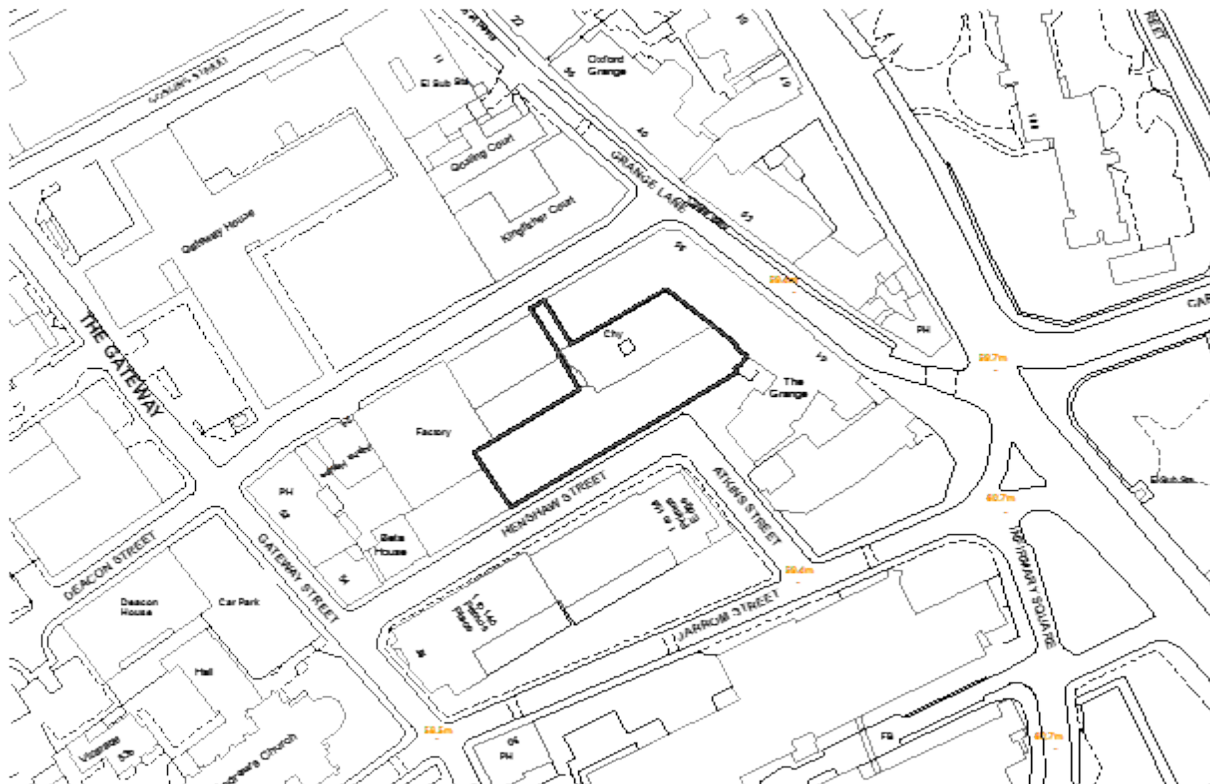


<b>Recommendation: Conditional approval</b>	
<b>20250997</b>	<b>15 Henshaw Street, Chevron Court</b>
Proposal:	Construction of 3-storey extension to 2-storey part of building to provide 32 additional student accommodation units (sui generis); (Amendments received)(s106 agreement)
Applicant:	15 Henshaw St Limited
View application and responses:	<a href="https://planning.leicester.gov.uk/Planning/Display/20250997">https://planning.leicester.gov.uk/Planning/Display/20250997</a>
Expiry Date:	19 November 2025
CY1	WARD: Castle



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## Summary

- This application has been brought to committee due to the objection from the Conservation Advisory Panel.
- The application is for an upwards extension of 3 storeys to provide 32 additional student flats.
- The main concern is the impact of the extension on the Grade II Listed Building
- The application is recommended for approval subject to conditions and a s106 agreement to secure contributions for open space and the NHS.

## The Site

The application relates to a 2-4 storey block of 57 student flats fronting Henshaw Street with rear access onto Deacon Street.

The site is Grade II Listed, within an Archaeological Alert Area. Forming part of the listing, there is a freestanding chimney to the rear. The site is also within a Critical Drainage Area.

Only the existing four storey part of the building has a basement. This is mostly underutilised at present, the majority used to store excess furniture and hold the plant equipment and a small area designated for laundry space. The rest of the building contains the following number of student flats totalling 53 studios and 4 cluster flats:

- 13 studio flats and 2 cluster flats (consisting of 2 and 3 bedrooms respectively) at ground floor level
- 15 studio flats and 2 cluster flats (consisting of 2 and 3 bedrooms respectively) at first floor level
- 11 studio flats at second floor level
- 14 studio flats at third floor level

In the rear courtyard there are 3 standard parking spaces and one disabled parking space, along with a bin store adjacent to the freestanding chimney.

With reference to the current 2014 Core Strategy and saved 2006 Local Plan the site is situated within the Central Commercial Zone and Strategic Regeneration Area.

With reference to the emerging Local Plan the site is located within the Central Development Area which is split into 9 sub-areas. The site is in sub-area 6: "Leicester Royal Infirmary & De Montfort University". It is also within the City Centre but outside of the Central Shopping Core.

## Background

Historically the application site was an industrial use. However, an application was submitted was approved in 2013 for a change of use from storage and construct an additional second and third floor to Henshaw Street elevation to form forty-four flats (class C3) Applications 20132289 and 20132298 but this was not implemented.

In 2016 the change of use from storage (class b8) to 56 student flats (53 x 1 bed, 2 x 2 bed, 1 x 3 bed) (Sui generis) Applications 20160299 and 20160300 was implemented. The site is now known as Chevron Court.

