
## MAIN REPORT

### 1. Proposals and Background

The application seeks full planning permission for the change of use of an existing dwelling house at 81 Main Street, Thringstone (C3 Use) to a residential children's home (C2 Use) for up to three young people.

Alterations to change the integral double garage to an additional lounge and to increase the available on-site parking area are planned but these works are intended to be carried out under existing permitted development rights for which express planning permission would not be required.

### Site Location Plan





### Aerial Image of Site Location



### Site Photos





*Southwards along Main Street*

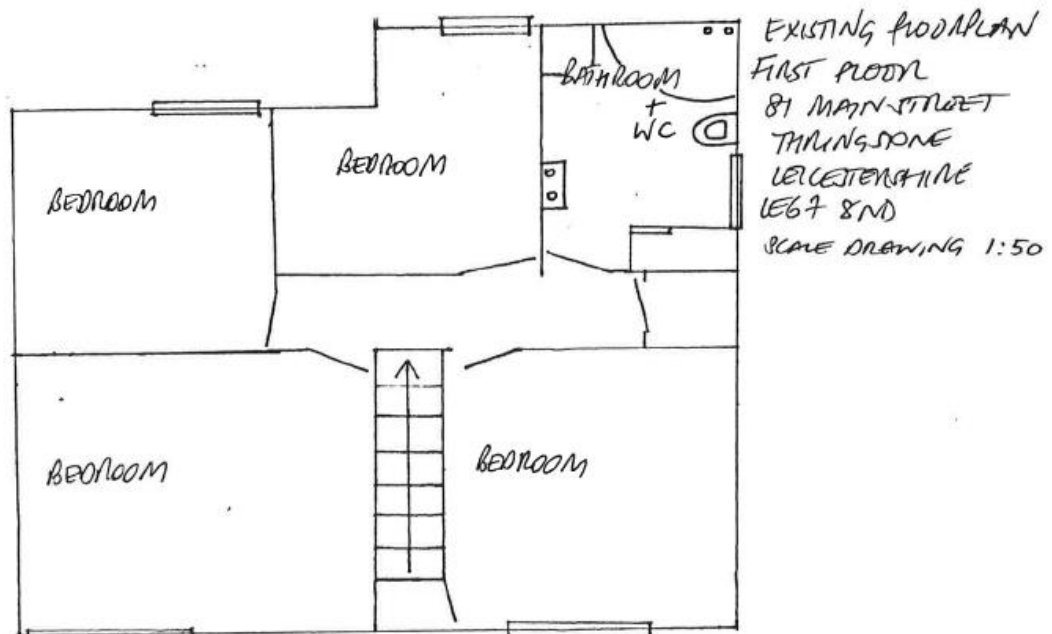
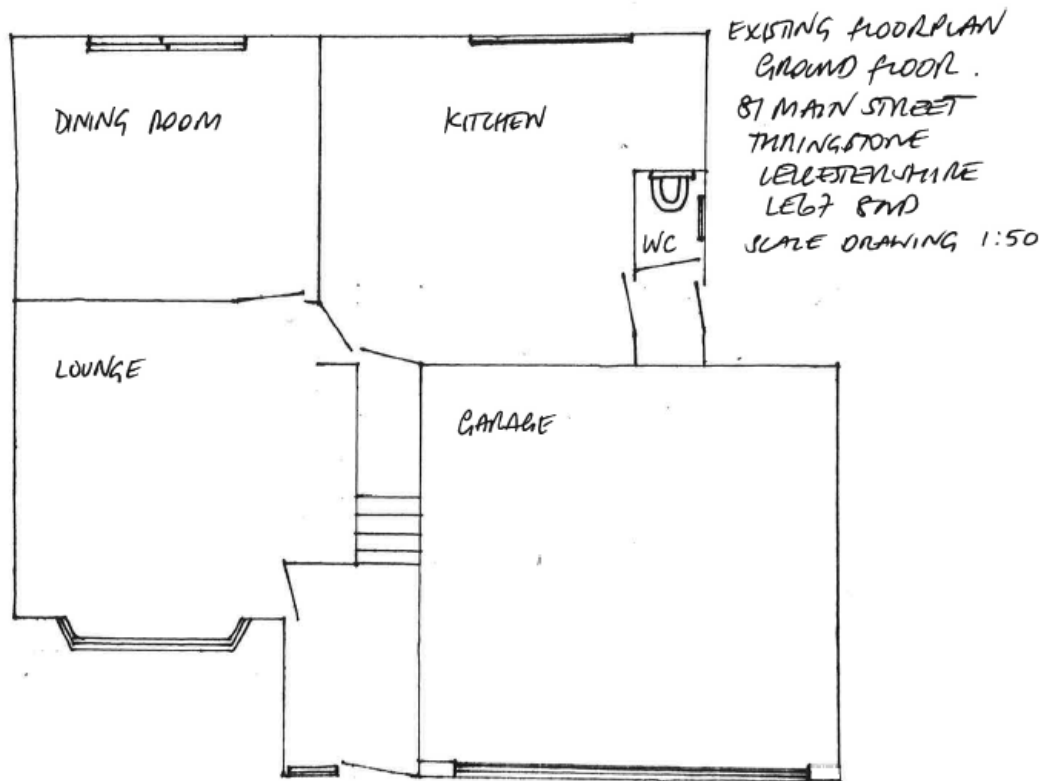


