

Application Number:	2021/0256/FUL
Site Address:	Lincoln Central Market, Sincil Street, Lincoln
Target Date:	19th June 2021
Agent Name:	John Roberts Architects Ltd
Applicant Name:	City of Lincoln Council
Proposal:	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 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.

Background - Site Location and Description

Application is for planning permission for works of 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, 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 listed building consent has also been submitted (2021/0257/LBC).

Site History

Reference:	Description	Status	Decision Date:
2021/0257/LBC	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	Pending Decision	

	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)		
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Case Officer Site Visit

Undertaken on 24th May 2021.

Policies Referred to

- Policy LP25 The Historic Environment
- Policy LP26 Design and Amenity
- Policy LP27 Main Town Centre Uses - Frontages and Advertisements
- Policy LP31 Lincoln's Economy
- National Planning Policy Framework

Issues

- National and Local Planning Policy
- Proposed Uses and the Effect on the Vitality and Viability of the Central Area
- Effect on the Character and Appearance of the Conservation Area
- Hard and Soft Landscaping of the Public Space.
- Effect on the Setting of the Listed Building
- Highway Safety
- Fume Extraction
- Bin Storage
- Archaeology
- Land Contamination
- Surface Water Drainage

Consultations

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

Statutory Consultation Responses

Consultee	Comment
Lincolnshire Police	Comments Received
Councillor Chris Burke	No Response Received

Councillor Sue Burke	No Response Received
Councillor Helena Mair	No Response Received
Lincoln Civic Trust	Comments Received
Anglian Water	No Response Received
Upper Witham, Witham First District & Witham Third District	Comments Received
Environment Agency	Comments Received
Historic England	Comments Received
Highways & Planning	Comments Received
Lincs Bat Group	No Response Received

Public Consultation Responses

Name	Address
Mrs Nikki Goldblatt	Camden House 42 Colegrave Street Lincoln Lincolnshire LN5 8DR

Consideration

The Proposal

The Design and Access Statement indicates that the market in its current form is not sustainable and that greater footfall is required to make the market viable.

The application property has not seen any significant investment for a number of years and the fabric has as a result, deteriorated and that the current market offer is undesirable to shoppers and visitors,

The Design and Access Statement indicates that *"Taking into account the declining popularity of the market as a commercial enterprise and the limited viability in its current*

form, it will be necessary to "Re-invent" the market to bring greater opportunity for a greater variety of traders in order to maximise the potential and recover some of the costs of the works to refurbish and maintain the building"

The refurbishment scheme to the market building will provide:

- 14 No. perimeter market stalls each approx.7sqm
- 22 No. freestanding centrally located market stalls each approx.7sqm
- A dedicated Butcher/Fishmonger sales area totalling 92.5sqm
- A centrally located "Food court".
- Additional seating areas supporting the food court.
- Access stair and lift to the new mezzanine
- 4 No. perimeter market stalls at mezzanine level
- Further dedicated café/restaurant seating at mezzanine level

The new extension will accommodate at ground floor level:

- Unisex and accessible public toilets
- A Baby Changing facility
- Ancillary accommodation to support the market and public toilets.
- Restaurant/Bar with dedicated entrance off Sincil Street left bare for tenant fit-out

At First Floor level further accommodation is provided comprising:

- Additional restaurant/bar accommodation accessed directly from ground floor.
- External balcony/terrace serving the first-floor restaurant area.
- Market manager's office
- Ancillary storage area

Policy and Justification

LP25 of the CLLP is relevant and states 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."

With regard to Conservation Areas, LP25 states *"Development within, affecting the setting of, or affecting views into or out of, a Conservation Area should preserve (and enhance or reinforce it, as appropriate) features that contribute positively to the area's character,*

appearance and setting."