To the south-west, adjoining the subject site and fronting Henshaw Street is the mid-20th century N. S. Waites building, that obtained consent in Autumn 2024 for a 3-storey upward extension for student accommodation (Application 20221582). Works have not yet been implemented and at current this is still a factory (Use Class B2), albeit vacant.

To the north-west, adjoining the subject site is 20 Deacon Street, another industrial use but for storage (Use Class B8). Despite permission being granted for 24 flats and associated parking (Application 20232288), this was not implemented.

Encompassing the application site to the north and the east fronting Deacon Street, Grange Lane, and Atkins Street is The Grange, implemented as cluster and studio student flats in 2002-2004 (20012028, 20021375, and 20040872).

There is a listed building consent application associated with this full application (application 20251001). This is also being presented to the Planning Committee.

## The Proposal

The application seeks permission for the construction of a 3 storey extension over the existing 2 storey element to provide 32 additional student studio flats. This would bring the total number of units in the building to 85 studios and 4 cluster flats (with a total of 10 bedrooms over the 4 flats). The layout to the existing flats is not proposed to change.

The following changes are proposed on each floor:

**BASEMENT** – the storage area would be reduced and 156m<sup>2</sup> of amenity space provided along with an enlarged bike store and relocated laundry and plant rooms. This would result in the removal of one stud wall.

**GROUND FLOOR AND FIRST FLOOR** – Alterations to the front elevation to facilitate a second entrance on the western side of the front elevation, along with internal alterations to the staircase to west of building to extend landing space and installation of a lift.

**SECOND FLOOR AND THIRD FLOOR** – removal of roof on two storey part of the building and construction of a 24 student flats. 22 of the flats would measure between 22-23m<sup>2</sup> and the other 2 would measure 51m<sup>2</sup>. The layout of the flats would be the same across the two floors.

The extension would mostly cover the footprint of the two-storey part of the building measuring approximately 407.4m<sup>2</sup> on each floor and have a setback of just under 1.6m from Henshaw Street and an overhang at the rear by around 1.4m. The extension is proposed to have a deep blue aluminium frame and glass blocks for these two storeys.

**FOURTH FLOOR** – addition of a smaller extension (mansard roof) with a footprint of approximately 290m<sup>2</sup> to provide 8 student flats measuring 21-22m<sup>2</sup> each. The extension would be made of grey cladding with the majority of the extension would having a setback of 2m from both the front and rear elevations with a scope for a green roof over the third floor roof areas.

With reference to the Accurate Visual Representations provided, the fourth floor would not be visible from the public realm. To the rear at the west of the building would be a plant room with 2 air source heat pumps.

**ROOF** – the installation of solar panels to the new fourth floor roof.

All bin storage for the existing 62 rooms are located in the Courtyard area at the northern edge of the site. This will be increased to meet the requirements of the

additional 34 students. Provision is also made in the courtyard for additional cycle provision.

The following documents have been submitted with the application:

- Planning Statement
- Statement of student need
- Floor space schedule
- Materials Schedule
- Design and Access Statement (this includes the previous options for the façades design considered prior to this application being submitted)
- Townscape Visual Impact Assessment including Accurate Visual Representations (AVRs) along Henshaw Street
- Preliminary Structural Feasibility Report
- Heritage Statement
- Noise report
- TM59 Overheating Analysis
- Internal Daylight and Sunlight Report
- Transport Statement
- Travel Plan
- Travel Plan Welcome Pack
- Travel Plan Addendum
- Energy and Sustainability Report
- Schedule of Works and Method Statement
- Energy and Sustainability Report
- Fire Statement

Amendments were received on the 7<sup>th</sup> October providing a Travel Plan for the scheme. A further addendum and copy of welcome pack to be submitted to residents was submitted on the 27<sup>th</sup> October. An overheating assessment was received on the 17<sup>th</sup> November along with further justification via email on the 20<sup>th</sup> and 25<sup>th</sup> November. A new set of plans was also provided on the 17<sup>th</sup> November adding more dimensions, additional details of the manufacturers for the proposed materials, and the locations of the Air Source Heat Pumps.

## Policy Considerations

### National Planning Policy Framework 2024

Paragraph 2 (Primacy of development plan)

Paragraph 11 (Sustainable development)

Paragraph 39 (Early engagement)

Paragraph 44 (Right information crucial)

Paragraphs 56-58 (Planning conditions and obligations)

Paragraph 61 (Housing supply)

Paragraph 63 (Housing size, type and tenure)

Paragraph 73 (Small housing sites)

Paragraph 109 (Transport impacts and patterns)

Paragraph 115 (Assessing transport issues)

Paragraph 116 (Unacceptable highways impact)

Paragraph 117 (Highways requirements for development)

Paragraph 118 (Travel Plan)  
 Paragraph 124 and 125 (Effective use of land for homes/other uses)  
 Paragraph 129 (Achieving appropriate densities)  
 Paragraph 131 (High quality and sustainable buildings)  
 Paragraph 135 (Good design and amenity)  
 Paragraph 137 (Design evolution)  
 Paragraph 139 (Design decisions)  
 Paragraph 140 (Clear and accurate plans)  
 Paragraph 161 (Net zero target/climate impacts)  
 Paragraph 163 (Mitigate/adapt to climate change)  
 Paragraph 164 (Sustainably planned development)  
 Paragraph 165 (Minimise energy consumption)  
 Paragraph 167 (Sustainable heating e.g. heat pumps)  
 Paragraph 168 (Renewable/low carbon energy developments)  
 Paragraph 187 (Natural environment considerations)  
 Paragraph 198 (Noise and light pollution)  
 Paragraph 200 (Agent of change)  
 Paragraph 201 (Planning decisions separate from other regimes)  
 Paragraph 202 (Heritage as an irreplaceable resource)  
 Paragraph 207 (Heritage statement)  
 Paragraph 208 (Considering impact on heritage assets)  
 Paragraph 210 (Sustaining significance of heritage assets)  
 Paragraph 212 (Conservation of designated heritage assets)  
 Paragraph 213 (Clear & convincing justification for heritage impacts)  
 Paragraph 214 (Substantial harm considerations)  
 Paragraph 215 (Less than substantial harm)  
 Paragraph 219 (Positive contribution to heritage assets)

#### Core Strategy 2014 and Local Plan 2006

Development plan policies relevant to this application are listed at the end of this report.