*Northwards along Main Street*

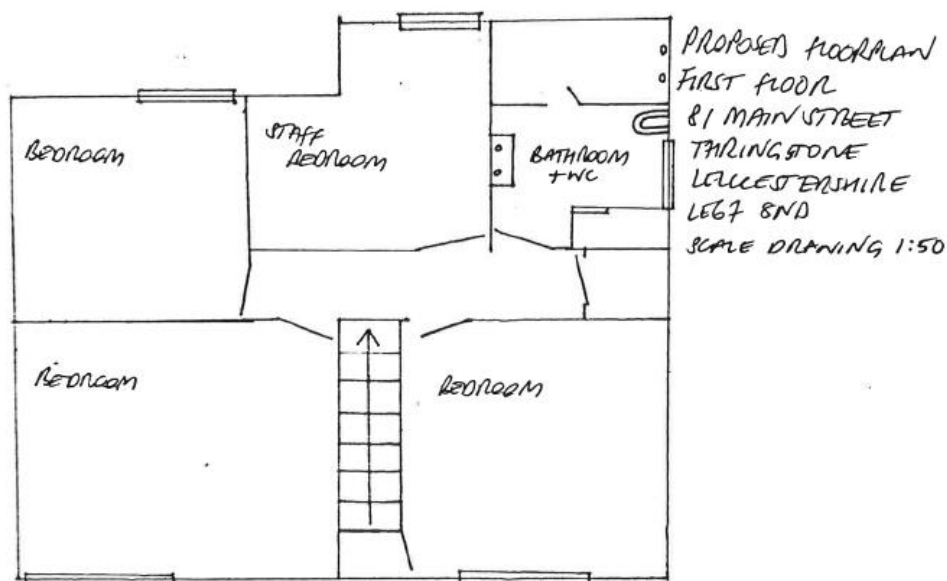
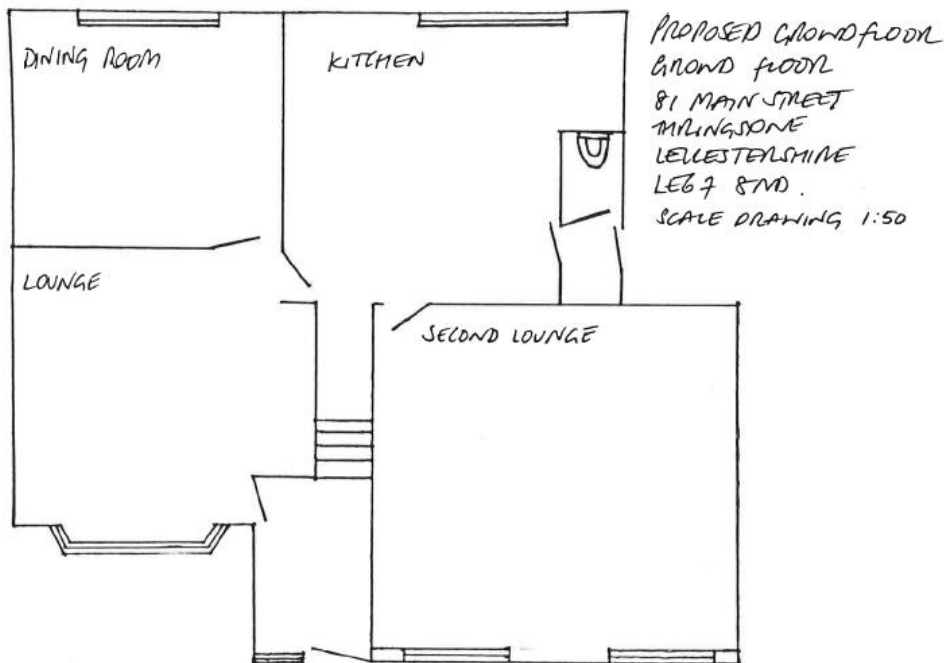
The application site consists of a two storey detached dwelling with an integral double garage.

