

Application Number:	2022/0221/RG3
Site Address:	Greyfriars Museum , Broadgate, Lincoln
Target Date:	1st July 2022
Agent Name:	Player Roberts Bell Architects Ltd
Applicant Name:	Phil Quiggin
Proposal:	Internal and external works to facilitate change of use of ground floor to café (Use Class E) and first floor to flexible education/multi-use space (Use Class F1) including demolition of extension to north elevation; erection of replacement two storey extension to north elevation; re-instatement of original entrance to west elevation; reinstatement of original first floor opening to north elevation and erection of new external staircase; replacement of existing windows and doors within east extension; and Re-roofing and external works to address level changes.

Background - Site Location and Description

The application proposes internal and external works to facilitate change of use of ground floor to café (Use Class E) and first floor to flexible education/multi-use space (Use Class F1) including demolition of extension to north elevation; erection of replacement two storey extension to north elevation; re-instatement of original entrance to west elevation; reinstatement of original first floor opening to north elevation and erection of new external staircase; replacement of existing windows and doors within east extension; and Re-roofing and external works to address level changes. The application property is Greyfriars Museum, which is of national significance, one of the earliest Franciscan precincts within the UK. The property is both Grade I listed and Scheduled Monument. The application site lies on the southern edge of Lincoln, within the Cathedral and City Centre Conservation Area No. 1 within the setting of St Swithin's Church, listed II*, Public Library, grade II, St Swithin's Vestry, grade II and the Former Drill Hall and Adjoining House, grade II.

Research into the building suggests that Greyfriars dates to the 13th century and as such is one of the oldest surviving Franciscan friary buildings in Europe and the oldest in England. It is suggested by the historical research that while Greyfriars was part of a larger precinct it may have originally performed as a church with the stone vaulted first floor inserted in the latter part of the 13th century. It is considered to have become the friary infirmary and post-reformation was successively a private house, school, wool factory, mechanics institute and most recently the City Museum. As expected, several alterations and additions to the building and fabric have been carried out at various times to better accommodate these uses. Greyfriars is of national and international importance and is of exceptional historic and architectural interest derived from the medieval structure and original and subsequent uses.

When a building is both listed and scheduled, Scheduled Monument Consent takes precedence and consequently this element of consent has been dealt with by Historic England on behalf of the Secretary of State. Scheduled Monument Consent was granted conditionally on 4th May 2022. An application for Listed Building Consent is therefore not required.

Site History

No relevant site history.

Case Officer Site Visit

Undertaken on 14th June 2022.

Policies Referred to

- National Planning Policy Framework
- Policy LP25 The Historic Environment
- Policy LP26 Design and Amenity

Issues

To assess the proposal with regard to:

- National and Local Planning Policy
- Acceptability of the Use
- Visual Amenity and Character and Appearance of the Conservation Area
- Implications of the Proposals upon Local Amenity
- Highway Safety

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
Environmental Health	Comments Received
Principal Conservation Officer	Comments Received
Historic England	Comments Received

Public Consultation Responses

No responses received.

Consideration

The National Planning Policy Framework (NPPF) sets out planning policy guidance at the

national level, the document was revised in July 2021. In relation to creating well-designed places, paragraph 127 of the NPPF states that planning decisions should ensure that developments:

1. will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
2. are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
3. are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
4. establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
5. optimize the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
6. create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Policy 25 and 26 are relevant LP25 of the CLLP 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."

With regard to policies LP25, LP26 and LP29, the design proposal has been developed pre application with input from both Officers and Historic England.

Acceptability of the Use

The proposed development is to create a new sustainable and viable multi-use venue that includes a café, a flexible event space. The building has been a vacant building since 2004 and is included on the national Heritage at Risk register due to its ongoing deterioration of fabric which has included falls of stonework and water ingress through the roof.

The site falls within the City of Lincoln Mixed Use Area (Policy LP33) but is just outside of the Primary Shopping Area. All of the proposed uses are supported in principle. The development would be subject to further criteria:

- o The development not detracting from the vitality and viability of the Primary Shopping Area;
- o The development not resulting in the area in which it is located losing its mixed use character;
- o The development not harming the local environment or the amenities which occupiers of nearby properties may reasonably expect to enjoy, such as causing unacceptable levels of disturbance, noise, smell, fumes, dust, grit or other pollution, or reducing daylight, outlook or privacy to an unacceptable degree;
- o The development not resulting in levels of traffic or on-street parking which would cause either road safety or amenity problems

The new uses will also encourage sustainability, funding the upkeep of the Greyfriars and therefore, ensure its maintenance into the future.

