

Plans in Place

*Taking a local approach to
character in Lincoln*

February 2012

Author: Adam Partington



Preface

Lincoln's distinctive sense of place is easily recognised by the people who tread its many beautiful streets.

Evolving for almost two millennia, the city's complex character is a delicate manifestation of cultures, old and new, that have shaped the 'Lincoln' we experience and cherish today.

The full spectrum of the city's evolution is most apparent within the historic core, centred upon the Cathedral and Castle which command the crest of the northern escarpment and have been so powerfully iconic throughout the City's history.

Lincoln's distinctive character however extends well beyond the defences of the former Roman and Medieval citadels, and is found in all corners of the city.

This was demonstrated by the *Lincoln Townscape Assessment*, a detailed characterisation of the inherited character of 108 named places in Lincoln that together cover every square inch of the city. Characterisation of these places has expanded knowledge and understanding of what makes all areas of the city, and not just the historic parts, locally distinctive.

Building on the results of the *Lincoln Townscape Assessment*, English Heritage and the City of Lincoln Council have developed and implemented a new place-based approach to managing and enhancing local distinctiveness. Using the *Lincoln Townscape Assessment*, through its bespoke website www.heritageconnectlincoln.com, Lincoln is now setting out and achieving plans that enable sustainable development to recognise, release and capitalise on the potential of a place's inherited character.

Crucially, the *Lincoln Townscape Assessment* is playing an intrinsic and inspiring role in helping communities in Lincoln to better engage with the inherited character of the places in which they live and work. The promising and award-winning results of the city's place-shaping approach to creating successful, attractive and sustainable places are set out in this report.

Plans in Place: Taking a local approach to character in Lincoln provides an example of how the inherited character of a city such as Lincoln can have an inspiring, collaborative and proactive role in bringing sustainable development forward. The study is the culmination of a huge amount of investment, partnership working, and hard work by English Heritage, the Heritage Lottery Fund and the City of Lincoln Council.

I am proud to live and work in Lincoln, and I am both confident and optimistic that the distinctive character and sense of place that we have inherited from previous generations will have such an inspiring role in developing the city for future generations.

Ric Metcalfe
Leader of the City of Lincoln Council



A handwritten signature in black ink, appearing to read 'R. Metcalfe'.

**PLANS IN PLACE:
Taking a local approach to character in Lincoln**

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Executive Summary

Places are important to us. The character of a place is often complex, a product of the interaction of people and the environment over extended periods of time. From one generation to the next, places are shaped and passed on as a common inheritance for future communities. This 'inherited character' influences the way we experience, perceive and relate to places, and provides the foundation for creating successful high-quality places for the future. There is much interest in how the places in which we live, work and visit influence our health, identity, behaviour and prosperity. The first step in making plans to create better places for people is to have a clear and detailed understanding of them. In Lincoln, this understanding is provided by the Lincoln Townscape Assessment (2005-2009), an holistic characterisation of 108 places in the city accessed at www.heritageconnectlincoln.com

Plans in Place: Taking a local approach to character in Lincoln demonstrates how a detailed knowledge of the 'inherited character' of places can enhance the ways in which they are shaped for the future. This report is intended to provide an inspirational insight into how the latent potential of the inherited character of places can be harnessed and released by high quality sustainably designed development. The document is aimed at all parties engaged in shaping and creating vibrant, inclusive and distinctive places for the future, in particular planning professionals within the public and private sectors, and Third Sector organisations engaging communities about the inherited character of their neighbourhoods. The shared approach to planning for places, as outlined in this report, is transferable and applicable in all places, and not solely those within Lincoln. With a pioneering characterisation methodology established and an award winning approach to the using the information laid bare within this report, all places can capitalise on the work undertaken in Lincoln.

Chapter 1 introduces the Lincoln Townscape Assessment (LTA), a spatial framework and evidence-base for the local distinctiveness of all places that make up the city, and considers the policy context that advocates its use in planning. Chapter 2 sets out a strategic vision for implementing the LTA in pursuit of six place-shaping ambitions. Using a series of illustrative case studies, Chapters 3-5 discuss and demonstrate the applications of the Lincoln Townscape Assessment in three key areas of place-shaping. Toolkits at the end of each of the chapters provide process-led guidance for planners, developers and communities on how to use the LTA and similar characterisations in creating a future for places. Chapter 3 investigates the use of the LTA in spatial 'plan-making', documenting its role in the preparation of the Central Lincolnshire Core Strategy. Chapter 4 examines the use of the LTA in 'Design and Development', demonstrating its use as a shared tool for promoting high-quality sustainable outcomes at all stages of the Development Management process. The ability of the LTA to raise awareness of the inherited character, capture and promote local perceptions and support community-led initiatives is discussed in Chapter 5: 'Localism and Neighbourhood Planning'. Finally Chapter 6 draws out some overall conclusions of using the LTA in Lincoln's place-shaping approach, and goes on to define a number of next steps to ensure that the inherited character has an inspiring role in how places evolve in the future.

