

COMMITTEE REPORT

Date: 10 March 2016 **Ward:** Guildhall
Team: Major and **Parish:** Guildhall Planning Panel
 Commercial Team

Reference: 15/02890/ADV
Application at: Newgate Market Newgate York
For: Display of eight non-illuminated and one illuminated direction signs in Shambles, Newgate, Silver Street and Parliament Street
By: Mr Chris Price
Application Type: Advert Application
Target Date: 17 February 2016
Recommendation: Approve

1.0 PROPOSAL

1.1 The application relates to five locations around the Market and consists of the following:

- a) A market stall at the entrance to the market on Parliament Street - lettering and graphics applied to existing canopy on market stall and new pvc pelmets with lettering attached to either side of canopy
- b) An existing bin fin sign on Silver Street circa 18m back from the junction with Church Street - application of lettering and graphics
- c) The side elevation of 47 Shambles - wall mounted panel sign and street sign
- d) The alley between 33 and 34 Shambles - street sign
- e) The alley between 28 and 30 Shambles - wall mounted panel sign

1.2 The rationale behind the application is that the Council's market and city centre managers together with Shambles Market Traders Association consider that the hidden nature of the market, enclosed by Parliament Street and Shambles, means that it is often overlooked by shoppers. The intention is therefore to provide additional signage around the perimeter of the market to draw more attention to the facility. (A concurrent application for listed building consent is being processed for the signs proposed for Shambles).

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Areas of Archaeological Interest GMS Constraints: City Centre Area 0006
Conservation Area GMS Constraints: Central Historic Core CONF

Listed Buildings GMS Constraints: Grade 2; 34 Shambles York YO1 2LX 0702
Listed Buildings GMS Constraints: Grade 2; 28 Shambles York YO1 2LX 0710
Listed Buildings GMS Constraints: Grade 2; 31, 32, 33 Shambles York 0707

2.2 Policies:

CYGP21 - Advertisements

CYHE8 - Advertisements in historic locations

3.0 CONSULTATIONS

INTERNAL

Planning and Environmental Management (Conservation Architect)

3.1 Newgate Market occupies an open area formed by building clearances in the C19th and C20th between the rear of Shambles, Jubbergate and Piccadilly. The area is within the Central Historic Core conservation area between the “medieval streets” character area and the main shopping streets. The east and north sides of the market are defined by historic buildings dating from C15th onwards, most of which are listed, and together these form an enclosure of high visual amenity. By contrast the majority of buildings enclosing the west side of the market are of low architectural and historic significance, having been introduced mid-late C20th, and they represent a scale change in the urban fabric.

3.2 It is proposed to introduce nine signs at key entrances to the market area. The signs would serve two purposes:- direction signage indicating how to get to the market from the main thoroughfares; and information signage describing what can be found in the market.

3.3 The market has recently been remodelled and upgraded. It is still located within an urban block and has no open edges addressing the major thoroughfares, such as King’s Square, Shambles, Church Street and Parliament Street, where there is higher footfall. To achieve its new economic potential there is a need for direction signage at key entrance points. Also by introducing information boards with maps it is hoped residents and visitors would be attracted into the area and also use it as a potential through route.

3.4 The nine signs would be grouped in three areas: a) Jubbergate/Parliament Street,
b) Silver Street and c) Shambles/Newgate.

- a) At the market entrance off Parliament Street simple direction signage would be added to the existing canopy of the projecting stall. There would be 2no inclined and 2no pelmet signs using serif letters and a pointing hand. It would

be attached to a light-weight stall rather than a building. This signage is considered compatible with the character and larger scale of Parliament Street

b) A sign would be added to the existing “bin fin” along Silver Street to attract pedestrians from Church Street. The roundel has been well designed and is of a scale compatible with the area.

c) Signs leading off Shambles and Kings Square are of two types:

Two direction signs matching existing street signs in size and finish. These would be located at high level similar to street signage. They would be a minor intervention in the scale of the street.

Two larger information boards with maps would be fixed to the wall at each end of the Shambles buildings (west side) to attract people through Newgate (north end) and through the wider modern ginnel at the south end. The ginnel sign requires external illumination and the proposed luminaire would be a relatively small down-lighter. Shambles is a highly picturesque narrow medieval street with a high number of surviving timber-framed buildings most of which are listed. The two larger signs have been designed to a high quality in a brass finished frame, and they have been located to avoid harm to the setting of the historic buildings and to avoid being within views looking up or down Shambles.

3.5 The signage scheme has been designed with great care, in terms of design, scale and material, to respect the character and appearance of the conservation area at each of the main entrances to the remodelled market. Specific locations have been chosen to avoid harm to key views whilst being effective. Proposed signage would preserve the character and appearance of the conservation area. The comprehensive nature of the information and assessment in the application documents is exemplary.

EXTERNAL

Publicity and Neighbour Notification

3.6 One objection on the following grounds - any wall mounted signs will detract from the beauty of such an important and historic street. Shops and businesses on Shambles are subject to strict rules so that the street may be preserved and no one business overpowers the look of Shambles as a whole - which is exactly what advertising signs for the market will do, illuminated or non-illuminated.

Guildhall Planning Panel

3.7 The Panel supports the proposals

4.0 APPRAISAL

KEY ISSUES

4.1 Visual impact on the conservation area and, where attached to listed buildings the character of those buildings, and the impact on public safety

BACKGROUND LEGISLATION

4.2 The Town and Country Planning (Control of Advertisements) Regulations 2007 state that the display of outdoor advertisements can only be controlled in the interests of "amenity" and "public safety".

4.3 In the exercise of an LPA's planning function with respect to any buildings or other land in a conservation area, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention shall be paid to the desirability of preserving or enhancing the character and appearance of that area.

