

Delegated Report

Planning Reference: 26/00339/FUL
Applicant(s): Mr P Parwaiz
Ward: Ratby, Bagworth and Thornton



Hinckley & Bosworth
Borough Council

Application Site: Doctors Surgery, 122-124 Station Road, Ratby

Proposal: Change of use from a former doctors' surgery (Class E) to two self-contained residential dwellings (Class C3)

Case Officer: Gwion Russell (Planning Officer)

1. Recommendations

1.1. Grant planning permission subject to:

- Planning conditions detailed at the end of this report.

2. Planning Application Description

- 2.1. This pre-application enquiry seeks advice on the change of use of the former Ratby Surgery building from a doctors' surgery (Use Class E) use to two self-contained residential dwellings (Use Class C3).
- 2.2. Both dwellings would be two-storey in massing and form a pair of semi-detached properties. Both properties would feature a small front garden area typical of nearby properties and rear garden with soft and hard landscaping provision.
- 2.3. Property 1 (referenced Plot 1 on Drg No. 25010-DSA-ZZ-GF-DR-A-002 Rev P01) would have an internal floor space of 90m² and a plot footprint of 248m²; the dwelling would comprise of typical living accommodation accompanied by two first-floor bedrooms, a ground-floor bedroom and a study. Property 2 would also have an internal floor space of 90m² and a plot footprint of 228m²; this dwelling would comprise of typical living accommodation and three bedrooms, one of which benefitting from an en-suite.
- 2.4. The proposal does not involve any substantial alterations/extensions to the existing building. The proposal would involve minor external alterations resulting in two front doors facing Station Road and an additional rear door, as well as associated minor adjustments to existing window openings. No changes are proposed to exterior material finishes.
- 2.5. The proposal would involve the removal of a portion of the existing rear car parking area to accommodate garden space for the two proposed dwellings and off-road

hardstanding parking to facilitate four vehicles (two per household, in a side-by-side tandem arrangement). Situated to the east of the parking arrangement would be a small bin store, for both properties.

- 2.6. The proposal sees the retention of a section of boundary landscaping along the south-eastern boundary, to the rear of the existing car parking area. A further cluster of vegetation to the northwest of the plot is also to be retained.

3. Description of the Site and the Surrounding Area

- 3.1. The application site is located within the settlement boundary of Ratby.
- 3.2. The application site contains the former Ratby Surgery building and its associated car parking area to the rear. The application building is two-storey property with white rendered walls and a dominant dual-pitched roof. The building has a two-storey projecting rear gable and further single-storey rear elements, also rendered in white. The building has side extensions on both sides of the original building, with a gabled two-storey brick extension to the east and a hipped single storey brick extension, which wraps around to the rear of the building, to the western side.
- 3.3. The application site is located on the corner of Station Road and Park Road. The intersection of these roads contains a mini-roundabout. The existing building fronts Station Road and existing vehicular access is gained from Park Road. Station Road is an adopted and classified 'C' road. Park Road is an adopted and unclassified road; both are subject to a speed limit of 30mph.
- 3.4. The surrounding area is predominantly residential with intermittent examples of commercial uses. The centre of Ratby and the recently completed Ratby Medical Centre, built to replace the application building, are both located north-west of the site.

4. Relevant Planning History

- 4.1. The planning history of the site indicates that the doctors' surgery was originally located at 122 Station Road. It was granted temporary permission for the surgery use in 1986 and permanent retention of the use in 1987. The attached building at 124 Station Road was added to the premises through permission granted in 1992. Prior to the changes in use, the building was two dwellings.

- **86/01029/4**
Doctors' surgery
Planning Permission
28.10.1986
- **87/01257/4**
Retention of doctors' surgery
Planning Permission
26.01.1988

- **88/01594/4**
Proposed extension to surgery
Planning Permission
24.01.1989
- **92/01032/4**
Change of use to doctors' surgery
Planning Permission
23.12.1992
- **00/00303/FUL**
Extension to doctors' surgery
Planning Permission
04.05.2000
- **25/10081/PREHMO**
Change of use from a former doctors' surgery (Class E) to three self-contained residential dwellings (Class C3)
Pre-application response
10.10.2025

4.2. The following application on land adjacent to 1 Desford Lane, Ratby is also considered relevant to the use of the application site:

- **20/00786/FUL**
Proposed new medical centre comprising doctors' surgery, dental surgery and pharmacy with associated car parking and landscaping
Planning Permission
10.12.2020

4.3. The details submitted in support of 20/00786/FUL, and the officer's report confirm that the proposal was lodged as a replacement for the existing and then-operational facility on Station Road, Ratby Surgery.