CONTENTS

CHAPTER 1 - INTRODUCTION.....	5
1.1 Background.....	5
1.2 Scope of Report.....	6
1.3 The Lincoln Townscape Assessment.....	6
1.4 Heritage Connect.....	10
1.5 A Note on Changing Systems.....	10
1.6 Local, National and European Policy Context.....	11
1.6.1 Local Policy in Lincoln.....	11
1.6.2 National Policy.....	13
1.6.3 National Guidance.....	13
1.6.4 European Frameworks.....	14
1.7 Places and Place-Shaping.....	14
1.8 Using the LTA as a Tool in Place-Shaping.....	16
CHAPTER 2 - LTA IMPLEMENTATION STRATEGY.....	17
2.1 Introduction.....	17
Ambition 1: Use the LTA to engage communities in place-shaping and promote participative planning.....	18
Ambition 2: Use the LTA to create and maintain 'high quality' places.....	19
Ambition 3: Use the LTA to promote evidence-led planning for character.....	20
Ambition 4: Use the LTA to promote sustainable development.....	21
Ambition 5: Use the LTA to help effectively monitor the place-shaping approach.....	22
Ambition 6: Use the LTA to promote efficiency and transparency in place-shaping.....	22
CHAPTER 3 - PLAN-MAKING.....	23
3.1 Introduction.....	23
3.2 Using the LTA in the plan-making process.....	25
3.2.1 The nature of the LTA as an evidence-base.....	27
3.2.2 The LTA's role in establishing a 'vision' and 'objectives'.....	29
3.2.3 The LTA's role at Issues and Options Stage.....	31
3.2.4 The LTA's role in consultation and stakeholder engagement stages.....	32
3.2.5 The role of the LTA in Sustainability Appraisal.....	34
3.2.6 Using the LTA to inform a 'Preferred Option' and 'Policy Approach'.....	36
3.2.7 Using the LTA to monitor the outcomes of plans.....	38
TOOLKIT A: Using the LTA in plan-making.....	40
CHAPTER 4 - DESIGN & DEVELOPMENT.....	41
4.1 Introduction.....	41
4.1.1 Design.....	42
4.1.2 The 'Development Management' approach.....	42
4.2 Using the LTA in Development Management Process.....	43
Stage 1: Local planning environment.....	46
Stage 2: Pre-application.....	49
Stage 3: Application.....	53
Stage 4: Assessment and negotiation.....	55
Stage 5: Public consultation.....	59
Stage 6: Planning permission decision.....	61
Stage 7: Development and monitoring.....	63
TOOLKIT B: Using the LTA in making applications for planning consent.....	65
TOOLKIT C: Using the LTA in managing applications for development.....	66

CHAPTER 5 - LOCALISM & NEIGHBOURHOOD PLANNING..... 67

5.1 Introduction 67

5.1.1 Approaches to Localism 68

5.1.2 Community-led projects and plans about the inherited character 68

5.2 Community and inherited character..... 68

5.2.1 Use of the LTA to raise awareness, understanding and ownership 68

5.2.2 Using the LTA to capture and share perceptions 69

5.2.3 Use of the LTA within consultations on inherited character 70

5.2.4 Use of the LTA as an educational tool 71

5.3 Community-led plans and Neighbourhood Planning 73

5.3.1 The LTA's role in instigating community-led plans..... 73

5.3.2 The LTA's role in designating 'Neighbourhood Areas' 74

5.3.3 The LTA's role in preparing a Neighbourhood Plan..... 74

5.3.4 The LTA's role in engagement and referendum..... 75

5.3.5 Council check and independent examination 76

5.3.6 The LTA's role in the adoption of Neighbourhood Plans 76

TOOLKIT D: Using the LTA in creating a Neighbourhood Plan 78

TOOLKIT E: Using the LTA as a tool for public consultation and engagement 79

TOOLKIT F: Using the LTA to improve understanding about the character of places 80

CHAPTER 6 - CONCLUSIONS & NEXT STEPS 81

Ambition 1: Use the LTA to engage communities in place-shaping and promote participative planning 82

Ambition 2: Use the LTA to create and maintain 'high quality' places 83

Ambition 3: Use the LTA to promote evidence-led planning for character..... 84

Ambition 4: Use the LTA to promote sustainable development 85

Ambition 5: Use the LTA to help effectively monitor the place-shaping approach..... 86

Ambition 6: Use the LTA to promote efficiency and transparency in place-shaping..... 87

GLOSSARY OF TERMS 88

BIBLIOGRAPHY & FURTHER READING 90

ACKNOWLEDGEMENTS..... 92

APPENDIX 93

Appendix 1: Extract from: Case Officer's Report for land to the rear of the Shakespeare Public House, 40 High Street, Lincoln (Case Study 22) 93

Appendix 2: Example of City of Lincoln Pre-application Guidance relevant to the LTA (Extract)..... 94

Appendix 3: Example Character Area Statement 95



1 - Introduction

1.1 BACKGROUND

The Lincoln Townscape Assessment Implementation Project (LTA IMP) is the final stage of a series of characterisation projects undertaken in partnership by English Heritage and the City of Lincoln Council between 1999 and 2011. Previous projects include the creation of the city's current archaeological database (Heritage Database), the Lincoln Archaeological Research Assessment (LARA), and the Lincoln Townscape Assessment (LTA). All this information is now available via www.heritageconnectlincoln.com

1.2 SCOPE OF REPORT

This project has two related purposes:

1) To investigate and document how the Lincoln Townscape Assessment can be used in the delivery of the City of Lincoln Council's place-shaping approach, in particular in the three key areas of **plan-making, Development Management** and **neighbourhood planning**

2) To set these processes in the context of larger developments within planning at strategic, spatial and Development Management levels, with the aim of offering the Lincoln experience to the wider community of planners, developers and environmental managers

This report presents a strategy for the LTA's implementation and uses a series of case studies to demonstrate its application to date (see Figure 10). In so doing it highlights the positive contribution that an historic characterisation evidence-base can make to a local planning authority's approach to managing the inherited character of places. Building on this understanding, the project defines six toolkits for applying the LTA as part of Lincoln's place-shaping approach:

TOOLKIT A:

Using the LTA in plan-making

TOOLKIT B:

Using the LTA in making applications for planning consent

TOOLKIT C:

Using the LTA in managing applications for development

TOOLKIT D:

Using the LTA in creating a Neighbourhood Plan

TOOLKIT E:

Using the LTA as a tool for public consultation and engagement

TOOLKIT F:

Using the LTA to improve understanding about the character of places

1.3 THE LINCOLN TOWNSCAPE ASSESSMENT

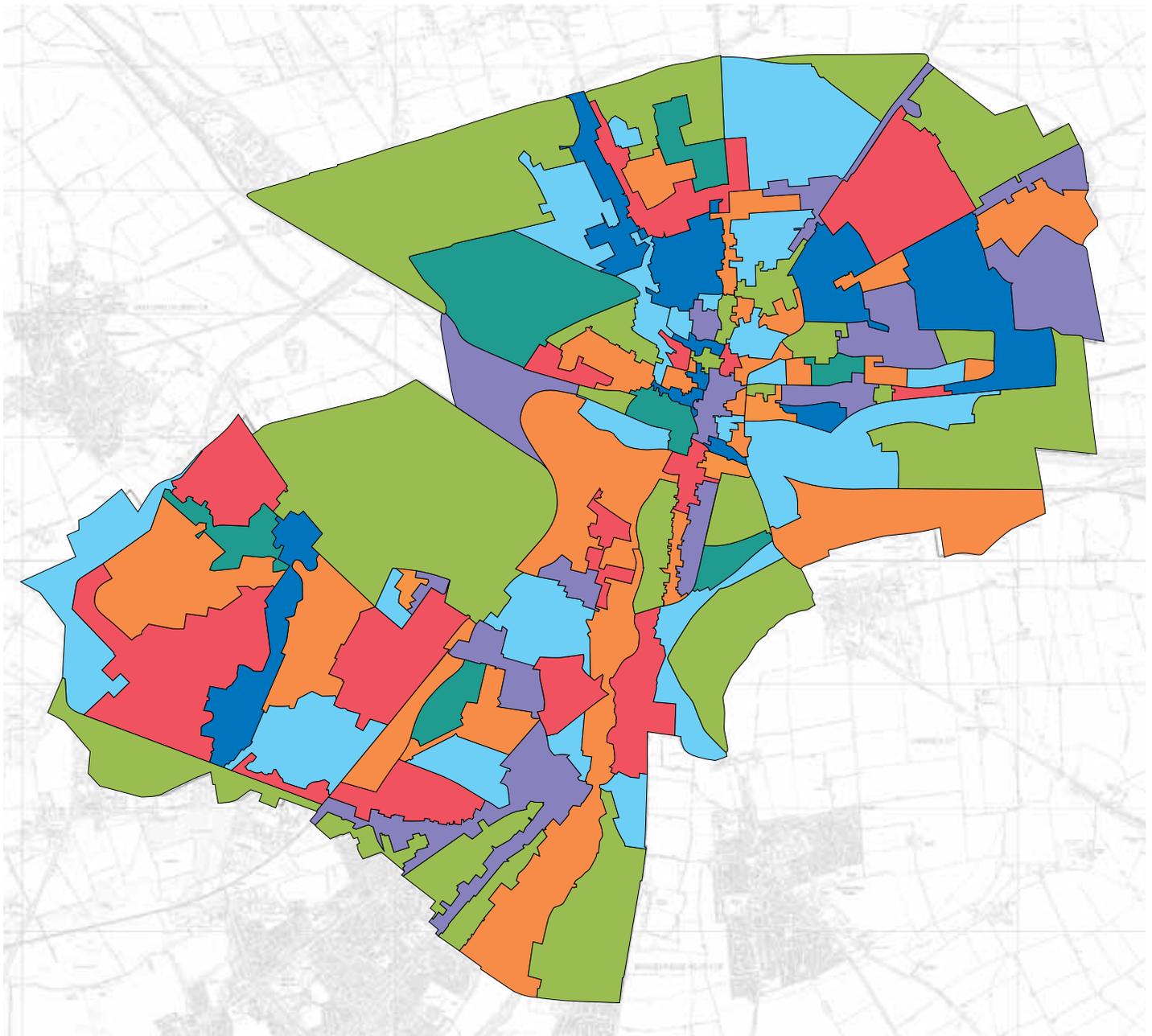
The Lincoln Townscape Assessment (2005-2009) characterised the entire City of Lincoln Council (CoLC) authority area, developing and applying a new method of describing the inherited character of places ('Historic characterisation' – see text box). The LTA created an holistic evidence-base that describes the inherited character of Lincoln in detail. Key to the success of the LTA was the definition of one hundred and eight individual areas, known as 'Character Areas', each distinguished by its own distinctive character. Taken together the Character Areas cover the entire City of Lincoln authority area, the inherited character of which is described in an overarching Citywide Statement. Thus, the LTA describes the inherited character of Lincoln in increasing detail, from macro-scale citywide characteristics shared between groups of Character Areas (e.g. views, linear infrastructure, and landscape setting) to smaller and more detailed information (e.g. building materials, fenestration, and built form) for individual areas (see example Character Area statement, Appendix 3). In so doing it clarifies both what makes Lincoln distinctive as a whole and what makes the individual places within it locally distinct.