The existing floor plans show four bedrooms upstairs which would remain unchanged as can be seen on the existing and proposed ground and first floor plans on the following pages.

## Existing Floorplans



## Proposed Floor Plans



The site is situated within Thringstone and is located within Limits to Development, as defined by the Policy Map to the adopted North West Leicestershire Local Plan (2021).

The application states that the children's care home would be operated for a maximum of three young persons between the ages of four and 17 years and have 24 hour care provided, with a maximum of three full-time members of staff (two carers and one dedicated manager) working shift patterns at any given time. Visitors from Ofsted, social workers and other regulatory agencies would also attend the site. Changeovers of care staff would take place at 10.00am and 10.00pm daily. The dedicated manager would work 9.00am to 5.00pm

The application proposes to increase the number of on-site parking spaces to four located within the front garden area of the site, (amended plans for the proposed spaces have been received during consideration of the application) and these are proposed to be provided under existing permitted development rights. A separate application for works within the highway (to drop the kerbs) would need to be submitted to the County Highway Authority.

The County Highway Authority, Environmental Protection and neighbours have been consulted and their responses have been considered in this report.

Precise details of the proposal are available to view on the submitted plans on the Council's website.

### *Relevant Planning History*

There are no planning history records for the site back to 2001.

Planning permission was granted in August 2024 for the change of use to a children's residential home (Class C2) at No. 73 Main Street (24/00685/FUL)

Planning permission was granted in December 2020 for the change of use from residential dwelling (Use Class C3) to children's care home (Use Class C2) at No. 75 Main Street (20/01401/FUL).

Both permissions were subject to a condition limiting the number of children that can live at each property to four.

## **2. Publicity**

7 Neighbours have been notified.

Site Notice displayed 15 January 2026.

## **3. Summary of Consultations and Representations Received**

The following summary of representations is provided. All responses from statutory consultees and third parties are available to view in full on the Council's website.

### **No objections from:**

NWLDC Environmental Protection

### **No objection subject to condition:**

County Highway Authority

### **Third Party Representations**

One letter of representation has been received which can be summarised as follows:

<b>Grounds of Objections</b>	<b>Description of Impact</b>
<b>Principle of Development and Sustainability</b>	Two other facilities have been approved in close proximity to the site at Nos. 73 and 75 Main Street  Need for facility has not been proven in light of the number of such facilities that have recently been approved