#### Emerging Local Plan

In September 2023, the new Local Plan was to the Secretary of State, for an independent examination. Public Examination hearings were subsequently held at the end of 2024 and following the hearings, the Inspectors agreed that Leicester city Council could proceed to consult on a number of amendments discussed at the Examination ('main modifications'), to make the plan sound. The modifications are detailed and include changes to a high number of the policies. Public consultation on the main modifications took place from the 10<sup>th</sup> June and ended on the 29<sup>th</sup> July. The consultation responses have been sent back to the Planning Inspectors for consideration and the Council is awaiting the final report. For this reason, it is considered that the Local Plan would carry moderate weight, particularly for those policies that have not undergone significant changes.

#### Further Relevant Documents

Climate Change SPD (January 2011)  
 Green space SPD and calculations documents adopted April 2011 (revised July 2013)  
 Student housing SPD (June 2012)  
 Residential amenity SPD (February 2008)

Local Housing Needs Assessment (LHNA) 2022  
Leicester City Council – Leicester Street Design Guide 2020  
Local Plan Appendix 001 – Vehicle Parking Standards  
The National Heritage List for England  
Planning (Listed Buildings and Conservation Areas) Act 1990

## Consultations

HISTORIC ENGLAND (HE) – no objections subject to a condition ensuring that the iron frame structure in the existing two storey section is retained. Matters pertaining Specific detailing, such as materials, glazing finishes, and fixtures to ensure the detail, quality and execution of the intended approach is achieved is deferred to the Local Planning Authority's Conservation Officer.

NOISE POLLUTION – no objections to the amended scheme subject to conditions securing the mitigations regarding trickle vents are implemented and other recommendations as stated in the noise acoustic impact.

LOCAL HIGHWAY AUTHORITY – no objections subject to conditions securing a construction method statement prior to the commencement of works, ensuring any damage to the highway is reinstated, compliance with the travel plan received 7<sup>th</sup> October, cycle parking in accordance with the proposed plans, and compliance with the student management plan approved under application 20160299).

SUSTAINABILITY – no objection subject to a condition securing full design details of on-site installations to provide energy efficiency measures, in accordance with the information provided within the Energy and Sustainability Report, and evidence demonstrating satisfactory operation of the approved scheme.

HEALTH AND SAFETY EXECUTIVE (PLANNING GATEWAY ONE) – no comments to make

NHS ICB – Request financial contribution of £12,800.00 to develop GP surgeries, or alternatively use the contribution towards other Primary/Community healthcare infrastructure that will be directly impacted due to the increase in population linked to this housing development. For example, a new healthcare facility.

PARKS AND GREEN SPACES – requests a contribution of £20,405 in line with the Green Space SPD to be used towards the following open space improvements:

- for landscaping works/replanting of the section of New Walk above the railway bridge and Waterloo Way
- for the provision of obstacle course fitness equipment at Nelson Mandela Park

WASTE MANAGEMENT – request that stores must be accessible, well-lit and ventilated, have a cleanable floor, and suitable drainage. Requests there must be level access to the bins and doors must be able to be secured in the open position during collections.

## Representations

The application was taken to the Conservation Advisory Panel for review who in turn objected to the scheme. A summary of their discussion is below:

*Panellists began by emphasising the architectural quality of the host building, notably its symmetry, expression of materials and composition, in addition to its status as Leicester's first metal-framed building the importance of its chimney. Some members remarked that the standard of the application was inadequate, with information relating to the interior of the building and the existing roof structure lacking, and the opinion that the elevation plans failed to accurately illustrate the proposed development. Regarding the proposed extension itself, there was consensus among members that the design failed to respect the character and quality of the host building, such as the scale of its openings and special architectural interest. Criticism was levelled at the choice of materials, particularly the glass blocks and how these would sit uncomfortably against the existing fenestration, as well as concerns over the positioning of the solar panels. Other problems identified included the setback and overhang of the extension to the front and rear of the building respectively, the impact of additional loading and loss of light on the lower floors. All of these issues led panellists to conclude that the principle of extending the building was in itself problematic. The conclusion was that the proposed extension was not good enough and questions were raised over the principle of development.*

## Consideration

### Principle of Development

The application proposes to extend the existing student use on site. The principle of the development is considered acceptable given the existing use however there are also the criteria listed within the adopted Student Accommodation SPD which need to be considered which include:

The criteria for purpose-built student accommodation proposals contained in the Student Accommodation SPD should be met. These are:

- (a) The development meets an identified need for the type of accommodation proposed;
- (b) Development will be encouraged within reasonable walking distance of the two university campuses;
- (c) The scale of the development, including height and massing of the buildings, should be designed to not adversely conflict with adjacent properties or the general residential environment of the surrounding area;
- (d) When considered with existing nearby student housing provision, the development should not have an unacceptable cumulative impact upon surrounding residential neighbourhoods;
- (e) The layout, standards and facilities provided in the development ensure a positive living experience; and
- (f) Appropriate management is in place to minimise potential negative impacts from occupants or the development on surrounding properties and neighbourhoods, and to create a positive and safe living environment for students.