Historic characterisation is the term given to area-based ways of identifying and interpreting the historic dimension of the present day townscape and landscape. It looks beyond identifying individual heritage assets to the understanding of the **overall** character of a **whole** neighbourhood or area that is central to securing good quality, well designed and sustainable places. (English Heritage, 2011)

LTA Character Areas are recognisably different from each other, as was proved by a series of public consultations and community workshops (see Case Study 21). Each Character Area is described according to its historical development, ecology and urban form, taking into account people's views about character. Emphasis is placed on how the traces of previous activity, be it recent or ancient, are manifested in the present day character. Written statements are factual and impartial in content, forming a common recognisable foundation for interpretation. The LTA is, therefore, a spatial expression of 'place'.

The detailed methodology for the LTA is available at www.heritageconnectlincoln.com/article/plans-in-place

Figure 1 Lincoln's 108 Character Areas



The LTA: Key Principles

- The LTA is structured according to **distinct named places**, known as '*Character Areas*', each of which is different from the other
- People's **perceptions** of a place are an intrinsic part of an area's character
- The LTA is a record of the **inherited character** of places and not just their 'historic' character
- The focus of the LTA is on the **character** of a place, as opposed to the detail of *individual* buildings, streets or spaces
- The LTA is concerned with the legibility of previous activity in the **current townscape**, and not what has been and gone without a trace
- Information in the LTA is **free from value judgements**
- The LTA is **not a conservation-led** planning tool, but provides a context for change

The LTA integrated three existing evidence-bases at the City of Lincoln Council with the results of desk-based research and ground survey (see Figure 2 below).

LINCOLN ARCHAEOLOGICAL RESEARCH ASSESSMENT

Completed in 2003, LARA is a detailed characterisation and spatially expressed research agenda for the known and potential archaeology of Lincoln according to 7 historical eras of the city's development

HERITAGE DATABASE

The Heritage Database is an up-to-date record of all known historical features in the city below and above ground (e.g. archaeology, buildings, open spaces and more). The database is made up of point data, and currently holds over nine thousands records

ECOLOGICAL SURVEY

The Lincoln Ecological Survey was completed in 2007 and recorded the ecological make-up of over 150 sites in the city. The study provides information about habitats, species diversity and access. A number of local wildlife sites were designated using the results of the study

DESK-BASED ASSESSMENT

Analysis of modern and historic maps was undertaken for each Character Area to identify traces of the past in the current townscape and to record the urban form of each area (e.g. block structure, enclosure, frontages circulation patterns etc.)

GROUND SURVEY

Survey of the built form and townscape or landscape of each Character Area was undertaken using over seventy criteria to provide a detailed description of the prevailing character

KNOWLEDGE OF 'PLACE'



Figure 2 The structure and information presented by the Lincoln Townscape Assessment and Heritage Connect

LINCOLN TOWNSCAPE ASSESSMENT

Information structured according to 108 individual **places** defined according to:

- Architectural character
- Historic evolution
- Topography
- Built form
- Natural environment
- Condition
- Community focal points
- Physical boundaries
- Use
- People's views

HERITAGE CONNECT

Sharing information that connects people with places:

- A recognisable spatial definition of place
- A written record of local distinctiveness
- Related information (LARA, Ecological information, Heritage Database)
- Understanding historical development and legibility
- Shared evidence-base for the negotiation of change
- A structure to capture, stimulate and inform perceptions of place

STRUCTURE OF 'PLACE'

UNDERSTANDING OF 'PLACE'

1.4 HERITAGE CONNECT

The LTA is accessed, by both practitioners and the public, through an on-line gateway known as Heritage Connect. Alongside the LTA, supporting information (e.g. LARA and the Heritage Database - see Figure 2) that fed into the study is accessed through 'Related Information' pages for each Character Area.