	<p>Misleading information in application regarding use of Nos. 73 and 75, as No. 73 has never been in operation</p>
<p><b>Highway Impacts</b></p>	<p>Increased parking issues to already difficult area which is congested with parking on both sides of the road and unsafe and obstructive parking taking place that also obscures visibility</p> <p>Daily highway safety breaches and potential offences under the Traffic Act 1988</p> <p>High levels of parking at No. 75 already and if all three properties operated as care homes then there would be 20 vehicles between all three which would have adverse impacts</p> <p>Will the use of existing and new powers to deal with pavement parking on Main Street be supported if the application is approved.</p> <p>Problems of congestion at change over of staff due to proximity of other similar facilities</p> <p>Four off-street parking spaces on the site won't be sufficient given the parking issues arising from No. 75.</p>
<p><b>Residential Amenity</b></p>	<p>Noise and disturbance in particular from staff changeovers being at the same time for Nos. 73, 75 and 81</p> <p>Changeovers being at off-peak times confirms that movements will create disturbances</p> <p>Disagrees with movements being comparable to 'typical family homes'</p> <p>Private life is already disrupted by operations at No. 75</p>
<p><b>Other Concerns</b></p>	<p>Inaccurate information within application regarding no trees and hedges on the site – there is a mature hedge and tree to the front.</p> <p>No community integration as suggested by applicant as this doesn't occur at No. 75</p> <p>Not a 'healthy' mix with three residential institutions in close proximity; this is unbalanced and domineering and attributing to rising tensions.</p>

The MP has sent in representations on behalf of a local resident raising parking issues, the number of children's homes in the vicinity and concern regarding the structure of the property.

#### **4. Relevant Planning Policy**

##### **National Planning Policy Framework (2024)**

The following sections of the NPPF are considered relevant to the determination of this application:

Chapter 2. Achieving sustainable development  
Chapter 4. Decision-making  
Chapter 8. Promoting healthy and safe communities  
Chapter 9. Promoting sustainable transport  
Chapter 11. Making effective use of land  
Chapter 12. Achieving well-designed places  
Chapter 14. Meeting the challenge of climate change, flooding and coastal change  
Chapter 15. Conserving and enhancing the natural environment

##### **Adopted North West Leicestershire Local Plan (2021)**

The North West Leicestershire Local Plan forms part of the development plan and the following policies of the Local Plan are relevant to the determination of the application:

S2 - Settlement Hierarchy  
D1 - Design of New Development  
D2 - Amenity  
IF4 - Transport Infrastructure and New Development  
IF7 - Parking Provision and New Development  
En1 - Nature Conservation  
En3 - The National Forest  
Cc2 - Water - Flood Risk  
Cc3 - Sustainable Drainage Systems

##### **Adopted Leicestershire Minerals and Waste Local Plan (September 2019)**

The Leicestershire Minerals and Waste Local Plan forms part of the development plan and the following policies are relevant to the determination of the application:

Policy M11: Safeguarding of Mineral Resources  
Policy W9: Safeguarding Waste Management Facilities

##### **Other Policies and Guidance**

National Planning Practice Guidance  
Leicestershire Highway Design Guidance  
Good Design for North West Leicestershire SPD - April 2017  
National Design Guide (2021)

## **5. Assessment**

### **Principle of Development**

In accordance with the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the starting point for the determination of the application is the development plan which, in this instance, includes the adopted North West Leicestershire Local Plan (2021) and the adopted Leicestershire Minerals and Waste Local Plan (2019).

The site is located within the Limits to Development, as defined by the adopted Local Plan, in the settlement of Thringstone. Policy S2 of the adopted Local Plan identifies Thringstone as forming part of the Coalville Urban Area, which is the primary settlement in the district that provides an extensive range of services and facilities including employment, leisure and shopping which are accessible by sustainable transport. Policy S2 also states that the largest amount of new development will be directed here.

In addition, the National Planning Policy Framework (NPPF) promotes a presumption in favour of sustainable development. Paragraph 11 of the NPPF states that development proposals that accord with an up-to-date development plan should be approved without delay unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF as a whole or where specific policies indicate development should be restricted.

The NPPF also specifically states that it is important that the needs of different groups in the community with specific housing requirements are addressed (Paragraphs 61 and 63) and the proposal would help to meet the requirements of children identified as needing care, which is afforded positive weight.

In the ministerial statement dated from 23 May 2023 the then Housing and Planning Minister set out the Government's commitment to support for the development of accommodation for looked after children, and its delivery through the planning system. The minister also stated that the planning system should not be a barrier to providing homes for the most vulnerable children in society in the right places with access to schools and community support.

The statement went on to say that "Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs and all parties in the development process should work together closely to facilitate the timely delivery of such vital accommodation for children across the country."