5. Publicity

- 5.1. The application has been publicised by sending out letters to local residents.
- 5.2. No responses have been received.

6. Consultation

6.1. There have been no objections from the following consultees:

- Ratby Parish Council
- LCC Highways

- HBBC ES Pollution
- HBBC Drainage
- HBBC Waste Management
- HBBC Arboriculture Officer

6.2. No further responses have been received.

6.3. The responses can be read in full on the Council's website.

7. Policy

7.1. Core Strategy (2009):

- Policy 7: Key Rural Centres
- Policy 8: Key Rural Centres Relating to Leicester

7.2. Site Allocations and Development Management Policies Development Plan Document (SADMP) (2016):

- Policy DM1: Presumption in Favour of Sustainable Development
- Policy DM6: Enhancement of Biodiversity and Geological Interest
- Policy DM7: Preventing Pollution and Flooding
- Policy DM10: Development and Design
- Policy DM17: Highways and Transportation
- Policy DM18: Vehicle Parking Standards
- Policy DM25: Community Facilities

7.3. National Planning Policies and Guidance:

- National Planning Policy Framework (NPPF) (2024)
- National Design Guide (2019)
- Planning Practice Guidance (PPG)

7.4. Other Relevant Guidance:

- Hinckley and Bosworth Borough Council – The Good Design Guide (2020)
- Leicestershire Highway Design Guide (LHDG) (2024)
- Technical Housing Standards – Nationally Described Space Standards (2015)

8. Appraisal

8.1. The key issues in respect of this application are:

- Principle of development
- Housing land supply
- Design and impact upon the character of the area

- Impact upon residential amenity
- Impact upon parking provision and highway safety

Principle of Development

- 8.2. The application site is located within the settlement boundary of Ratby and contains an existing building known locally as Ratby Surgery, a facility previously operating as a doctors' surgery providing healthcare services to the community. The site therefore represents a community facility captured by DM25 of the SADMP.
- 8.3. Ratby Medical Centre was granted permission in December 2020 and was proposed as a replacement facility for the application building, Ratby Surgery. The application site has since been redundant.
- 8.4. The Design & Access Statement for 20/00786/FUL stated:
- “Ratby Surgery currently occupies a two storey building that is outdated, under sized and no longer fit for purpose to accommodate the growing patient numbers in Ratby and the surrounding area. It is not practical to enhance or extend the existing building, and with limited space there is no ability to meet the increased demand for routine and urgent care. In order to continue to provide services to all patients the practice must relocate and expand.”*
- 8.5. It is therefore considered that planning permission 20/00786/FUL and the subsequent completion of the Ratby Medical Centre represented the provision of a replacement facility in an appropriate location within reasonable distance of the local community. The loss of Ratby Surgery as a community facility is therefore not considered to be contrary to DM25 of the SADMP as it meets exception DM25(a).
- 8.6. The application is for the change of use of an existing doctors' surgery to create two self-contained residential dwellings, within the settlement boundary of Ratby.
- 8.7. It has been established that the disuse of the former community facility was resultant of the construction of a replacement facility to serve the community. The LPA are therefore satisfied that the proposal does not represent the total loss of an existing community facility, due to the provision of a replacement facility.
- 8.8. It is therefore considered that the change of use from a doctors' surgery to create two residential dwellings is acceptable in principle, subject to the assessment of all other material considerations.

Housing Land Supply

- 8.9. Chapter 5 of the NPPF requires planning policies and decisions to deliver a sufficient supply of homes to support the Government's objective of significantly boosting the supply of homes without unnecessary delay.

- 8.10. Paragraph 11(d) of the NPPF states that planning decisions should apply a presumption in favour of sustainable development where there are no relevant Development Plan policies, or the policies which are most important for determining the application are out-of-date. Footnote 8 of Paragraph 11 of the NPPF highlights that housing policies are considered to be out-of-date where local planning authorities cannot demonstrate a five-year supply of deliverable housing sites.
- 8.11. As per Paragraphs 62 and 78(a) of the NPPF, the Council is currently unable to demonstrate a Five-Year Housing Land Supply.
- 8.12. In light of this, and due to the age of relevant housing policies within the adopted Core Strategy, the 'tilted' balance in Paragraph 11(d) of the NPPF is triggered in accordance with Footnote 8 and Paragraph 11 of the NPPF.
- 8.13. For decision-taking, Paragraph 11(d) of the NPPF requires planning permission to be granted unless:
- i. The application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.
- 8.14. The development is for two residential properties, and therefore Policy 15 (Affordable Housing) and Policy 16 (Housing Density, Mix and Design) of the adopted Core Strategy are not applicable for this scheme.
- 8.15. Whilst the Council cannot demonstrate the delivery of a five-year supply of land for housing, the provision of two dwellings within this application site to the Council's supply of housing is considered to attract limited weight in the planning balance.