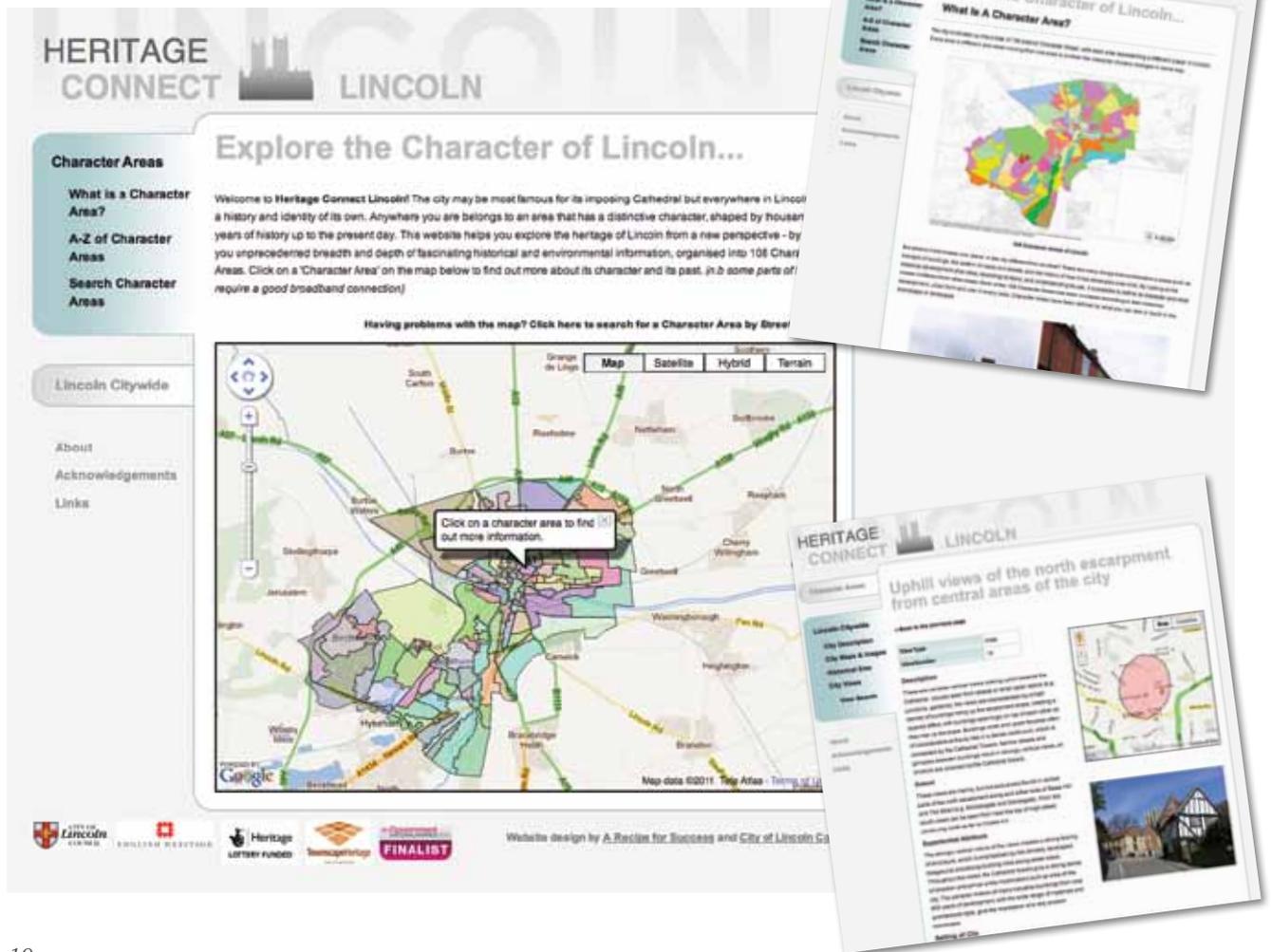
The website has attracted over 16,000 unique visits since it was launched in June 2010 and can be found at www.heritageconnectlincoln.com

1.5 A NOTE ON CHANGING SYSTEMS

This project occurred at a time of major restructuring of the national, regional and local place-shaping frameworks, in particular those associated with spatial planning (e.g. The Draft National Planning Policy Framework). Furthermore, the structures and mechanisms of place-shaping will continue to evolve in the future. Nevertheless, the underlying principles of place-shaping (see Figure 4 The Place-shaping Cycle), the desire for sustainability in the management of change and the requirement for increased public engagement with planning (partly through the use of shared evidence-bases such as the LTA), are likely to endure. Therefore the LTA will continue to play a key role in planning at all levels in the future, regardless of changing advice and procedures. This much is clear from the text of The Localism Act (2011), which was under consideration by Parliament as this report was prepared. The proposed shift in power from central government to local communities implies a new foundation for place-shaping and will lay new emphasis on community access to information resources such as those developed in Lincoln, including the LTA.



Figure 3 Heritage Connect screen prints of Arboretum Character Area



Key ambitions of legislative changes (Autumn 2011)

■ Greater freedom and flexibility for local government

It is intended that Local Authorities will have greater freedom and ability to respond to the needs of local people, with fewer systems of 'top-down' control. As part of this drive monitoring mechanisms such as Comprehensive Area Assessments and Local Area Agreements have been revoked, and the regional tier of government abolished

■ New rights and powers for communities and individuals

Communities will have more ability to direct how the places in which they live change. Under proposals, local authorities will be required to maintain a list of assets of community value, and local people will have the right to call referendums on a wide range of issues and bid to manage services in their area

■ A more effective and democratic planning system

It is intended that the planning process is streamlined and made more efficient by removing constraints and taking a proportionate approach to development. At the local scale, communities will have '*greater opportunity to influence the future of the places where they live*' (DCLG, 2011) by producing Neighbourhood Development Plans for their local areas, stipulating where new development should go and what form it should take. Local groups will also be able to bring forward and grant planning permission for certain developments

1.6 LOCAL, NATIONAL AND EUROPEAN POLICY CONTEXT

This section examines some of the key policies and guidance that support the use of the LTA in Lincoln's place-shaping approach.