In planning terms, the nature of the proposal is such that the property would remain in residential use within a residential area. There are no planning policies which restrict, in principle, such care homes from being provided within existing residential areas, subject to all material planning considerations. Nor is there any planning mechanism to locate care facilities away from existing residents who might be opposed to them or to control the number of care homes within one area. Each planning application is required to be considered on its own merits.

The proposal seeks to change the existing use of the residential dwelling to a children's care home for no more than three young people to be housed in a four bedroomed detached property at 81 Main Street, Thringstone, with three care staff on site at any one time.

In this case, the site is located within limits to development therefore, the principle of development is considered acceptable, subject to compliance with all other relevant policies in the Local Plan, and the NPPF.

## **Design, Character and Impact upon Street Scene**

Policy D1 of the Local Plan (2021) requires that all developments are based on a thorough opportunities and constraints assessment and informed by a comprehensive site and contextual appraisal. In addition, new residential developments must also perform positively against the Council's adopted Good Design Supplementary Planning Document (SPD).

The proposed alterations to convert the integral garage to a habitable room (remove the garage doors and replace with flat windows) can be carried out, as suggested, under existing permitted development rights (subject to complying with certain criteria) and if the proposal was to be carried out within these constraints, the design of the dwelling would not be compromised and would accord with Policies D1 and En3 of the adopted Local Plan, the Council's Good Design SPD and advice contained in the NPPF.

## **Residential Amenities**

Policy D2 of the Local Plan (2021) requires that proposals for development should be designed to minimise their impact on the amenity and quiet enjoyment of both existing and future residents within the development and close to it.

The application does not include any external alterations to the property and as such it is not considered that the development would result in any overbearing, overshadowing or loss of privacy impacts on neighbouring properties.

As a result of the proposed change of use, the number of bedrooms at the property would remain unaltered and it is therefore considered that the number of permanent occupants at the property is unlikely to increase and result in a significantly detrimental impact on the neighbouring properties amenities.

There would be a maximum of three young persons living at the property at any one time. The staff would be supervising the home 24 hours per day with a maximum of three caregivers being present together with a dedicated manager working on a 9am to 5pm basis.

The nearest neighbours to the site are located to either side of the application site and are 79 Main Street (to the south) and 83 Main Street (to the north).

In terms of noise and disturbance from comings and goings, given the inevitable variation in work patterns and social activities of the occupiers, it would not be unusual for neighbouring residents to be aware of the comings and goings of their neighbours throughout the day. Having regard to the small scale of the proposal and the limited staff numbers associated with the proposal, it is considered that the likely movements associated with the use would not be disproportionately large or significantly greater than those which could reasonably be expected of a family carrying out their day-to-day activities. For the avoidance of doubt, these conclusions have been reached on the basis of the proposal for three children living at the property with three carers being present on site with more in attendance for short periods of time for staff changeovers.

While it is accepted that on occasion the proposed use may generate a level of noise and disturbance from car engines, doors and general conversation, it is considered that similar impacts could be achieved from occupants of a residential dwelling that work night shifts and commute early in the morning or late in the evening. It is considered that the general noise

and disturbance would not be above and beyond what could be achieved at a residential dwelling and therefore does not warrant refusal of planning permission.

It is recognised that there could be a scenario where up to three children living at the property could potentially cause noise and disturbance impacts. Whilst neighbouring properties are situated close together, noise and disturbance could be created by children living in a residential dwelling and so could be experienced by residents in any residential area.

Proposals for care homes are not an uncommon occurrence nationally and appeal decisions relating to similar proposals have concluded that it cannot be assumed that children living in care would be more likely to create levels of noise and disturbance over and above children living in a 'traditional' family unit. Appeal decisions also seem to take note that, in a care home, children would be cared for by specialist supervising staff and care workers who are able to deal with any situations that might arise.

Any permission granted could also be conditioned to ensure the use remained at a small scale as set out within the application including the number of children who would be housed at the site at any one time.

The Council's Environmental Protection Team were consulted on this application who confirmed they had no objections advising "The proposed use would not negatively impact on its environment by way of noise, light, odour or other disturbance."

Furthermore, if the proposal did subsequently result in creating an excessive noise nuisance, then separate legislation exists under Environmental Protection Act, which could be investigated separately by the Council's Environmental Protection team if necessary.

