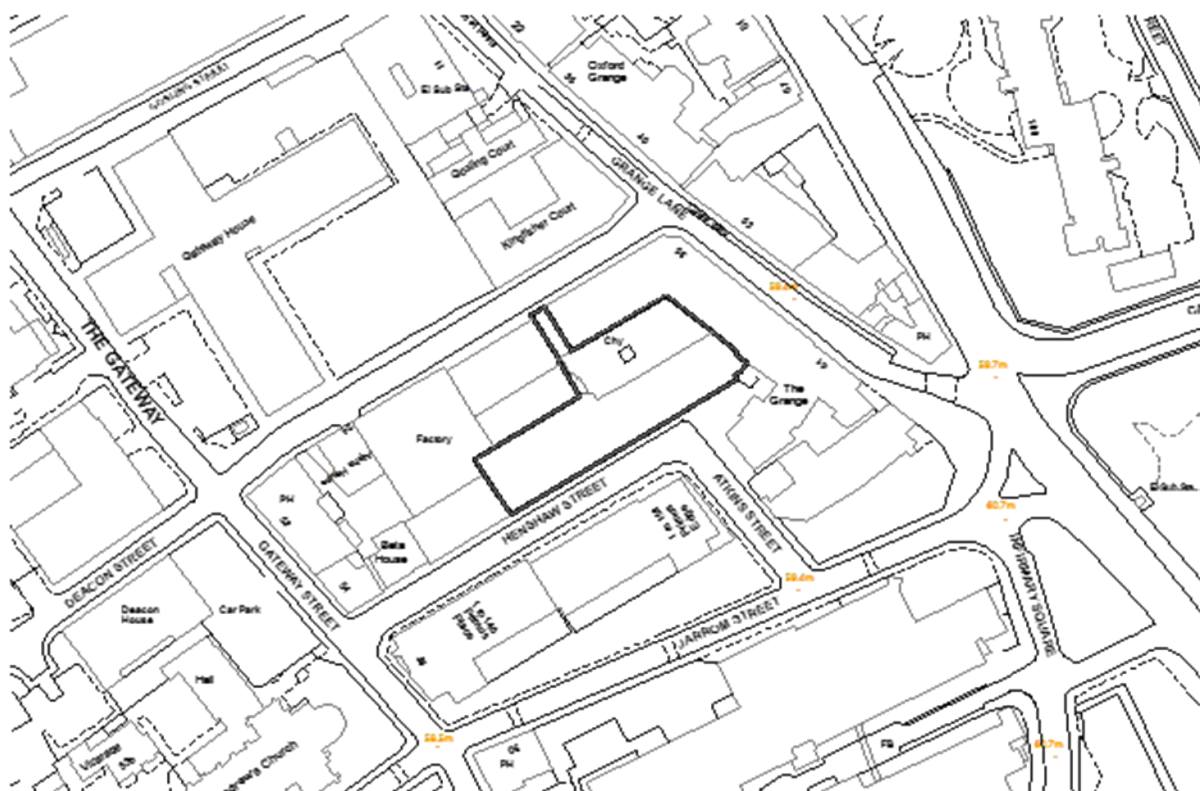


Recommendation: Conditional approval	
20251001	15 Henshaw Street, Chevron Court
Proposal:	Removal of part of roof; internal and external alterations to Grade II listed building (sui generis)
Applicant:	15 Henshaw St Limited
View application and responses:	https://planning.leicester.gov.uk/Planning/Display/20251001
Expiry Date:	15 October 2025



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Summary

- This application has been brought to committee due to an objection from the Conservation Advisory Panel.
- The application is for listed building consent associated to application 20250997 (an upwards extension of 3 storeys to provide 32 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

The Site

The application relates to a 2-4 storey block of student flats fronting Henshaw Street with a 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.

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.

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). Though this appears to have never been implemented, an application was approved in 2016 and implemented for 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. 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 never implemented.

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

There is a full application associated with this listed building consent application (application 20250997).

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 156m² 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 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 22-23m² and the other 2 would measure 51m². 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 407.4m² 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 290m² to provide 8 student flats measuring 21-22m² 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 bins 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 a small number of bikes.

The following documents have been submitted with the application:

- Planning Statement
- 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
- Schedule of Works and Method Statement

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 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 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.

New 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 10th June and ended on the 29th 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

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 Authorities Conservation Officer.

Representations

The application was taken to the Conservation Advisory Panel for review who in turn objection 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

As this is an application for Listed Building Consent the only matter under consideration is the impact of works to the listed building and how those works would affect the historic fabric and value of the 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 consequently sample panels are recommended to be secured by condition under the full application 20250997.

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.

Conclusion

I therefore recommend that the consent be GRANTED subject to the following conditions

CONDITIONS

1. The works to which this consent relates shall be begun within three years from the date of this consent. (To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.)
2. 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.)
3. 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 consent should be read in conjunction with the full application 20250997.

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.

Policies relating to this recommendation

- 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_CS18 The Council will protect and seek opportunities to enhance the historic environment including the character and setting of designated and other heritage assets.

