

<b>Application Number:</b>	2021/0257/LBC
<b>Site Address:</b>	Central Market, Sincil Street, Lincoln (LBC)
<b>Target Date:</b>	15th May 2021
<b>Agent Name:</b>	John Roberts Architects Ltd
<b>Applicant Name:</b>	Maria Clayton
<b>Proposal:</b>	Refurbishment of Grade II Listed market building including opening up of blind arches and the insertion of glazing to north and east elevations , replacement roofing and glazed lantern, insertion of mezzanine floor with new internal stair and access lift, demolition of existing single storey Butchers Corridor to the South and construction of new two-storey extension. (Listed Building Consent)

### **Background - Site Location and Description**

Application is for listed building consent for permission for works of part demolition, alteration/ refurbishment and extension of the Central Market building, in order to reinterpret/ rejuvenate the market offering at the site.

The Central Market building is grade II listed.

The application is submitted by the City of Lincoln Council as owners of the building.

The proposal will include the opening up of the current blind arch windows to the north and east facing elevations and the demolition of the 'Butchers Corridor' extension to the South side of the market and the erection of a replacement extension to house an A3 unit with new public toilets to the rear, with access through the main market hall interior.

Internally a new mezzanine is to be installed at the eastern end with new stair and lift access. The damaged Terrazzo floor to the main Market Hall is to be replaced along with the existing single glazed lantern roof, to be replaced with a new double glazed lantern and new ventilation and extraction systems installed.

The application proposes a mix of uses at the site

The site is located within the Cathedral and City Centre Conservation Area no 1 and is part of the Primary Shopping Streets as identified in the CLLP.

An accompanying application for planning permission has also been submitted (2021/0256/FUL).

### **Site History**

Reference:	Description	Status	Decision Date:
2021/0256/FUL	Refurbishment of Grade II Listed market building including opening up of arches to north and east elevations, new mezzanine floor, replacement roofing and glazed lantern, partial	Pending Decision	

	demolition and construction of new two-storey extension to south to accommodate new commercial unit (Class E restaurant) with roof terrace, together with the re-paving of the external areas of public realm; City Square and Sincil Street.		
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**Case Officer Site Visit**

Undertaken on 24th May 2021.

**Policies Referred to**

- Policy LP25 The Historic Environment
- National Planning Policy Framework

**Issues**

- Local and National Planning Policy.
- Effect on the Special Architectural and Historic Interest of the Listed Building

**Consultations**

Consultations were carried out in accordance with the Statement of Community Involvement, adopted January 2018.

**Statutory Consultation Responses**

Consultee	Comment
Highways & Planning	Comments Received
Lincoln Civic Trust	Comments Received
National Amenity Societies And Theatres Trust	No Response Received
Historic England	Comments Received

## **Public Consultation Responses**

Name	Address
Mrs Nikki Goldblatt	Camden House 42 Colegrave St Lincoln LN58DR

## **Consideration**

### **Policy and Legislation**

The statutory requirement to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses (section 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act, 1990) must be taken into account by the City of Lincoln Council as the Local Planning authority in determining these planning applications.

The statutory requirement to pay special attention to the desirability of preserving or enhancing the character or appearance of the Cathedral and City Centre conservation area (s.72 of the Planning (Listed Buildings and Conservation Areas) Act, 1990) must also be taken into account by the Authority in determining this and the accompanying application for planning permission.

The NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to its conservation (paragraph 193, NPPF). 'Any harm or loss to significance should require clear and convincing justification' (paragraph 194, NPPF).

With regard to local planning policy, LP25 of the CLLP is relevant stating that

*"Development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire.*

*Permission to change the use of a Listed Building or to alter or extend such a building will be granted where the local planning authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.*

*Permission that results in substantial harm to or loss of a Listed Building will only be granted in exceptional or, for grade I and II\* Listed Buildings, wholly exceptional circumstances.*

*Development proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building."*

### **Principle of Development**

Built 1938, the Central Market is still operational, but is significantly underutilised and has declined year on year. The 2014 review by the National Association of British Market Authorities, commissioned by the City of Lincoln Council and partners, identified that change is necessary, recognising that Lincoln still has the potential to develop a very

strong indoor and outdoor market provided that it is supported by investment, and that there was a need to improve the market's appearance and enhance access to the market hall.

### Demolition of Butcher's Corridor and Proposed Extension

The application proposes the demolition of the 'Butchers Corridor' extension to the South side of the market and the erection of a replacement extension to house an A3 unit with new public toilets to the rear with access through the main market hall interior.

As a separate unit to the main single space market hall, the butcher's passageway is experienced in a distinctly different way to the rest of the listed building. It has less architectural significance than the hall and is very much an ancillary building in terms of materials, design, scale and internal historic features. Its loss therefore constitutes a less than substantial level of harm.