Design and Impact Upon the Character of the Area

- 8.16. Chapter 12 of the NPPF confirms that good design is a key aspect of sustainable development, and the creation of high quality, beautiful, and sustainable buildings and places is fundamental to what the planning and development process should achieve.
- 8.17. Policy DM10(c) of the SADMP states that developments will be permitted where they complement or enhance the character of the surrounding area with regard to scale, layout, density, mass, design, materials and architectural features.
- 8.18. The proposed development does not involve any extensions or significant alterations to the existing building. It involves external alterations to the front of the building

removing one window to create a front entrance door and to the rear of the building removing or partially removing an existing window opening to create a rear access door. The existing side entrance door adjacent Park Road would be retained as a secondary side access door to the property.

- 8.19. There are no alterations proposed to the existing external materials of the building.
- 8.20. The proposal results in the creation of private garden space to the rear of the building for both properties. Due to the orientation of the wider plot, the rear garden space for Plot 2 would be longer and the rear garden for Plot 1 would be positioned linear to its associated rear elevation; however both gardens would exceed 90m² and 11m in length.
- 8.21. Property 1 is proposed to be converted from an area of the existing building created through a side extension in the early 2000's. The orientation and layout of the side extension is constrained by the angle of the original building to Station Road, and was constructed with an 'L' shaped layout due to the lack of width available between the original building and the south-eastern side boundary.
- 8.22. The residential units which surround the application site comprise plots which allow comparable dwellings to have access to private garden space. These gardens are typically rectangular in shape and extend for varying depths, accessible directly from the rear of the associated dwelling. Whilst the rear garden provision is unusually laid out, the angular position of the building means that Plot 2 would naturally receive less garden space. Nevertheless, the private enclosed space complies with Good Design Guidance.
- 8.23. It is therefore considered that the proposal would largely preserve the existing character of the surrounding area with regard to its design, materials and architectural details, and that the residential use would be generally consistent with the surrounding residential character of the area.
- 8.24. Policy DM10(e) seeks that development incorporates a high standard of landscaping where this would add to the quality of the design and siting.
- 8.25. The proposal indicates that it would retain an existing cluster of trees to the rear of the surgery building adjacent Park Road, as well as a section of hedgerow to the rear of the existing car parking area along the south-eastern boundary of the site.
- 8.26. The submitted soft landscaping plan proposes a mix of turfed/grassed areas, retained existing trees/shrubs, deciduous tree planting and the retention of hedgerows at the shared eastern boundary. The hardstanding to the rear of the property would provide some relief and variety to the landscaping and reduce any on-street parking.
- 8.27. Whilst the timber fencing proposed bounding Plot 1 and separating both dwellings would not strictly accord with the Good Design Guidance on dead frontages, the retention of shrubs, trees and planting of juvenile trees does not result in significant harm to the site/character and appearance of the street scene.

- 8.28. Overall, the scheme is considered acceptable, which sees the provision of a varied landscape treatment that integrates with the site and contributes positively to the character and appearance of the wider area.
- 8.29. By virtue of these factors, it is considered the residential use would complement the residential character of the area and the materials and design of the building would preserve the existing character as viewed from Station Road. The proposal would result in a site layout uncharacteristic to the area; however, its varied landscaping plan and sufficient enclosed rear garden space significantly outweigh this drawback. The proposal complies with Policy DM10 of the SADMP.