This is also emphasised in Core Strategy Policy CS06.

Criterion (a) is met as the applicant has demonstrated in the Student Need Statement that there is demand for additional purpose-built student accommodation in the city. This is also evidenced within the draft Local Plan wherein Policy SL01 (Location of Development) states provision of 4,800 student accommodation units over the plan period (up to 2036).

Criteria (b) is met as the location of the development is within walking distance of the city's universities.

Due to the proximity of De Montfort University, the site is in an area that already contains a number of purpose-built student accommodation developments. However, the wider area is also one in which there is a healthy mix of uses including retail, residential, employment, recreational, and other city centre uses. It is considered that the proposed development would not lead to an imbalance in uses. Therefore, criterion (d) is met.

Regarding criterion (f), a Management Plan has not been submitted with the application. One is however already in place for the existing accommodation, and this can be updated via condition to be extended to include the new units prior to their occupation.

Consideration regarding criteria (c) and (e) can be found in the design and living conditions sections below.

Core Strategy Policy CS08 states that the Council will support and work with NHS organisations to enable the development of health facilities in new development areas and elsewhere where they are needed and with primary care providers to ensure an equitable distribution of primary care facilities across the City. To ensure that the health and well-being of the local community is protected, the ICB maintains that S106 funding is essential to help mitigate the impact/support the needs arising from the forecasted increase in population and that developer contributions are justified for use to increase access to NHS primary care services by improving patient capacity and flow. The proposal would likely increase the nearest GP practice (De Montford Surgery) by 1%. As such the NHS has calculated £12,800 will be needed in contributions to provide additional consultation and treatment facilities/ appointments for the proposed residents. This can be secured via a s106 agreement.

#### Character, Design and Impact on the Listed Building

Policy CS03 of the Leicester Core Strategy (2014) states that high quality, well designed developments that contribute positively to the character and appearance of the local built environment are expected. It goes on to require development to respond positively to the surroundings and to be appropriate to the local setting and context and to contribute positively to an area's character and appearance in terms of *inter alia* urban form and high-quality architecture. Saved Policy PS10 of the Local Plan (2006) sets out a number of amenity factors to be taken into account when determining planning applications including the visual quality of the area and the ability of the area to assimilate development. The Student Housing SPD states the scale of the student



development, including height and massing of the buildings, should be designed to not adversely conflict with adjacent properties or the general residential environment of the surrounding area.

#### *Heritage consideration*

The proposed works would have the potential to affect the significance of a Grade II listed building, former Elastic Webbing Factory, and the significance that the Grade II\* Church of St Andrew derives from its setting. Policy CS18 of the Leicester Core Strategy (2014) commits the Council to protect and seek opportunities to enhance the historic environment, including the character and setting of designated heritage assets. The Policy goes on to support new development to create attractive spaces and places and encourage contemporary design rather than pastiche replicas.

Grade II\* St Andrews Church is situated on Jarrom Street to the south-west of Henshaw Street however due to its siting the proposed development would cause a negligible level of less than substantial harm to the significance St Andrews derives from its setting.

The upward extensions would be on the two-storey section of the Luke Turner and Company former Elastic Webbing Factory. The building is an early example of an exposed iron frame structure and is a surviving example of the prosperous hosiery and clothing trades in Leicester during the 19th century. The building's special interest is reflected in its Grade II designation. Historic England has requested a condition ensuring this frame is retained which I consider can be conditioned should the application be approved. The roof on this section of the building is modern and adds little to the character and appearance of the Listed Building. The compartmentalised form of the building would mean there would be relatively little loss of historic material from the proposed upwards extension, with the primary change being the removal of the less significant flat roof and some changes relating to access points. The alteration to the entrance at ground floor level in the original part of the building would be the largest change to the historic fabric of the listed building. However, this part of the elevation has already been altered and the changes would represent limited loss of historic material.

The subordinate section of the factory building would be lost however the considered design choices comprising the retention of the iron frame structure and the appearance and form of the proposed extension would reflect the grain and harmony of the existing building in a contemporary manner. There would be some harm to the significance of the Grade II listed building, but Historic England and the Building Conservation Officer consider this would be at a lower level of less than substantial harm.

Some members of CAP remarked that the standard of the application was inadequate, with information relating to the interior of the building and the existing roof structure lacking. A Structural Survey has been submitted that evidences the upwards extension will be compatible with the lower storeys in terms of weight distribution and will not compromise the more significant building features below. A further document details the general approach for building works. Although this is quite general in terms of detail, there are limited works proposed within the internal spaces of the Listed

Building or to its main external faces. There are also limited works proposed to the wider landscaped spaces. As such the level of information provided is acceptable.

### *Design Considerations*

The design proposed is legibly modern but is considered to be a positive, robust and responsive approach to the historic context in this case.

The new materiality and detailed design would therefore represent an improvement over the existing presentation which is a significant material consideration to be weighed in the planning balance.

Aspects are well considered in terms of reducing its visual impact. As can be seen in chapter 4.3 of the Design and Access Statement, the design has evolved through pre-application engagement with the heritage and urban design officers to remove more harmful elements such as the previously proposed flush fronting third storey detail, which overpowered the host building. The lower parts of the upwards extension now feature a modest setback from the established building line and have a narrow shadow gap feature at the horizontal join to the adjacent older upper storeys. A further setback is proposed for the top storey, and which with reference from the AVRs this would not be visible from key views in the public realm and therefore raises little concern of its impact on the streetscene and listed building.