PLANNING POLICY

4.4 Central Government advice in relation to the control of advertisements is contained within Paragraph 67 of the National Planning Policy Framework. It advises that poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Control over outdoor advertisements should be efficient, effective and simple in concept and operation. Only those advertisements which will clearly have an appreciable impact on a building or on their surroundings should be subject to the local planning authority's detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

4.5 The Development Control Local Plan was approved for Development Control purposes in April 2005; its policies are material considerations although it is considered that their weight is limited except where in accordance with the content of the NPPF. Policy GP21 "Advertisements" states that permission will only be granted if the size, design, materials colouring of signs, hoardings and large panels and any form of illumination does not detract from the visual amenity of the area in which they are displayed particularly with regard to the character of listed buildings and conservation areas. Policy HE8 "Advertisements in Historic Locations" states that within conservation areas, or on listed buildings advertisements should be of a design and scale that respect the character and appearance of the area and be of sympathetic materials.

ASSESSMENT

Proposals and Evaluation

4.6 The signage proposals in detail consist of the following:

Market Stall at the entrance to the market on Parliament Street:

- Letters on canopy read '*Shambles Market*' with capitals 523mm high and lower case 327mm high. Letter colour to match existing market stall structure BS381C 631 (light grey)
- Graphic of a hand pointing towards market – 620mm high
- New pelmets on either side of canopy 200mm high – with letters reading '*Welcome to Shambles Market*' and small finger pointing graphic. Letters in white, pelmet colour to match existing market stall structure BS381C 631 (light grey)

4.7 In essence this element of the scheme amounts to applying lettering and a graphic to an existing canopy and attaching fairly slim pelmets with lettering to either side of the canopy. In this respect it is considered that the proposals are fairly modest and will have a neutral impact on the visual amenities of the location.

Refuse Bin Fin Sign on Silver Street:

- Lettering at high level to read '*Welcome to Shambles Market*' in white, largest capital letter to be 100mm high
- Graphic circa 600mm high at high level to be a view of Shambles Market

4.8 The existing refuse bin fin sign is 2.6m high by 0.83m wide and is located circa 18m back from the junction with Church Street. The lettering and graphic image will be applied to the upper part of the sign, they are tasteful in appearance and fairly modest in scale and will have a neutral impact on the visual amenities of the location.

Side Elevation of 47 Shambles (Grade II listed building):

- Wall mounted panel sign 1.6m wide by 1.4m high (bottom of sign 0.6m above ground level) incorporating chalkboard and street map. Located to right of existing shopfront
- Street sign 900mm long 250mm high reading '*Market*' located above shopfront at circa 4m above ground level

4.9 The wall mounted panel sign has been tastefully designed with a 50mm x 50mm brass frame surround and brass lettering reading '*Shambles Market*' (100mm high) on the top edge and it will sit comfortably on the wall to the side of the shopfront to the property. The new street sign is relatively small and adopts the standard established approach of black lettering on a white background. It is considered that the proposals will respect the character of this listed building and will have a neutral impact on the visual amenities of the location.

Alley between 33 and 34 Shambles:

- Street sign 900mm long 250mm high reading '*Market*' located on south side of alley (no.33 – Grade II listed building) at circa 2m above ground level

4.10 The new street sign is relatively small and adopts the standard established approach of black lettering on a white background. It is considered that it will respect the character of the listed building and have a neutral impact on the visual amenities of the location.

Alley between 28 and 30 Shambles:

- Wall mounted panel sign 1.6m wide by 1.4m high (bottom of sign 0.6m above ground level) incorporating chalkboard and street map. Located on south side of alley (no.28 - Grade II listed building)

4.11 The wall mounted panel sign has been tastefully designed with a 50mm x 50mm brass frame surround and brass lettering reading '*Shambles Market*' (100mm high) on the top edge and will sit comfortably on the wall to the side elevation of the alley near to the entrance from Shambles. As it will essentially be located in an underpass and in shadow, it is proposed to provide a small black wall light, circa 200mm wide by 100mm high, above the sign. It is considered that the appearance of both elements is acceptable and that they will respect the character of the listed building and have a neutral impact on the visual amenities of the location.

Overview and Legislative Compliance

4.12 Overall it is considered that the signage proposals have been well thought through and that a scheme has been produced which will preserve the character and appearance of the conservation area and will not detract from visual amenities. It is therefore considered that if the application is approved the Local Planning Authority will have properly exercised its duty under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. In addition public safety is not prejudiced by the proposals.

5.0 CONCLUSION

5.1 The signs respect the character and appearance of the conservation area and the listed buildings they are attached to and do not detract from the visual amenities. Public safety is not prejudiced. They comply with Development Control Local Plan Policies HE8 and GP21 and national planning guidance as contained in the National Planning Policy Framework. It is considered that advertisement consent should be granted.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 The development hereby permitted shall be carried out in accordance with the following plans and documents and other submitted details:-

Drawings: 823SMS-001, 101, 201, 301, 501, 601 and 701

Photomontages: 823SMS-102, 202, 203, 302 and 401

Images: 823SMS-602, 603 and 702

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

2 Notwithstanding the submitted drawings the signage shall be finished in the following manner:

- a. Alley between 28 and 30 Shambles - the wiring to the down-lighter within the alley shall be hidden if possible, or otherwise neatly clipped vertically from above.
- b. Side Elevation of 47 Shambles and Alley between 28 and 30 Shambles - the removable front over the chalk-board should be flush with the front face of the frame.
- c. Side Elevation of 47 Shambles and alley between 28 and 30 Shambles - the brass finish shall be unpolished or a dulled bronze (i.e. not as polished brass).

Reason: So that the Local Planning authority can be satisfied with the finished appearance of the signs and their impact on the character of the listed buildings and conservation area.

7.0 INFORMATIVES:

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