1.6.1 LOCAL POLICY IN LINCOLN

Local Planning Authorities play a central role in place-shaping. Local visions, strategies and policies set out an authority's approach to targeting its services and managing future change for periods of 5 to 15 years or more. The structure of local spatial planning is tiered, requiring policies with the most localised remits to remain aligned with the overall strategic 'vision' for an area, including that expressed within a community strategy (see [Case Study 1](#)). Strategic documents take a broad approach to setting out aims according to key themes (e.g. Housing, Infrastructure, Economy, Urban Design and Environment) and act as 'parent policies' to topic or area-based Development Plan Documents (DPDs) and planning instruments concerned with the local level of detail.

The Community Strategy

A community strategy (formerly known as a Sustainable Community Strategy) is a long-term vision for a local authority area that informs all other plans, including the Local Development Framework. Community strategies, which are no longer a statutory requirement, set out the main priorities to improve well being alongside key tasks that partners need to undertake to achieve them. The then imminent availability of the LTA, particularly in the definition it provided, enabled it to inform part of the Sustainable Community Strategy in 2008 (see [Case Study 1](#))

CASE STUDY 1:

RECOGNISING THE LTA IN LINCOLN'S SUSTAINABLE COMMUNITY STRATEGY

The City of Lincoln's Sustainable Community Strategy was adopted in 2008, setting a vision for Lincoln in 2023:

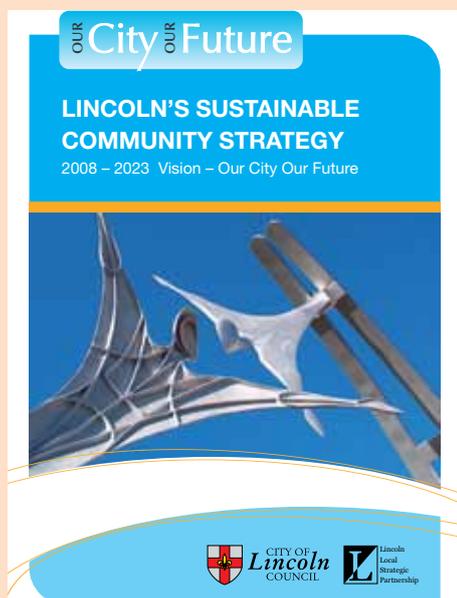
'A well-run, creative city of sustainable neighbourhoods and ambitious people, which is internationally renowned for its culture, economy, and special character. Lincoln is a great place to live and work that unlocks the potential in all people and all places and provides an enviable quality of life.'

Issues and future priorities for Lincoln are grouped into 6 themes, one of which is *'Our Environment – Climate change and environmental sustainability'*. The theme includes a section on *'Landscape and Cultural Character'* which identifies that Lincoln has unique townscape characteristics and specifically mentions the LTA:

"The topography, rural location, historic social and physical development has provided Lincoln with a range of townscape characteristics, some of which are unique to Lincoln. An assessment of Lincoln's Townscape has identified approximately 108 character areas to date."

The SCS goes on to set out the importance of 'place' in the 'Our City' section:

"Through a place centred approach...we can address the issues holistically and improve quality of life in Lincoln...Through a place making approach we can ensure that this growth benefits all residents of the city and will contribute to our unique sense of place."



Local Plan Policies

Local planning policies in Lincoln mostly consist of saved Local Plan policies from the City of Lincoln's Local Plan, adopted in 1998. The policies are standing in as a Local Development Framework (LDF) for Central Lincolnshire is drafted, and will remain saved until they are superseded by the LDF or policies at the national level (see Chapter 3).

There are a wide range of saved local plan policies in the City of Lincoln Plan specifically relating to the inherited character of the city. Many policies tackle issues associated within specific areas (e.g. the Brayford Waterside) and/or designated assets (e.g. Conservation Areas and Listed Buildings), whereas others discuss development in the city more generically.

Several of the policies that provide an overall direction to future development in Lincoln consider the inherited character in more detail, in particular those within the policy themes of 'Urban Regeneration', 'Natural Environment' and 'Homes'. Overall, policies require new development to compliment the existing character of an area, and to take full advantage of any local natural and built features. Policy 34 (see below), which became a saved Local Plan Policy in 2007, is the most commonly used policy in Development Management (see Chapter 4) for assessing the contribution new development proposals bring to an area.

Policy 34: Design and Amenity Standards (abridged)

Planning Permission will be granted for new buildings, extensions, alterations or refurbishment of existing buildings which meet the following criteria:

- The scale, massing, height, design, external appearance and facing materials to be used in the development must complement the architectural style and townscape character of the locality
- The siting and layout of any new building or extension must ensure a satisfactory physical and functional relationship to adjoining buildings and streetscape
- The layout and design of the development must take full advantage of any natural features of the site of its surroundings

1.6.2 NATIONAL POLICY

Pending the adoption of the National Planning Policy Framework (NPPF) many Planning Policy Statements (PPSs) recognise the value of local distinctiveness and support the use of characterisation evidence-bases in managing how places change. For example, planning authorities are required to:

- Create places which have their own distinctive identity which reinforce or create local distinctiveness, and create cohesive communities (PPSs 1, 3)
- Ensure that future change responds to the existing local context, recognising and enhancing an area's sense of place and its local distinctiveness (PPSs 1, 3, 5, 7)
- Ensure that change is achieved through, and monitored against, a shared vision defined by local communities, and the public and private sectors (PPSs 5, 12)
- Ensure the successful delivery of place-shaping through sustainable development of high quality and inclusive design (PPSs 6, 9)
- Ensure that future change is based on consideration of the existing context for development through the use of a detailed, comprehensive and shared evidence-bases which recognise the significance of the inherited environment (PPS 5)
- Ensure that inclusive planning is underpinned by effective and proactive engagement with communities, enabling them to influence how places change in the future (PPSs 1, 5)

1.6.3 NATIONAL GUIDANCE

Government departments (e.g. DET, DEFRA and DCLG), advisory agencies (e.g. English Heritage, English Partnerships and the Homes and Communities Agency) and a number of independent think-tanks and commissions (e.g. Design Council/CABE and the Town and Country Planning Association) all embrace the principle that a detailed knowledge of the inherited character of places facilitates successful development. Such non-statutory guidance includes, but is not restricted to:

- ***CABE's Building for Life Criteria*** (CABE, 2001) offers a framework for assessing the quality of new development against four key themes: 'Environment and community', 'Character', 'Streets, Parking and pedestrianisation' and Design and construction
- ***By Design. Urban Design in the Planning System*** (DETR, 2000) identifies key urban design objectives including development that promotes 'Character, Continuity and Enclosure, Quality of Public Realm, Ease of Movement, Legibility, Adaptability, and Diversity'
- ***Understanding Place. Historic Area Assessments: Principles and Practice*** (EH, 2010) stresses the importance of bringing expert and community views together in order to fully understand areas. The guidance also highlights the ubiquitous nature of character, and its complex physical and social composition (e.g. built form, public realm, green infrastructure)



- **Planning for Places: Delivering good design through core strategies** (CABE, 2009) indicates that “clearly expressing in the core strategy the existing character of a place and how it functions, and explaining how this informs future choices will:
 - Focus the strategy on quality of place rather than on policies or housing numbers
 - Clarify understanding and knowledge of the place – where it has come from, how it is now, and where it is going
 - Identify important features of that place which need to be protected or enhanced
 - Help scope different options, which can be tested
 - Make it relevant, to engage people in the process
- Lead to a strong and locally specific vision for the area”
- **Urban Design Compendium** (HCA, 2000) stresses that “*an assessment of the roles and relationships of the area or site to its strategic context, together with an appreciation of the individual characteristics of form and the way a place is used, will lay the foundations for a unique design response.*” The guidance goes on to identify seven key aspects of urban design, three of which highlight the need to understand the social and physical character of places:
 - **Places for People:** For places to be well-used and well-loved, they must be safe, comfortable, varied and attractive. They also need to be distinctive, and offer variety, choice and fun. Vibrant places offer opportunities for meeting people, playing in the street and watching the world go by
 - **Enrich the Existing:** New development should enrich the qualities of existing urban places. This means encouraging a distinctive response that arises from and complements its setting. This applies at every scale - the region, the city, the town, the neighbourhood, and the street
 - **Work with the Landscape:** Places that strike a balance between the natural and man made environment and use each site’s intrinsic resources - the climate, landform, landscape and ecology - to maximise energy conservation and amenity
- **Design Review: How CABE evaluates quality in architecture and urban design** (CABE, 2006) stresses that ‘one of the keys to a successful project is to achieve an understanding of its physical context through an urban design analysis and a historic analysis; it is unwise to try to change a place without first understanding it’
- **Understanding Place: Character and Context in Local Planning** (EH, 2011) demonstrates how ‘Historic characterisation assists in the delivery of both national planning policy and local community aspirations.’ The guidance goes on to stress that ‘Characterisation does not provide a single solution, but an opportunity for planners, developers and communities to work together and plan using a single shared evidence-base’
- **Capitalising on the Inherited Landscape: An introduction to historic characterisation and masterplanning** (EH and HCA, 2009) shows how the historic character of a place can be a platform and a template for future change, used in a positive way to create and enhance a sense of place, providing a legacy for the future

1.6.4 EUROPEAN FRAMEWORKS

The European Landscape Convention (ELC) (which came into force in the U.K in March 2007) requires member states to manage and protect landscapes by recognising their importance in law, socio-economic and cultural policy and guidance. It confirms the legal definition of ‘landscape’ as ‘*an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors*’ (Chapter I, Article 1a). Thus it recognises that landscape (including townscape), is the product of individual perceptions of environment as well as its physical form.

Similarly the Faro Convention (on the Value of Cultural Heritage to Society) affirms ‘heritage both as a resource for human development, including the enhancement of cultural diversity and the promotion of intercultural dialogue, and as part of an economic development model based on the principles of sustainable resource use’¹. It insists that ‘knowledge and use of heritage form part of a person’s right to participate in cultural life as defined in the Universal Declaration of Human Rights’. The Convention came into force on 1st June 2011, but has not yet been signed by the UK.