The new unit has been carefully considered in order to ensure a successful assimilation into the streetscene and especially as a neighbouring building to the listed market hall. The proposed design whilst contemporary has correctly referenced the existing mass to void ratios and rhythm of openings with an appropriate vertical emphasis. Buff brick as the main material choice is supported as it will have a tonal relationship with the listed market building but preserve a subservient relationship in contrast to the more dominant stone ashlar

Historic England has stated it has no objections to the principle of the demolition of the Butcher Corridor as part of the proposal.

*"We have no objection to the demolition of the southern extension given the justification provided. We consider that the design and materials of the proposed east elevation are appropriate, including the set back of the extension and mansard roof, and reflect the architectural hierarchy on the site."*

### Opening up of the Blind Arches.

The proposal seeks to convert the existing blind arcades into a glazed ones with the aspiration to allow more light into the building and promote a better visual relationship and connectivity between the building and the adjacent public square 'City Square'. This is considered to be an essential relationship in terms of securing a sustainable future for the building.

Inevitably this will create a different experience of the building and there will be some harm due to change to an element of the original architectural scheme and loss of fabric. However, the strong visual impact of the repetitive motif of arches is retained, reinforced by the deliberate simplicity of the frameless glazing.

Historic England is supportive of the proposed opening up of the presently blind arches stating

*"Opening up the blind arches would be harmful to the significance of the listed building due to the loss of the original inward facing character and loss of historic fabric. However, we are satisfied that there is sufficient justification for opening up the blind arches in this case because of the unsustainability of an inward facing market building in the modern retail*

*environment in Lincoln. The greater sustainability of the building, gained, in part, through much greater visibility of the internal spaces, would be a benefit in heritage terms. We consider that the proposed glazing which opens up the full extent of the arches is appropriate as it better reflects both the existing arches in the 18th century frontage and the clean lines of the classical architectural style of the building. It also better relates to the original intent of the architect to provide a better relationship to the surrounding public realm."*

Details of the proposed profiles and colour of the new aluminium frames for the glazed arches is to be subject to condition.

The approach is similar to that taken recently at the nearby listed Corn Exchange building, where the previously blind arches to the upper floors have been successfully opened up with glazing in bronze coloured aluminium frames.

### Mezzanine and Lift

In order to consolidate the market offer within the main building, the operations in the existing butcher's passageway are proposed to be moved within the main hall to compliment the other food offers envisaged for the building.

In order to facilitate this, a screen is proposed to create a separate section for the raw meat and fish. This has been achieved by the introduction of a metal 'cirttel' like screen which has the advantage of preserving the permeability of the open space whilst the materials and design are reminiscent of the art deco period of construction of the market hall.

It is considered that this will be a high quality and sympathetic introduction of a new build element. Above the glazed screen, the mezzanine is a relatively modest addition which whilst providing additional commercial space and also allows a better appreciation of the interesting roof construction whilst allowing the majority of the single void of the hall to be retained. The simple lifts and stairs have been carefully considered in terms of both design and materials to be legibly new additions sympathetic to but not competing with the parent architecture

Historic England has no objections to the proposed inclusion of these *elements* "*We consider that the mezzanine and lift are justified and of an appropriate scale to minimise the impact on the significance of the listed building. The design and material will help differentiate it from the historic fabric*"

### Terrazzo Floor to Main Market Hall

The existing terrazzo floor is a design commensurate with the period of construction. It has particularly fared badly around high traffic routes and is in a much deteriorated state in many areas.

The proposal is to replace the floor in its entirety. Whilst its replacement is regrettable and there is the obvious loss of an element of significance represented by the original fabric, the significance derived from the choice of materials, colour and pattern will be preserved in the new floor.

The details of the replacement floor are to be conditioned with samples of tiles to be

submitted and details to show the proposed design and construction of the replacement floor.

### Entrance Doors

On entering the market hall there is a strong axial relationship between all 4 entranceways, reinforced by twin large arched openings with substantial timber doors.

The application as submitted proposed the removal of all 4 entrance doors and attached lobby's. Negotiations has agreed that the later internal lobby's can be removed but that the timber framed doors with the arches over are to be retained. Dark film will be added to the interior of retained timber doors to the former Butcher's Corridor in order to obstruct the view of the new ceiling proposed at the rear as part of the new replacement extension to the South elevation.

The principal axis running north to south will be retained visually, due to the fact that the south doorway will be retained in-situ, albeit one door and the fanlight will become a plant against the wall. The east west axis is compromised by the installation of a glazed screen and mezzanine, however, this is currently a weaker visual relationship given the length of the room and the fact that the west door is little used as it exits onto a rear delivery area which is poorly landscaped. The loss of the draught lobby's is acceptable as they were a later addition and have less heritage significance

### New Stalls

Whilst some original store locations will be lost as a result of the opening up arcade, the gain from the reintroduction of historically accurate stalls including shutters along the perimeter is an acceptable balance, particularly as the current mix of stalls and somewhat harmful haphazard approach to the visual integrity of the interior and the proposal will instead preserve and enhance the significance of the historic floorplan and aesthetic.

Detailed joinery drawings of the proposed new stalls to be conditioned.