It is noted that two other properties nearby have planning permission to be used as children's care homes, at Nos. 73 and 75 Main Street. It is understood that the care home at No. 75 is in operation but that the one at No. 73 is not in operation at this time. No. 81 does not immediately adjoin either of these properties, with there being two other properties (Nos. 77 and 79) in-between. Given the circumstances set out above, it is considered that having three children's care homes in close proximity is unlikely to result in significant noise and disturbance to existing residents. However the Council's Environmental Protection team has been asked to consider this matter and their comments will be reported on the Update Sheet.

As such, it is considered the proposal would not result in unacceptable neighbour amenity impacts in terms of noise and disturbance or impacts on quality of life over this existing C3 use to warrant a refusal of planning permission on such grounds under Policy D2 of the adopted Local Plan.

As part of the planning process there is the need to consider the amenity of future occupiers in addition to existing residents. There would be four bedrooms within the property so that the children would each have a private room and there would be a bedroom for the carers. There would also be living space available on the ground floor including two living rooms along with a private rear garden. As such in this regard the proposal is considered to comply with Policy D2 of the adopted Local Plan.

## **Highway Safety**

Policy IF4 of the Local Plan (2021) requires that development takes account of the impact upon the highway network and the environment, including climate change, and incorporates safe and accessible connections to the transport network to enable travel choice, including by non-car modes, for residents, businesses and employees.

Policy IF7 of the Local Plan (2021) requires that development incorporate adequate parking provision for vehicles and cycles to avoid highway safety problems and to minimise the impact upon the local environment. Subject to the condition recommended by the County highway authority in that the proposed onsite parking area be provided prior to the proposed use being commenced, it is considered that the proposal will fully comply with the policies IF4 and IF7 and the Design Guidance.

The dwelling is approximately 300m from the closest bus stop that is located on The Green and travels to Coalville Town Centre, Loughborough, Leicester, East Midlands Airport and Nottingham. As such, it is considered that the site is in a location that could be accessed by members of staff via sustainable transport.

The County Highway Authority (CHA) advises that there has been one Personal Injury Collisions that has been recorded within 500m in either direction of the site within the most recent five-year period. This was recorded as 'slight' in severity.

The CHA has studied the collision information available and is satisfied that the development if permitted would not exacerbate the likelihood of further such incidents occurring.

The Council does not have any powers in relation to highway safety breaches and potential offences under the Traffic Act 1988 and these would need to be directed to Leicestershire Police to investigate.

Concerns have been raised in the letter of objection in respect of existing parking issues in the locality including congestion from on-street parking and that four off-street parking spaces won't be sufficient. In addition high levels of parking at No. 75 Main Street already occur (which has planning permission to operate as a care home for a maximum of four children) which if alongside similar parking at No. 73 Main Street (which also has planning permission to operate a care home for a maximum of four children) and at the application site at No. 81 would have adverse impacts.

The current use as a four-bedroom dwelling to be compliant with the Leicestershire Highway Design Guide (LHDG) requires there to be three off-street parking spaces. There are currently two external parking spaces and a double garage. An amended plan of the proposed off-street parking area has been provided during consideration of the application which indicates four parking spaces can be achieved on the frontage and that these works can be carried out under existing permitted development rights (subject to complying with certain criteria).

The proposed development would not result in an increase in the number of bedrooms at the property and the number of permanent occupants would not be different to that of a typical four-bedroom dwelling.

The CHA does not have specific parking standards for children's residential care homes, but advise that in line with the LHDG ordinarily, one off-street parking space should be offered per three bedrooms plus a minimum of one for each member of staff on site. Based on this, the proposals should provide a minimum of four off-street parking spaces. The CHA has confirmed that it is satisfied, based on the proposed parking arrangements that the proposals can accommodate the provision and suggests a condition to secure the necessary four car parking spaces prior to the use commencing on the site.

The Council does not have any powers to deal with pavement parking and this would be a matter for either Leicestershire Police or the CHA.

The proposal is not considered to result in an unacceptable impact on highway safety or the wider highway network.