On the rear, similar efforts have been made to enhance the design in the context of existing heritage features, which help to make the extension appear more subservient in scale to the host building. However, on this elevation the upper form partially cantilevers out, making it more dominant visually. Although viewed through the more private courtyard space to the rear, the Listed Building has a significance that is derived from its three-dimensional form as a set piece of architecture and this relationship is harmful, though considered less than substantial harm. Paragraph 215 of the NPPF states that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use." I consider the harm is outweighed by the public benefits of providing additional needed student accommodation and intensifying an underutilised in a sustainable location of the city.

I consider the elevational treatment to be well considered and present a material palette that gives contrast with the host building while taking inspiration from aspects of it. The patterns created with the mix of features gives a degree of visual interest and successfully breaks down the mass. The detail, such as the use of integral glass blocks within the 'solid' parts of the elevations, does need to be demonstrated more and I would request a sample panels are produced on site showing the range of features as a condition on any approval. The panel areas are outlined in red on the two images below.



Figures 1 and 2 (Sample Panel Locations)

Although aspects of the scheme have merit from a heritage perspective, there will be some harm to the significance of the heritage asset from the imposition of a large new mass onto the lower part of the building complex but this would be less than substantial harm. I consider the detailed design and materiality to have helped reduce the visual impact and impact on historic material and will establish a high quality benchmark in line with paragraph 140 of the NPPF. However in order to ensure this is carried through to the development phase I consider a condition would be needed for a full size panel that includes a full window, the glass block panel to the side and below the window, the PPC aluminium profiles that encase the window and glass blocks to be reviewed on site by officers prior to the construction of the extension.

I conclude that the proposal would comply with policy CS03 and CS18 of the Core Strategy (2014), saved policy PS10 of the Local Plan (2006), and the Student Housing SPD, and is acceptable in terms of design and the character and appearance of the area including the designated heritage assets.

#### Residential amenity (neighbouring properties)

Policy CS03 of the Leicester Core Strategy (2014) states that development must respond positively to the surroundings and be appropriate to the local setting and context. Saved Policy PS10 of the Local Plan (2006) sets out a number of amenity factors to be taken into account when determining planning applications, including the visual quality of the area, privacy and overshadowing, and the ability of the area to assimilate development.

As noted in the planning history section, the site is bordered by student accommodation (The Grange) to the north and east of the site. At its nearest point, the development would sit 10m away which is considered acceptable given this is an existing situation, and along with the fact that both uses are transient in nature and within the City Centre.

I conclude that the proposal would comply with policy CS03 of the Core Strategy (2014), saved policies PS10 and H07 of the Local Plan (2006), and is acceptable in terms of amenity to neighbouring properties.

#### Living Conditions

Saved Policy PS10 of the Local Plan (2006) sets out a number of amenity factors to be taken into account when determining planning applications. Saved Policy H07 emphasises this for flats in particular. The Student Housing SPD states the layout, standards and facilities provided in student accommodation should ensure a positive living experience.

#### *Light, Outlook, and Privacy*

Concerns were raised by CAP regarding the overhang and its impact on light to occupants of the lower floors. There is already an overhang created by the existing roof, as such I do not consider the levels of natural light to be unacceptable. As mentioned in the residential amenity section, the separation distance between the Grange and this development is considered to be acceptable.

An additional access is proposed for the occupants on the western side of the front elevation facing Henshaw Street. The students would continue to have good natural surveillance when entering and exiting the site which is welcome.

#### *Space and Access*

National Space standards do not exist for student accommodation.

The flats proposed are mostly 21-23m<sup>2</sup> internally with two exceeding 50m<sup>2</sup>. A communal area measuring 156m<sup>2</sup> for occupants which is welcomed for both existing and proposed occupants given there is currently no such communal space. I consider this should be secured via condition to be carried out prior to the occupation of the new flats.

The private spaces for students are considered to be an acceptable size when taking into account the generous communal area and compared to other units in the city. I am mindful, however, that this would not be considered acceptable for less transient types of residential accommodation such as standard Class C3 flats. As such I consider it appropriate that a condition is secured to ensure the rooms would only be let out to students. This would be consistent with the initial permission approved in 2016.

The Student Housing SPD advises that for all new purpose-built student accommodation, the Council will expect adequate provision of open space to be provided on-site. However, no external amenity space has been provisioned.

To offset this, a contribution of £20,405 in line with the Green Space SPD will be required to be used towards the following open space improvements:

- for landscaping works/replanting of the section of New Walk above the railway bridge and Waterloo Way
- for the provision of obstacle course fitness equipment at Nelson Mandela Park

I consider this can be secured via a section 106 agreement.

#### *Waste Storage –*

All bins for the existing 62 rooms were located in the Courtyard area, next to the chimneystack, with direct access from Deacon Street. The numbers will be enhanced to meet the requirements of the additional 33 students. In amended plans the bin store has been removed and bins are located at the northern part of the courtyard and do not appear to have a specific designated area or store provided. I do not consider this would be an appropriate long-term scenario and consider that a condition to require details of a new proposed bin store that meets Leicester City Council's Waste Management Guidance shall be submitted to and approved in writing by the Local Planning Authority within 1 year of first occupation for the new units.

#### *Noise –*

The Noise Impact report states the average noise level during the day is 55dB(A) and at night it is 52dB(A). The external level of 52dB(A) at night is high especially as the premises is in close relation to the hospital. It is likely the residents would be affected by intermittent siren noise as this reflected in the Lamax data provided and would need to keep windows closed. Objections were initially raised by the Environmental Health Team who requested an overheating survey and further details regarding air source heat pumps to ensure that the rooms would not result in overheating. In amendments the agent however has demonstrated the application meets the Approved Document O (ADO) and BS8233:2014 guidelines there are no further objections as long as the mitigations regarding trickle vents are implemented and other recommendations as stated in the noise acoustic impact.

I conclude that the proposal would comply with policy CS03 of the Core Strategy (2014), saved policies PS10 and H07 of the Local Plan (2006), and is acceptable in terms of living conditions for the existing and proposed occupiers.