Policy LP26 Design and Amenity is also relevant stating *"All development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all."*

LP27 Main Town Centre Uses and Frontages is again relevant stating;

"In respect of uses defined as a main town centre use, proposals for frontages or alterations to existing frontages will be permitted provided the proposal:

- a. Is of a high quality design and is sympathetic in scale, proportion and appearance to the building of which it forms part, and to the character of the surrounding street scene; and*
- b. Protects, and where possible enhances, traditional or original frontage or features that are of architectural or historic interest, particularly if the building is listed or within a conservation area; and*
- c. Is designed to allow equal access for all users"*

LP31 states *"Development proposals for Lincoln should support the strengthening of Lincoln's economy" and that, "In principle, development proposals will be supported where they:*

- a. Seek to enhance the overall offer that Lincoln provides in terms of the range and quality of employment uses, including skills and innovation;*
- b. Support and enhance Lincoln's role as a key destination for tourism and leisure;*
- c. Maintain and enhance Lincoln's status as a significant provider of retail services;*
- d. Protect and enhance the quality, attractiveness, character and assets of Lincoln, and the City Centre in particular, as a place to visit, work and live;"*

The Design and Access Statement refers to Policy LP31 Lincoln's Economy and states that *"The proposals seek to enhance the overall offer that Lincoln provides in terms of the range and quality of employment uses, including skills and innovation. It will support and enhance Lincoln's role as a key destination for tourism and leisure and maintain and enhance Lincoln's status as a significant provider of retail services through protecting and enhancing the quality, attractiveness, character and assets of Lincoln, and the City Centre in particular, as a place to visit, work and live;"*

With regard to policies LP25, LP26 and LP29, the design proposal has been developed pre application with input from both Officers and Historic England through a series of Design Development Workshops to seek that the quality of the design and selection of materials meets the criteria of these policies. The Design and Access Statement *indicates "The proposal aims to ensure that the proposals respect Lincoln's unique character and setting to preserve and enhance the character, setting, appearance and historic and architectural context. The proposal seeks to protect, conserve and, enhance the heritage asset and its setting through improvements in the public realm."*

"The proposals involve the partial demolition of a designated heritage asset and the construction of a new extension occupying the site of the portion of the existing building to be removed which will form an Enabling Development for the refurbishment of the heritage asset."

"The proposal seeks to protect the significance of the designated heritage asset including its setting by protecting and enhancing architectural and historic character, historical associations, landscape and townscape features and through consideration of scale, design, materials, siting, layout, mass, use, and views and vistas both from and towards the asset;"

The primary objective of the proposals is to rejuvenate the existing building and ensure the sustainability as a market. In order to achieve this objective, the wholesale refurbishment of the existing main market hall will be necessary together with the re-use of the site area to the south occupied by the Butcher's corridor and toilets.

Historic England has been consulted on the proposals both pre application and providing formal comments in response to the planning application;

"Historic England welcomes this exciting strategic initiative for heritage led regeneration in Lincoln which will add greatly to the successful regeneration in the Cornhill Quarter including Sincil Street. We are pleased to see that the grade II listed building will be completely repaired as part of the project and will once more be at the heart of life of the city. "

The proposals seek to enhance the market offer by bringing all traders into the main market hall. A dedicated area for butcher and fishmonger of 153 Sq.m is created to the western end of the market hall with food-court and retail stalls occupying the remaining 876 sqm footprint.

In addition, a new mezzanine floor is proposed above the new butcher/fishmonger's area creating a further 135 sqm,

The applicant identifies that similar schemes for this type of change from traditional market traders to a more specialised and food orientated market offer are evident elsewhere including Altrincham Market House, Doncaster Wool Market, Duke Street Market, Liverpool and Scarborough Market Hall and Vaults.

Opening Up of Blind Arches

The existing blind arches to the North and eastern elevations are to be opened up and glazing inserted within a simple aluminium frame.

No objections are raised by Historic England which welcomes the principle of the proposed works stating *"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. 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."*

The impact of the proposed works on the special architectural and historic interest of the listed building, is considered in more detail under the accompanying application for listed building consent.

Historically however, archived drawings of the plans for the original 1934 Market Building showed a much larger two storey building at the site with an open colonnade to the northern elevation. Plans were then scaled down to the building in existence today.