Visual Amenity and Character and Appearance of the Conservation Area

The Heritage Statement states: 'In essence the proposals will seek to;

- o Retain as much as practicable of the existing historic fabric without compromising future use.
- o Replace existing modern features such as modern windows/doors with sensitive and appropriate conservation joinery. Repairs to existing leaded light windows to allow for re-use.
- o Where fabric is lost to replace it with appropriately designed new work.
- o New development should have a contextual relevance to the site and the setting of the existing fabric, such that it can be seen as a good 'fit' rather than simply contemporary. It should have regard for mass and scale of existing buildings.
- o Sustainability should be a key driver in the design of any development
- o Prioritise those areas of the building most at risk for the early stages of work.'

The interventions required to achieve the new uses as these are as follows:

- o Removal of 2 storey Victorian extension, modern 'modesty wall' and replacement building
- o Reinstatement of historic door access to west gable
- o Reinstatement of northeast door on first floor and new external stair
- o Flues and Air Source Heat Pumps
- o General repairs

The programme of works included in the proposal are very timely, with the derelict building exhibiting an acceleration of decay including water ingress, falling tiles and falling

stonework. An element of demolition is required to facilitate this proposal, which is a poorly executed later Victorian addition to the building it is considered that its removal will not be detrimental to the visual amenity of the area. The contemporary architectural additions to facilitate the new uses also resolve existing poor-quality elements and are a thoughtful and positive addition to the ongoing evolution of the building. The new uses will reinvigorate this important building with minimal harm. These less than substantial levels of harm are outweighed by the myriad public benefits identified in this report. The aesthetic improvements to the appearance of the building will not only enhance the significance of Greyfriars, but also the significance of the adjacent listed buildings by improving their setting, and the character and appearance of the conservation area in accordance with policy LP25 of the CLLP.

Following consultation with the Principal Conservation Officer a number of conditions have been requested relating to the finer details of the alterations, these are listed at the end of the report and recommended should members be minded to approve the application.

Historic England have commented 'The proposed development has been subject to a process of pre-application discussion with Historic England, and we believe now accommodates the needs of viable reuse whilst minimising impacts upon its significance. There is loss to the early later phases of the building's history and there is some harm more broadly through the introduction of (reversible) internal structures and services. As a result of high quality design and detailing these impacts are at a lower level of less than substantial harm, and appear directly necessary to deliver access and uses to the building (without loss to medieval fabric), as such is be believe these impacts are justifiable in terms of public heritage benefits and can be weighted positively by the authority as set out in the National Planning Policy Framework.'

To align with the Scheduled Monument Consent archaeology conditions are recommended should members be minded to approve the application.

Implications of the Proposals upon Local Amenity

The proposed change of use must not harm the amenities which occupiers of nearby properties may reasonably expect to enjoy. Should the cafe use be approved commercial kitchen extract systems can cause disturbance when located close to other sensitive development due to both emissions of odour and noise. The fume extraction system details have been submitted in support of the application and the Pollution Control has raised no objections. The proposal would not cause harm to the local environment or the amenities which neighbouring occupiers may reasonably expect to enjoy, in accordance with Policy LP26 of the Central Lincolnshire Local Plan.

Highways

The Highways Authority have commented that 'This site is in a highly sustainable location within the city centre, with good pedestrian and public transport links. There are car parks and restricted on-street parking in close proximity to the site for those with limited mobility.' No objections are raised by the Highway Authority but due to the central and sensitive nature of the site location, they have requested a Construction Management Plan be submitted prior to commencement to consider the methodology of construction in relation to its impact on the public highway. A condition requiring the submission of a Construction Management Plan is therefore recommended should members be minded to approve the application.

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

Yes.

Financial Implications

None.

Legal Implications

None.

Equality Implications

None.

Conclusion

The proposal is in accordance with the duty contained within section of the Planning 66(1) (Listed Buildings and Conservation Areas Act) 1990 in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, 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' and section 72 (1) 'In the exercise, with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

Application Determined within Target Date

Yes.

Recommendation

That the application is Granted Conditionally

Conditions

1. Development to commence within three years
2. Development to be in accordance with the submitted drawings
3. Stone sample panel, with lime mortar - to agree stone, coursing, mortar mix and application
4. Methodology for removal of areas of infill for new openings to be agreed prior to this being carried out
5. Sample new plain clay tiles
6. Sample of bronze materials for the extension, west door, shutters, and staircase
7. 1:5 drawing of new doors
8. 1:5 drawings of new windows and their installation details
9. 1:5 drawings of glazing framing for link building
10. Sample of metal sheet roofing material to be submitted and agreed prior to installation

11. Repointing sample panel to be approved prior to this development being carried out
12. Stone cleaning scope and methodology to be agreed prior to this being carried out
13. Details of air source heat pumps and manner of attachment to be agreed prior to installation
14. Details of flues, including colour, material and finish to be agreed prior to installation
15. Sample of new cast iron rainwater goods to be agreed prior to installation
16. Construction management plan
17. Archaeology