#### Highways and Parking

Core Strategy Policy CS14 states development should be easily accessible to all future users, including those with limited mobility, both from within the City and the wider sub region. It should be accessible by alternative means of travel to the car, promoting sustainable modes of transport such as public transport, cycling and walking and be located to minimise the need to travel. Core Strategy Policy CS15 further emphasises this by managing demand for car use and requiring a travel plan with all major developments, and requiring high quality cycle parking.

Saved Policy AM02 states that AM12 states level of cycle and car parking for residential development shall be determined in accordance with Appendix 01 referenced above.

The proposed development site is located on Henshaw Street, a two-way, single carriageway road subject to a 20mph speed limit with footways on both sides of the road. There are parking prohibitions on Henshaw Street and a few allocated on-street parking bays which are subject to waiting restrictions. The site also has access from Deacon Street through buildings outside the application site.

The site is in a sustainable location with easy access to the city centre, local services, facilities, amenities, and public transport routes. It is in close proximity to other student accommodation, De Montfort University, the University of Leicester and Leicester

Royal Infirmary. However, the increase in accommodation will obviously generate an increase in traffic associated with the building. In view of the sustainable location and tenure of the building this does not cause concern. However, to minimise any impact on highway conditions resulting from the additional flats, a Travel Plan Statement and Travel pack were requested by condition by the Local Highway Authority but submitted as amendments under this application. The Travel Plan Officer is satisfied with the details within these documents.

The development includes the expansion and upgrading of the existing cycle parking facility in the building's basement to provide 20 cycle parking spaces in addition to the 36 spaces currently available. The Local Highway Authority have requested this is secured via condition.

In addition, the Local Highway Authority has requested that the Student Management Plan, approved and conditioned under the previous application, should be extended to the whole to the building. This included a requirement to manage arrival and departure dates and times to control traffic at the beginning and end of terms when vehicle movements are likely to be at their height.

While works are ongoing there will be impacts to the public highway, particularly in this instance due to the proximity of the building to the public highway and the works being high level. The Local Highway Officer therefore has also requested conditions for a Construction Method Statement and details of any repairs needed to the Highway if damage occurs during the development phase.

With these conditions, which I consider meet the six tests outlined within the National Planning Policy Framework, I conclude that the proposal would comply with policies CS14 and CS15 of the Core Strategy (2014) and would not conflict with saved policies AM01, AM02, AM12 of the Local Plan (2006), and is acceptable in terms of highway impact and parking.

### Sustainability

Core Strategy Policy CS02 states that all development must mitigate and adapt to climate change and reduce greenhouse gas emissions. This is further emphasised in the adopted Climate Change SPD and in draft policies CCFR01 (sustainable Design and Construction), CCFR02 (energy statement), and CCFR03 (Low Carbon Heating and Cooling).

A Sustainable Energy Statement has been submitted with the application. There are a few design aspects that are less than ideal from a sustainability standpoint, however the design process is well laid out and the resulting plans, energy efficiency solutions and overall building emission rate are acceptable given the challenges associated with extending a Grade II listed building.

The proposed U-values for the fabric elements and the air-permeability value for this development are set out in comparison with the values for the notional building and the limiting parameters under the Building Regulations Part L 2021. Whilst three of the five proposed values do not meet the notional values, they do meet the limiting parameters. Considering the limitations inherent in extending a Grade II listed building

along with the effort made to improve the energy performance of the building these proposed values are acceptable.

Air source heat pumps will be installed for space heating whilst the gas fired domestic hot water system will be extended to supply the additional requirements. Whilst not ideal, the design options are clearly laid out and the decision to go for a hybrid design for heating and hot water in the building extension is acceptable in this scenario. The inclusion of ASHP for space heating is welcomed. There is no commitment to the installation of any other low carbon technology, but a desire is expressed to add a PV array to the new development in the future and this has been shown on the roof plan. The full details of this can be determined though the condition requested by the Sustainability Officer.

An energy Hierarchy Assessment adapted from Energy and Sustainability Report is included and the efforts made to improve the energy efficiency within the previously mentioned design limitations are acceptable.

With the recommended condition included to finalise details pertaining to sustainability, I conclude that the proposal would comply with policy CS02 of the Core Strategy (2014) and is acceptable in terms of sustainable design.

#### Nature conservation/Trees/landscaping

Policy CS17 of the 2014 Core Strategy states that development shall maintain, enhance, and/or strengthen connections for wildlife, by creation of new habitats, both within and beyond the identified biodiversity network. In considering the potential impact of development on wildlife, the Council will require ecological surveys and assessments of the site to be undertaken where appropriate to establish the presence or absence of protected species or habitats of particular value prior to any development taking place.

The agent has submitted a Preliminary Ecological Appraisal and Roost Assessment (Arbtech, June 2025) which is acceptable. The report confirms that the site is dominated by a large building, with an area of unvegetated hard surface, and therefore the site is assessed as having low ecological value. The proposal will not impact any vegetated habitat and it is situated within a highly urban area, as such, the proposal will have minimal impact on biodiversity and is exempt from mandatory biodiversity net gain. The PRA element of the report confirms that building B1 has been assessed as having negligible habitat value for roosting bats and no further surveys have been recommended; this is acceptable.

The ecologist has recommended the installation of 1 x bat box and 1 x bird box within the building design and recommended a validity period of 18 months for the PEA/PRA. This is acceptable and can be secured via condition in any planning permission granted.

With both these conditions, I conclude that the proposal would comply with 2014 Core Strategy policy CS17, and is acceptable in terms of biodiversity.