The proposal to open up the blind arches is therefore intended to enable the execution of the original proposals.

The D&A statement indicates that *"The idea behind this intervention is to open up the "eyes" of the building in order to create greater visual connectivity to the building's interior to help sustain the viability of the businesses housed within."*

The recent works to the nearby Corn Exchange building has shown the success of opening up blind arches and how the resulting effect is beneficial both visually and in terms of the viability of the building.

The proposed works will open up the currently blank façade to both public elevations of the building and enable views through to the Market. The proposal therefore creates visual interest and vitality within the street scene and is considered to the benefit of the visual amenity of the area, in accordance with policy LP25 of the CLLP.

The profile details and colour finish of the new windows to the blind arches is to be conditioned.

Replacement of Roof Lantern

The existing single glazed aluminium lantern is not original having been replaced in 1999. The details of the replacement of the lantern is considered further under the accompanying application for listed building consent.

The proposal is to replace the current lantern with a new thermally efficient double glazed, steel framed system. The agent has confirmed that the lantern will be replaced on a like for like basis with the exception of the introduction of double glazing in place of the previous single glazed lantern.

The proposal does not therefore involve the loss of original historic fabric and will have a neutral effect on visual amenity given that it's a like for like replacement and as such is considered to be in accordance with policy LP25 of the CLLP.

Proposed Extension to Replace Butcher's Corridor

The application proposes the demolition of the existing Butchers Corridor, a later extension to the South side of the Central Market building. The acceptability of the demolition of the Butchers Corridor is considered in more detail under the accompanying application for listed building consent.

The demolition and replacement of this area offers the opportunity to create a dedicated commercial unit fronting Sincil Street which would act as "enabling development" for the repair and refurbishment of the main market to ensure the sustainability of use as a public market.

The loss of this later addition will not be detrimental to the visual amenity of the area. The existing building is poor in both appearance and condition and has less architectural

significance than the main market hall and is very much an ancillary building in terms of materials, design, scale and historic features. It is considered that the replacement extension proposed as part of this scheme will be to the benefit of the wider visual amenity of the area and the character and appearance of the conservation area in accordance with policy LP25 of the CLLP.

The scale and massing of the existing market building remains unchanged as a consequence of the proposals. The scale and massing of this new addition remains sub-servient to the host building. The building frontage at ground floor level is positioned on the existing building line of the existing butcher's corridor which itself is set back from the main market frontage and the adjacent Spec-savers building to the immediate south.

The first-floor area is set further back in order that the frontage can be "read" at street level as single storey. This set-back at first floor enables a roof terrace to be incorporated giving vitality to the upper storey. The visual impact of the mass of the building is reduced by the articulation of the façade.

The ground floor frontage is broken into a principal façade split into three equal bays of glazing to reflect the adjacent arched bays of the market building façade onto Sincil Street.

The D&A Statement identifies that *"The form of the new extension reflects the formality of the adjacent market building but represents this in a simplified and stripped back interpretation of massing."*

"The overall composition of the new extension is intended to act as a transitional form between the formal Palladian gravitas of the market building to the north and the more domestic architecture of the adjacent Spec-savers unit on Sincil Street."

Historic England has stated that it has no objection to the demolition of the existing Butcher Corridor *"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."*

It is therefore considered that the design of the proposed extension will enable the successful assimilation of the new development into the existing established street scene, to the benefit of the visual amenity of the area and will preserve and enhance the character and appearance of the conservation area. As part of the design process a number of options were considered in relation to massing and external appearance,

Three equal glazed bays, vertical in emphasis reflect the arched bays seen on the east façade of the market. Simple bronze aluminium framed shopfront glazing is to be installed to the bays.

With regard to the proposed palette of materials, the primary material used at ground floor level is to be a buff multi stock brick which refer to the original materials used on the butcher's corridor and adds to the transitional effect between the large format ashlar stone of the market and the small format of the adjacent red brick Spec-savers building.