Impact upon Residential Amenity

- 8.30. Paragraph 135(f) of the NPPF requires planning policies and decisions to ensure that developments create places that are safe, inclusive, and accessible, which promote health and well-being, and a high standard of amenity for existing and future users.
- 8.31. Policy DM10 of the SADMP states that development will be permitted provided that it would not have a significant adverse effect on the privacy and amenity of nearby residents and occupiers of adjacent buildings, including matters of lighting and noise and that the amenity of occupiers would not be adversely affected by activities within the vicinity of the site.
- 8.32. The proposed development does not involve any additions and makes limited external alterations to the building. Where alterations involve existing window openings it is to remove them and replace with doorways. There are no additional openings proposed.
- 8.33. It is therefore considered that the scheme is unlikely to result in any detrimental impacts to neighbouring residential amenity as the result of additional overlooking, loss of privacy, loss of light or any overbearing impacts.
- 8.34. The proposal involves the conversion of rooms previously used as non-habitable spaces to rooms to be used as habitable rooms, including bedrooms. To meet minimum amenity standards for occupiers, habitable rooms should be provided with sufficient access to daylight.
- 8.35. The single occupancy bedroom on the first floor of proposed Property 1 benefits from access to a singular window. This window is significantly impacted by the existing single storey addition to the side and rear of the building and the roofline of the addition blocks more than half of the glazed area of the existing window. This leaves a surface area of only 0.11m² for the ingress of natural light to the bedroom. An Internal Daylight Assessment was submitted along with the application which details that the bedroom has been assessed using the Target Daylight Factor (DF/T) test in accordance with BRE guidance and BS EN 17037:2018, demonstrating that all habitable rooms exceed minimum daylight standards, provide natural light and reduce reliance on artificial light.

- 8.36. To support the residential amenity of future occupiers of the scheme, one of the aims of Section 4 (New Residential Development) within The Good Design Guide is to ensure that new residential development exceeds the internal space, storage, and bedroom standards set by the Nationally Described Space Standards (NDSS) (2015) wherever possible.
- 8.37. The NDSS requires each dwelling providing two or more bed spaces to have at least one double (or twin) bedroom. To provide two bed spaces, a double or twin bedroom should have a floor area of at least 11.5m² and a width of at least 2.75m for the master bedroom, and a width of at least 2.55m for every other double bedroom thereafter. To provide one bed space, a single bedroom should have a floor area of at least 7.5 m² and a width of at least 2.15m. Both dwellings provide at least one double bedroom, and all bedrooms provided exceed the recommended floor spaces. Property 1 would be provided with four storage units and Property 2 would be provided with one, exceeding 2m².
- 8.38. To comply with the Good Design Guide, dwellings with three or more bedrooms should provide a minimum of 80m² of private outdoor amenity space, with a minimum length of 7m. Both gardens would exceed 90m² and 11m in length, complying with guidance.
- 8.39. By virtue of these factors, it is considered that the proposal would not result in adverse impacts to the neighbouring residents by way of overlooking, loss of privacy, loss of light, or any overbearing impacts. The proposal is therefore compliant with Policy DM10 of the SADMP, the Good Design Guide and Nationally Described Space Standards.

Impact upon Parking Provision and Highway Safety

- 8.40. Paragraph 115(b) of the NPPF states that planning decisions should ensure that developments provide safe and suitable access to the site for all users. Ultimately, 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 in accordance with Paragraph 116 of the NPPF.
- 8.41. To support this, Policy DM17 of the SADMP states that development proposals need to demonstrate that there is not a significant adverse impact upon highway safety, and that the residual cumulative impacts of development on the transport network are not severe.
- 8.42. Policy DM18 of the SADMP requires developments to demonstrate an adequate level of off-street parking provision.
- 8.43. Table 28 of the LHDG outlines residential parking standards and requires dwellings with up to three bedrooms to provide a minimum of two off-street parking spaces. This increases to a minimum of three off-street parking spaces for dwellings with four

or more bedrooms. Any reductions below minimum standards will require robust justification. The proposals would see the provision of two off-street parking spaces per property and therefore would meet the requirements of the LHDG and presents no parking shortfall.

8.44. During the consultation period, the Local Highway Authority raised no objection to the proposal, advising that the development would not have an unacceptable impact on highway safety or the local road network and would comply with Paragraph 116 of the NPPF (2024). It is noted that the change of use is likely to reduce traffic movements compared to the previous doctor's surgery use, and that suitable access, parking and visibility can be achieved. The development is therefore considered acceptable in highway terms, subject to conditions, including several pre-occupation conditions requiring the provision of the access arrangements, visibility splays, parking, surfacing, drainage and the removal or relocation of existing signage prior to occupation.

8.45. By virtue of these factors, it is considered that the proposal is compliant with Policies DM17 and DM18 of the SADMP, and the LHDG.

9. Equality Implications

9.1. 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.

9.2. 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.

9.3. There are no known equality implications arising directly from this development.

10. Conclusion

10.1. Taking national and local planning policies into account, and regarding all relevant material considerations, it is recommended that planning permission to be granted, subject to the imposition of appropriate conditions.