## Conclusion

The proposal would make a meaningful and welcome contribution to Leicester's housing need target through student housing with thirty-two additional units being provided for students on site and improving amenity areas for residents in the existing accommodation. Despite the site being restricted by its listed status, positive attempts have also been made to improve the sustainability of the building and provide ecological enhancements. Mitigation has been proposed to improve GP facilities, open space, noise impacts to proposed residents, and ensure there is no unacceptable impact to the highway.

I therefore recommend that the application be APPROVED subject to the following conditions and a s106 agreement securing £12,800 and £20,405 of contributions for the NHs and for open space within Leicester:

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### 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 flats shall only be occupied by students enrolled on courses at further and higher education establishments or students working at a medical or educational institution, as part of their medical or education course. The owner, landlord, or authority in control of the development shall keep an up to date register of the name of each person in occupation of the development together with course(s) attended, and shall make the register available for inspection by the Local Planning Authority. (To enable the Local Planning Authority to consider the need for affordable housing and impact on living conditions for less transient types of accommodation in accordance with saved Local Plan policies PS10, H07 and Core Strategy Policies CS06 and CS07)
3. Prior to the occupation of the proposed accommodation a new or updated Student Management Plan shall be submitted to and approved in writing by the local planning authority. The development hereby permitted shall at all times be managed and operated in full accordance with the revised/ new Student Management Plan. (To ensure the development is properly managed so as to minimise the effect on the surrounding area and in the interests of the safety and security of its occupiers in accordance with saved policies AM01 and PS10 of the City of Leicester Local Plan and Core Strategy policies CS03, CS06, and CS15).
4. The iron frame structure in the existing two storey section shall be retained as indicated in the approved plans. (To ensure the preservation of the Grade II Listed Building and in accordance with Core Strategy policy CS18.)



5. Notwithstanding the approved plans, prior to the commencement of development the following details shall be submitted to and approved in writing by the local planning authority:
  - i) a materials schedule for all materials to be used in the development, including the product and manufacturer specification;
  - ii) Sample panel drawings (at 1:20 scale) showing the proposed materials. The sample panel drawings shall be of the part of the elevations outlined in red on figures 1 and 2 in the officers report for this application; and
  - iii) The sample panels shall be constructed in accordance with the approved drawings agreed under part (i) and (ii) above. The samples shall be made available on site for inspection by officers, with a photo of the constructed sample being made available at the point of submission.No works shall be carried out other than in accordance with these approved details. (In the interests of visual amenity and to preserve the character of the Listed Building and in accordance with policies CS03 and CS18 of the Core Strategy. To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition.)
6. The development shall be carried out in accordance with the following details outlined in the Noise Impact Report '30330.NIA.01' revision B, received on the 20th August 2025:
  - A proposed window system that meets the attenuation figures shown at each centre frequency band as shown in Table 5.2.
  - Ventilation that complies with either ADF 1, 3, or 4 as shown in table 6.1.(To ensure the development provides satisfactory living conditions for residents in regards to noise and ventilation in accordance with saved Local Plan policies H07 and PS10.)
7. Prior to the occupation of the proposed flats, the proposed communal space situated in the basement shall be brought into use and retained thereafter as open to residents of the whole building. (To secure additional amenity space for the existing and proposed occupants of the flats and in accordance with saved policies PS10 and H07 of the City of Leicester Local Plan).
8. Should no landscaping scheme, separate to this application, be approved within 1 year of first occupation of the approved flats under this application, details of a new proposed bin store that meets Leicester City Council's Waste Management Guidance shall be submitted to and approved by the Local Planning Authority within 1 year of first occupation for the new units. The bin store shall be retained thereafter. (To ensure satisfactory waste storage for the existing and proposed occupants of the flats and in accordance with saved policies PS10 and H07 of the City of Leicester Local Plan).
9. No part of the development shall be occupied until secure and covered cycle parking has been provided in accordance with the approved drawings and retained thereafter. (In the interests of the satisfactory development of the site and in accordance with saved policies AM02 and H07 of the City of Leicester Local Plan).

10. The development shall be carried out in accordance with the timetable contained within the Travel Plan (prepared by Tutum Consulting reference 2025/0134/0598-04) received on the 7th October 2025. (To promote sustainable transport and in accordance with saved policies AM01, AM02, and AM11 of the City of Leicester Local Plan and policies CS14 and CS15 of the Core Strategy).
11. Prior to the commencement of development (including any works of demolition) a Construction Method Statement shall be submitted to and approved in writing by the local planning authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for: (i) the parking of vehicles of site operatives and visitors; (ii) the loading and unloading of plant and materials; (iii) the storage of plant and materials used in constructing the development; (iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; (v) wheel washing facilities; (vi) measures to control the emission of dust and dirt during construction; (vii) a scheme for recycling/disposing of waste resulting from demolition and construction works. (To ensure the satisfactory development of the site, and in accordance with saved policies AM01, UD06 of the City of Leicester Local Plan and Core Strategy policy CS03.)
12. Any damage to the public highway occurring during the construction phase of the works shall be reinstated in accordance with a scheme first submitted to and approved in writing in advance by the local planning authority. All street works shall be constructed in accordance with the Leicester Street Design Guide, June 2020. (To achieve a satisfactory form of development and in accordance with saved policy AM01 of the City of Leicester Local Plan and Core Strategy policy CS03.)
13. Prior to the commencement of development full design details of on-site installations to provide energy efficiency measures, in accordance with the submitted Energy and Sustainability Report shall be submitted to and approved in writing by the Planning Authority. The development shall be constructed in accordance with the approved details. No part of the development shall be occupied until evidence demonstrating satisfactory operation of the approved scheme including on-site installation has been submitted to and approved in writing by the City Council as Local Planning Authority. The installations shall be retained and maintained thereafter. (In the interests of securing carbon reduction and energy efficiency and in accordance with Core Strategy policy CS02). (To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition).
14. Should the development not commence within 18 months of the date of the last protected species survey (17/06/2025), then a further protected species survey shall be carried out of all buildings by a suitably qualified ecologist. The survey results and any revised mitigation shall be submitted to and agreed in writing with the local planning authority and any identified mitigation measures carried out in accordance with the approved plan. Thereafter the survey should be repeated every 18 months and any mitigation measures reviewed by the LPA

until the development commences. (To comply with the Wildlife and Countryside Act 1981 (as amended by the CRow Act 2000), the Habitat & Species Regulations 2017 and Core Strategy policy CS17).