Buff brickwork is was traditionally commonly used in Lincoln on public/municipal buildings. The brickwork façade is completed with an ashlar stone coping of Ancaster stone to reflect

that used on the market building. A mounted a simple steel and glass balustrade is to be installed on the first-floor roof terrace. The steelwork to the balustrade is to be powder coated in bronze to match the glazing to the shopfront.

The first floor walling material is to be bronze zinc cladding again reflecting materials used on both the refurbishment/ extension of the Corn Exchange and also the new Everyman cinema.

The D&A statement indicates that

"The overall intention is that the new extension is a simple unfussy addition which remains subservient to the market building, but which can add vitality to the street scene and reflects the contemporary additions which have been recently constructed within the Cornhill Quarter."

Fume Extraction and External Ductwork

The scheme proposes new internal ductwork for heating/ ventilation purposes. The ducting will exit the building on the South side with external flues and plant being located in a dedicated plant area to the new flat roof to the rear of the new extension. Views of the plant/ external flues will therefore be limited, with no views available from Sincil Street itself.

The proposal includes café and hot food take away uses for which additional extraction flues may be required. As not all occupiers of the refurbished Central Market are yet confirmed, Environmental Health has therefore requested a standard condition is applied to the permission which requires the submission of details of all future fume extraction including details of fumes and noise to be submitted prior to installation.

The impact of the ductwork on the special architectural interest of the interior of the listed building is considered in greater detail under the accompanying application for listed building consent,

Bin Store

A new bin store is to be located at the rear of the market building to the west facing elevation. Constructed with a brick base with a steel louvered outer frame, the store was originally proposed in a grey finish. Further to a request by Officers, the proposal has been revised proposing a powder coated bronze finish to the cladding in order to tie in with the general palette of materials used in the regeneration of the wider Cornhill quarter and on the nearby Corn Exchange building, to the benefit of the visual amenity of the area.

The existing steel shipping container at this location is to be removed as part of the works, again to the benefit of the amenity of the area.

Redesign of Public Realm

The Design and Access Statement indicates

"The design development process also enabled the consideration of the importance of the public spaces which tie all of the proposed and existing buildings together with emphasis on creating a positive contribution towards the city centre for both visitors and residents. A

major objective of the proposals is to enhance the spatial connectivity of the city. The recent developments on Sincil Street and Cornhill Quarter leading from the new Transport Hub will be continued northwards into City Square with the aim of re-vitalising the area in connection with the market."

"The proposals seek to enhance an important public building bring it into sustainable use and to create public open spaces for people and reduce the dominance of the vehicle within this area of the city centre and respect and preserve existing important views and provide opportunities to create new or enhance existing views within the city context."

A Landscape Design and Access Statement has been submitted with the application produced by Re Form Landscape Architects. The Landscape Design and Access Statement incorporates the proposals established by the Lincoln Public Realm Strategy produced in 2017 which identified Cornhill and City Square as key project areas.

The proposals identify that the opening up of the existing "blind" arches will enable greater visual connectivity between the internal and external spaces. The proposals seek to make the interior of the market work with the external space of City Square. Currently the two spaces operate independently of one another due to the blank façade that the building presents to the south side of City Square

Improvements are to be made to the soft landscaping in City Square. Discussions have been on going between the City Councils Arboriculturalist and the landscape designers for the site; Re Form Landscape Architects.

The existing trees are to be removed as part of the proposals. The City Arboricultural Officer has assessed the trees and considers that the trees on site have suffered considerable damage during their time in-situ and have a limited life expectancy as a result of the dysfunctional tissue and dieback they now exhibit.

It has been agreed that two tree species will be used in the area. 6no. Gleditsia triacanthos 'Skyline' and 4no. Liquidamber styraciflua 'Moraine' are to be planted within the periphery of the re-landscaped City Square; which it is considered will provide a considerable increase in tree cover within the immediate area.

Detailed tree pit design is ongoing between the landscape architects and the City Arboriculturalist and therefore should be conditioned. Further to ongoing discussions, it has also been agreed that a Green Blu Urban Arbour System is to be incorporated which will provide an adequate rooting environment to help ensure the long term sustainability of the trees to be utilised in the scheme.