11. Recommendation

11.1 Grant planning permission subject to:

- Planning conditions detailed at the end of this report.

11.2 Conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990, as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out otherwise than in complete accordance with the submitted application details received by the Local Planning Authority as follows:

- Application Form
- Proposed Floor Plans, Elevations, Drg No. 25010-DSA-ZZ-ZZ-DR-A-003 Rev P06
- Proposed Site Layout, Drg No. 25010-DSA-ZZ-GF-DR-A-002 Rev P01
- Highway Modifications, Drg No. 2552-600 Rev A
- Tree Constraints Plan, Drg No. 80737-5-01 Rev 0
- Detailed Soft Landscape Proposals, Drg No. BEA-26-019-01 Rev P01
- Internal Daylight Assessment
- Design and Access Statement
- All received by the Local Planning Authority on 14/04/26

Reason: To ensure a satisfactory form of development in accordance with Policies DM1 and DM10 of the adopted Site Allocations and Development Management Policies Development Plan Document (2016).

3. No part of the development shall be occupied until such time as details of the removal and (if necessary) relocation of all existing Ratby Surgery signage to the former doctor's surgery has been submitted to and agreed in writing by the Local Planning Authority. Thereafter, the agreed details shall be implemented in full prior to the occupation of any dwelling.

Reason: To mitigate the impact of the development, in the general interests of highway safety and in accordance with the National Planning Policy Framework (2024).

4. No part of the development hereby permitted shall be occupied until such time as the access arrangements (including the reinstatement of dropped kerbs

where required) shown on Shaw Savage Ltd drawing number 2552-600 Rev. A have been implemented in full.

Reason: To ensure that vehicles entering and leaving the site may pass each other clear of the highway, in a slow and controlled manner, in the interests of general highway safety and in accordance with the National Planning Policy Framework (2024).

5. No part of the development hereby permitted shall be occupied until such time as vehicular visibility splays of 2.4 metres by 30 metres in a north-easterly direction and 2.4 metres by 33 metres in a south-westerly direction have been provided at the site access. These shall thereafter be permanently maintained with nothing within those splays higher than 0.6 metres above the level of the adjacent highway.

Reason: To afford adequate visibility at the access in the interests of highway safety and in accordance with the National Planning Policy Framework (2024).

6. No part of the development hereby permitted shall be occupied until such time as 1.0 metre by 1.0 metre pedestrian visibility splays have been provided on both sides of the access, with nothing within those splays higher than 0.6 metres, and thereafter maintained in perpetuity.

Reason: In the interests of pedestrian safety and in accordance with the National Planning Policy Framework (2024).

7. The development hereby permitted shall not be occupied until such time as the parking facilities have been implemented in accordance with DSA drawing number 25010 DSA ZZ GF DR A 002 Rev. P01. Thereafter the onsite parking provision shall be kept available for such use in perpetuity.

Reason: To ensure adequate off-street parking provision in the interests of highway safety and in accordance with the National Planning Policy Framework (2024).

8. The development hereby permitted shall not be occupied until such time as the access drive (and any turning space) has been surfaced with a hard bound material (not loose aggregate) for a distance of at least five metres behind the highway boundary and thereafter maintained.

Reason: To prevent loose material being deposited on the highway in the interests of highway safety and in accordance with the National Planning Policy Framework (2024).

9. No part of the development hereby permitted shall be occupied until such time as site drainage details have been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall ensure that surface water does not discharge onto the public highway and shall thereafter be maintained.

Reason: To prevent surface water from affecting the highway in the interests of safety and in accordance with the National Planning Policy Framework (2024).

10. Development shall not begin until a scheme to provide a sustainable surface water drainage system in accordance with the Sustainable Drainage Strategy dated February 2026 has been submitted to and approved by the Local Planning Authority, and the scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

Reason: To ensure a satisfactory form of development in accordance with Policy DM7 of the adopted Site Allocations and Development Management Policies Development Plan Document (2016).

a. **Notes to Applicant:**

1. The approved development may require Building Regulations Approval, for further information please contact the Building Control team via e-mail at building.control@blaby.gov.uk or call 0116 272 7533.
2. Planning permission does not grant approval to carry out works on the public highway. Separate consent will be required from the Local Highway Authority, likely in the form of a Section 184 permit or Section 278 agreement. Early contact with the Highway Authority is advised, and commuted sums may be required for future maintenance.