15. No part of the development shall be occupied until 1 x bat box and 1 x bird box have been installed in accordance with the approved plans and maintained and retained thereafter. (To comply with the Wildlife and Countryside Act 1981 (as amended by the CRow Act 2000), the Habitat & Species Regulations 2017 and Core Strategy policy CS17).
16. Development shall be carried out in full accordance with the following approved plans:  
(00)003AP, Block Plan (Proposed), Revision C, Received 17 November 2025  
(10)301AE, Demolition Elevations - Front, Received 17 November 2025  
(10)302AE, Demolition Elevations - Rear, Revision C, Received 17 November 2025  
(10)101AP, Demolition Plans - First and Second Floors, Revision C, Received 17 November 2025  
(10)102AP, Demolition Plans - Third Floor and Roof, Revision C, Received 17 November 2025  
(10)201AS, Demolition Sections 1, Revision C, Received 17 November 2025  
(10)202AS, Demolition Sections 2 and 3, Received 17 November 2025  
(20)301AES, Elevations - Front, Revision C, Received 17 November 2025  
(20)311AE, Elevations - Front Contextual, Received 17 November 2025  
(20)302AE, Elevations - Rear, Revision C, Received 17 November 2025  
(20)312AE, Elevations - Rear Contextual, Revision C, Received 17 November 2025  
(20)100AP, Plans - Basement and Ground Floors, Received 17 November 2025  
(20)101AP, Plans - First and Second Floors, Received 17 November 2025  
(20)102AP, Plans - Third and Fourth Floors, Received 17 November 2025  
(20)103AP, Plans - Roof, Revision C, Received 17 November 2025  
(20)201AS, Section 1, Revision C, Received 17 November 2025  
(20)202AS, Section 2 and 3, Received 17 November 2025  
(20)212AS, Section 2 Contextual, , Received 17 November 2025  
(20)213AS, Section 3 Contextual, Revision C, Received 17 November 2025  
(20)501AD, Typical Bay 1 Section & Elevation Detail, Revision C, Received 17 November 2025  
(20)502AD, Typical Bay 2 Section & Elevation Detail, Revision C, Received 17 November 2025  
(For the avoidance of doubt).

#### NOTES FOR APPLICANT

1. This application should be read in conjunction with the approved Listed Building Consent application 20251001.
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.

3. Condition 3 refers to the existing Student Management Plan approved under application 20160299.
4. 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).

5. Leicester Street Design Guide (First Edition) has now replaced the 6Cs Design Guide (v2017) for street design and new development in Leicester. It provides design guidance on a wide range of highway related matters including access, parking, cycle storage. It also applies to Highways Act S38/278 applications and technical approval for the Leicester City highway authority area. The guide can be found at:

<https://www.leicester.gov.uk/your-council/city-mayor-peter-soulsby/key-strategy-documents/>

As this is a new document it will be kept under review. We therefore invite comments from users to assist us in the ongoing development of the guide.

The Highway Authority's permission is required under the Highways Act 1980 and the New Roads and Street Works Act 1991 for all works on or in the highway.

For new road construction or alterations to existing highway the developer must enter into an Agreement with the Highway Authority. For more information please contact [highwaysdc@leicester.gov.uk](mailto:highwaysdc@leicester.gov.uk).

6. With regards to the Travel Pack the contents of the pack are intended to raise the awareness and promote sustainable travel, in particularly for trips covering local amenities. The applicant should contact [highwaysdc@leicester.gov.uk](mailto:highwaysdc@leicester.gov.uk) for advice.

7. As the proposed development would involve works adjacent the highway boundary, any barriers, scaffolding, hoarding, footway closure etc. required for the works to be undertaken will require a licence. This should be applied for by emailing [Licensing@leicester.gov.uk](mailto:Licensing@leicester.gov.uk).

### **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_AM12	Levels of car parking for residential development will be determined in accordance with the standards in Appendix 01.
2006_H07	Criteria for the development of new flats and the conversion of existing buildings to self-contained flats.
2006_PS10	Criteria will be used to assess planning applications which concern the amenity of existing or proposed residents.
2014_CS02	Development must mitigate and adapt to climate change and reduce greenhouse gas emissions. The policy sets out principles which provide the climate change policy context for the City.
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_CS08	Neighbourhoods should be sustainable places that people choose to live and work in and where everyday facilities are available to local people. The policy sets out requirements for various neighbourhood areas in the City.
2014_CS13	The Council will seek to maintain and enhance the quality of the green network so that residents and visitors have easy access to good quality green space, sport and recreation provision that meets the needs of local people.
2014_CS15	To meet the key aim of reducing Leicester's contribution to climate change, the policy sets out measures to help manage congestion on the City roads.
2014_CS17	The policy sets out measures to require new development to maintain, enhance and strengthen connections for wildlife, both within and beyond the identified biodiversity network.
2014_CS18	The Council will protect and seek opportunities to enhance the historic environment including the character and setting of designated and other heritage assets.
2014_CS19	New development must be supported by the required infrastructure at the appropriate stage. Developer contributions will be sought where needs arise as a result of the development either individually or collectively.