Hard Landscaping

There is a variety of adhoc street furniture within the existing City Square area including benches, bike racks, bollards, bins all of which add to a cluttered and incoherent appearance within the street scene.

Street furniture is to be replaced and rationalised with a comprehensive package of seating, lighting and bins.

A comprehensive renewal of the hard landscaping is to be undertaken to the public realm to the North of the Central Market. The existing public realm hard landscaping is

considered to be of low quality and lacking in rationale having being altered on an adhoc basis over the years.

A mix palette of materials is proposed reflecting the landscaping works already undertaken along Sincil Street and Cornhill.

Drainage

No objections are raised to the proposal by Lincolnshire County Council as Highway and Lead Flood Authority. A response has been received from the Witham Drainage Board stating that a surface water drainage scheme is required for the proposal, however discussions with the County Council has concluded that no changes are proposed to the current situation with regards to surface water drainage. There's no increase in impermeable area, with the run off entering the mains sewer unchanged. A highway pipe system along the riverside is to be realigned as part of the scheme, which is considered a betterment to the existing situation.

Archaeology

The proposal has been considered by the City Archaeologist. Whilst there has been very little investigation to the application site, previous nearby excavations on adjacent site has revealed significant archaeological deposits from both the Roman and Medieval period. Discussions are therefore ongoing regarding the design of the piling works to ensure that historic archaeology remain are suitably addressed in a sensitive manner and that the proposed extension will have minimal damage on any remains that are present.

Archaeology conditions will therefore be attached to any permission.

External Lighting and Signage

As with other recent developments within the Cornhill Quarter area, the external signage and lighting scheme on the development is important with regard to the overall effect on the visual amenity of the wider area and the character and appearance of the Conservation Area

A good external lighting scheme can positively highlight the special architectural features of a listed building in a heritage led scheme, such as with this application.

External lighting proposals should therefore be conditioned to be considered in detail at the Reserved Detailed stage.

No objections have been received to the application. Lincolnshire Police, Historic England and the County Council as Highway and Lead Flood Authority has no objections. The Civic Trust raises no objection to the overall principle of the development and offers comments on certain areas discussed above.

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

Yes.

Financial Implications

None.

Legal Implications

None.

Equality Implications

None.

Conclusion

The proposed scheme of refurbishment and extension will ensure much needed investment into the property and secure the continued use of the listed Central Market in its optimum viable use. The proposed works will be to the benefit of visual amenity and the wider character and appearance of the conservation area. The proposal is therefore considered to be in accordance with both Local and National 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 drawings listed within Table A below.

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) Prior to the Class E restaurant use commencing, a scheme for the extraction, filtration and abatement of cooking odours shall be submitted to the planning authority for approval. The submitted scheme shall include details of the methods to be employed to control noise and odour from the system. The approved scheme shall be implemented prior to commencement of the use and the system shall be

operated and maintained thereafter in accordance with the manufacturer's instructions.

Reason: To ensure the satisfactory discharge of fumes/ odours associated with the production of hot food.

- 04) Samples of all materials to be used in the development, including for the new extension and a sample panel on site of the proposed brick, brick bond and mortar shall be submitted to and approved by the City of Lincoln Council as LPA prior to works commencing on site. The development shall proceed in accordance with the approved details.

Reason: In the interests of visual amenity.

- 05) Prior to the planting of the new trees within the public realm area, details of the new tree pits, including the incorporation of the GreenBlu system, shall be submitted to and approved by the City of Lincoln Council as Local Planning Authority. The tree pits shall be constructed in accordance with the approved details.

Reason: To ensure an appropriate design of tree pit, in the interests of the longevity of the newly planted trees.

- 06) Prior to works commencing on site to install any exterior 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 scheme shall proceed in accordance with the approved details.

Reason: In the interests of the special architectural and historic interest of the listed building and visual amenity of the Conservation Area.

Conditions to be Discharged Before Use is Implemented

Conditions to be Adhered to at All Times

- 07) In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared, which is subject to the approval, in writing, of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.