The CHA concludes that, in its view, the impacts of the development on highway safety would not be unacceptable, and when considered cumulatively with other developments, the impacts on the road network would not be severe. Based on the information provided, the development therefore does not conflict with paragraph 115 of the National Planning Policy Framework (December 2023), subject to a condition to ensure that four off-street car parking spaces are provided in perpetuity.

Therefore, on balance, the proposal is considered to be acceptable in relation to Policies IF4 and IF7 of the adopted Local Plan as well as the Leicestershire Highway Design Guide and a reason for refusal on highway safety grounds could not be justified.

## **Equality Implications**

Section 149 of the Equality Act 2010 created the public sector equality duty. Section 149 states:-

- (1) A public authority must, in the exercise of its functions, have due regard to the need to:
  - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Officers have taken this into account and given due regard to this statutory duty, and the matters specified in Section 149 of the Equality Act 2010 in the determination of this application.

The equality implications arising from this application relate to the protected characteristics of age and disability, given that a children's care home is proposed, and a child living there may have a disability.

Any risks to the safety of the children living in the home are unlikely to be different to the risks of children living there in a typical residential dwelling. Children's care homes are also inspected by Ofsted, as well as by the Care Quality Commission (CQC) if any kind of healthcare is delivered that is a CQC-regulated activity.

It is also not appropriate or reasonable to stereotype a child through the planning application process or to judge how they might behave as a result of their background, upbringing or any past trauma, and to do so would be discriminatory.

The proposal also provides a benefit by advancing equality of opportunity by providing residential care for looked-after children in need of care and support.

There would be a maximum of three children living at the property along with carers who would always be at the home, which would not be dissimilar to the number of people that could live at the property as a family home. It is considered above that reason for refusals could not be justified in respect of noise and disturbance in particular as such impacts could result from a similar number of children living in a residential dwelling.

It is also not considered that any neighbouring residents with disabilities or health concerns would be detrimentally affected by this proposal given its minor scale and its use being similar in its function to that of a dwelling.

### **Trees and Hedgerows**

A small tree in the front garden and a stretch of hedgerow on the site's front boundary would be removed to provide the additional parking spaces. Whilst it is preferable that existing soft landscaping is retained and enhanced, particularly when a site is located in the National Forest, it is considered that the limited loss of the soft landscaping in this instance should not act as a constraint on the development, particularly given that its lack of protection could lead to it being removed at any time. As such the proposal would comply with the provisions of Policy En1 of the Local Plan.

### **Biodiversity Net Gain**

Policy En1 of the adopted Local Plan states that proposals for development would be supported which conserve, restore or enhance the biodiversity in the District. This is supported by Paragraph 186 of the NPPF which states that planning decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity.

The mandatory requirement for 10% Biodiversity Net Gain (BNG) for small sites as required by the Environment Act came into force on 2 April 2024. However, the application relates to an application for change of use only with no external alterations to the building..

The biodiversity gain requirement does not apply to development subject to the de minimis exemption which is development that does not impact a priority habitat and impacts less than 25 square metres (e.g. 5m by 5m) of onsite habitat, or 5 metres of linear habitats such as hedgerows. Based on the information submitted under this application in respect of the proposed parking spaces, the Local Planning Authority considers that biodiversity net gain does not apply in this case and therefore, the proposed development would not be required to demonstrate 10% BNG.

Given the above, the development would accord with Policy En1 of the Local Plan.

## **Conclusion**

In accordance with the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the starting point for the determination of this application is the development plan, which in this instance includes the adopted North West Leicestershire Local Plan (2021).

The application site is situated within the defined Limits to Development, where the principle of development is supported, if it complies with relevant policies of the Local Plan. Policy S2 of the Local Plan supports sustainable development within Limits to Development, and the proposed development is considered to align with the overall spatial strategy for the district.

In addition to the above, no external alterations are proposed as a result of the development. Reasons for refusal could not be justified in respect of impacts on highway safety and residential amenities. There are no other relevant material planning considerations that indicate planning permission should not be granted.

In view of the above, it is considered that the proposed development complies with the relevant policies of the North West Leicestershire Local Plan and the NPPF (2024).

Subject to the imposition of conditions the proposed development represents sustainable development, and approval is therefore recommended.