### New Internal Ductwork

The scheme of works includes the installation of new internal ductwork to improve ventilation and heating within the building. It is proposed that the new ductwork will be installed to the underside of the main market hall roof with associated plant being located externally on the flat roof of the new extension to the south elevation

The requirement for an improved heating and air conditioning is accepted as part of the future proofing of this building. Efforts have been made to ensure that this is as visibly unobtrusive as possible, however given the quasi -industrial design of the current roof the addition of the flues and ducts will be relatively easy to accommodate without harming the architectural significance of the building.

Details of the exact appearance, size, finish and location of the ductwork is to be considered by condition.

### Lighting

Lighting will be an important element of the design and within the open Market Hall space.

A comprehensive lighting scheme should therefore be proposed and considered by condition.

Similarly the external illumination of the building is proposed, again similar to that recently undertaken at the refurbishment of the Corn Exchange Building. Details of a lighting package for the exterior of the building should also therefore be conditioned.

No objections have been received in response to the application, while Historic England is supportive.

To conclude Historic England *states "Historic England supports the proposed scheme for the Central Market which will clearly deliver a strategic uplift for the city and significant public benefits. It would represent high quality heritage-led regeneration for Lincoln"*.

### **Application Negotiated either at Pre-Application or during Process of Application**

Yes.

### **Financial Implications**

None.

### **Legal Implications**

None.

### **Equality Implications**

None.

### **Conclusion**

As a purpose built market hall, the proposal will sustain the building in its optimum viable use. Therefore, whilst the proposal requires a lower level of less than substantial harm, it is considered that this is outweighed by the public benefits and therefore, the proposal is in accordance with the duty contained within section 16(2) of the Planning (Listed Buildings and Conservation Areas Act) 1990 'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.

Also, paragraph 193 which requires that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and paragraph 196 - which states that where the development proposal will lead to less than substantial harm this harm should be weighed against the public benefit including, where appropriate, securing its optimum viable use.

The proposed works are therefore considered to be in accordance with both national and local planning policy.

## **Application Determined within Target Date**

Yes.

## **Recommendation**

That the application is granted conditionally

### **Standard Conditions**

- 01) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: As required by Section 91 of the Town and Country Planning Act 1990.

- 02) With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the approved drawings.

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans.

### **Conditions to be Discharged before Commencement of Works**

- 03) Samples of all materials to be used in the development, including for the new extension and the refurbishment works to the existing Central Market building shall be submitted to and approved by the City of Lincoln Council as LPA prior to works commencing on site. The details shall include new and replacement roof and ridge tiles, rainwater goods, and a sample panel on site of the proposed brick, brick bond and mortar. The development shall proceed in accordance with the approved materials.

Reason: In the interests of visual amenity.

- 04) Prior to works commencing on site to install the new Terrazzo floor to the main hall of the Central Market, detailed plans to show the proposed schedule of works, proposed tile pattern and samples of all tiles to be used, shall be submitted to and approved by the City of Lincoln Council as LPA. The floor shall be relaid in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building.

- 05) Prior to works commencing on site to install interior lighting to the Central Market, details of the proposed lighting scheme, including light fittings, lux levels and lighting cable runs shall be submitted to and approved by the City of Lincoln Council as LPA. The lighting works shall proceed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed



building.

- 06) Prior to work commencing on site for the internal redecoration of the interior of the Central Market, details of the proposed scheme of decoration including paint colours, shall be submitted to and approved by the City of Lincoln Council as LPA. The proposed decoration works shall proceed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building.

- 07) Prior to work commencing on site to install the internal duct work to the interior of the Central Market, details of the proposed duct works shall be submitted to and approved by the City of Lincoln Council as LPA. The details shall include the location of the duct work, method of attachment, visuals of the proposed duct work, materials, colour finish and dimensions. The ducting shall be installed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building.

- 08) Prior to work commencing on site to install the new windows to the blind arches, a sample of the proposed window frame shall be submitted to and approved by the City of Lincoln Council. The details shall show the proposed profile of the new window frame, the colour finish and the method of installation.

Reason: In the interests of the special architectural and historic interest of the listed building.

- 09) Prior to the installation of the new market stalls within the Central Market Building, detailed joinery drawings of the proposed appearance and construction of the new market stalls shall be submitted to and approved by the City of Lincoln Council as LPA. The proposed stalls shall be installed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building.

- 10) Prior to the installation of any signage within the Central Market, details of all signage including location, size and appearance of signage and method of attachment shall be submitted to and approved by the City of Lincoln Council as LPA. The proposed signage shall be installed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building.

- 11) Prior to works commencing on site to install lighting to the exterior of the Central Market, details of the proposed lighting scheme, including light fittings, lux levels and lighting cable runs shall be submitted to and approved by the City of Lincoln Council as LPA. The lighting works shall proceed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building.

**Conditions to be Discharged Before Use is Implemented**

None.

**Conditions to be Adhered to at All Times**

None.