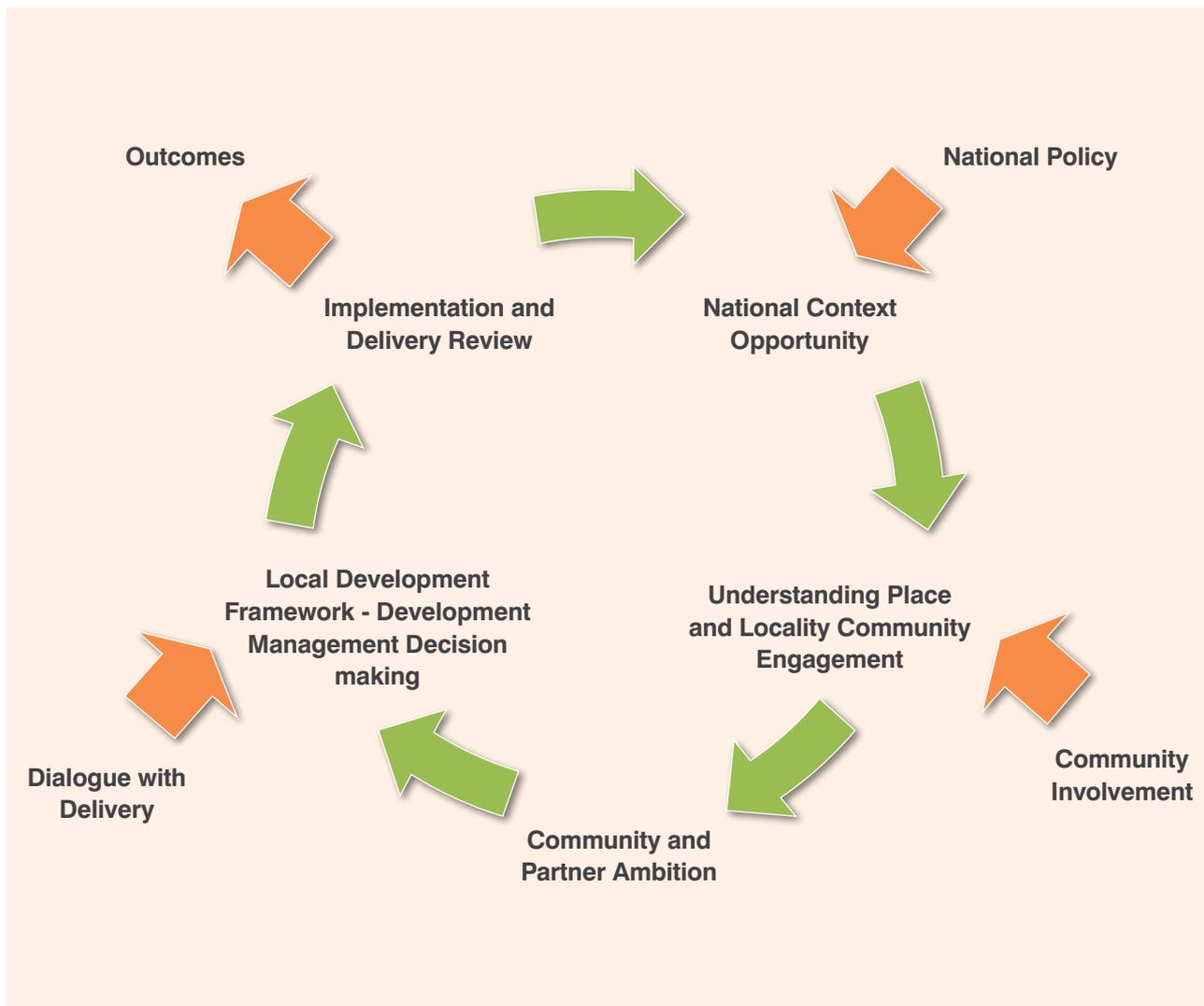
1.7 PLACES AND PLACE-SHAPING

Place-shaping is widely recognised as ‘the ways in which local players collectively use their influence, powers, creativity and abilities to create attractive, prosperous and safe communities, places where people want to live, work and do business’². The lead role of Local Authorities in place-shaping is emphasised by the Lyon’s Enquiry (Lyon’s 2007), and the visions, strategies, and policies concerning the local distinctiveness and inherited character of places, as summarised in Chapter 1.6, form a fundamental element of place-shaping.

¹ www.coe.int

² www.futurecommunities.net/why/place-shaping-0

Figure 4 Cycle of Place-shaping adapted from DCLG (2007) *Planning for a Sustainable Future: White Paper*



Spatial definitions used in place-shaping

The analysis of information according to spatial areas is a key mechanism for Local Authorities and other organisations in place-shaping. The spatial structures used influence the way stakeholders engage in:

- Identifying needs
- Forward planning
- Decision-making
- Targeting service delivery
- Monitoring and reporting
- Engaging community groups

A wide range of different territories or zones are employed in modern concepts of 'place-shaping', each with a different and often complex rationale behind their creation. Many have endured for centuries, such as the ecclesiastical and civil administrative parish boundary, whereas others are born out of a more recent desire to understand and influence place. The growing ability to collate and analyse complex statistics has led to new - and often smaller - spatial definitions of 'place', such as 'Super Output Areas' created in 2004. Consequently, the spatial structure for understanding and managing place today includes a complex array of overlapping areas, each of them based on a specific interest or topic.

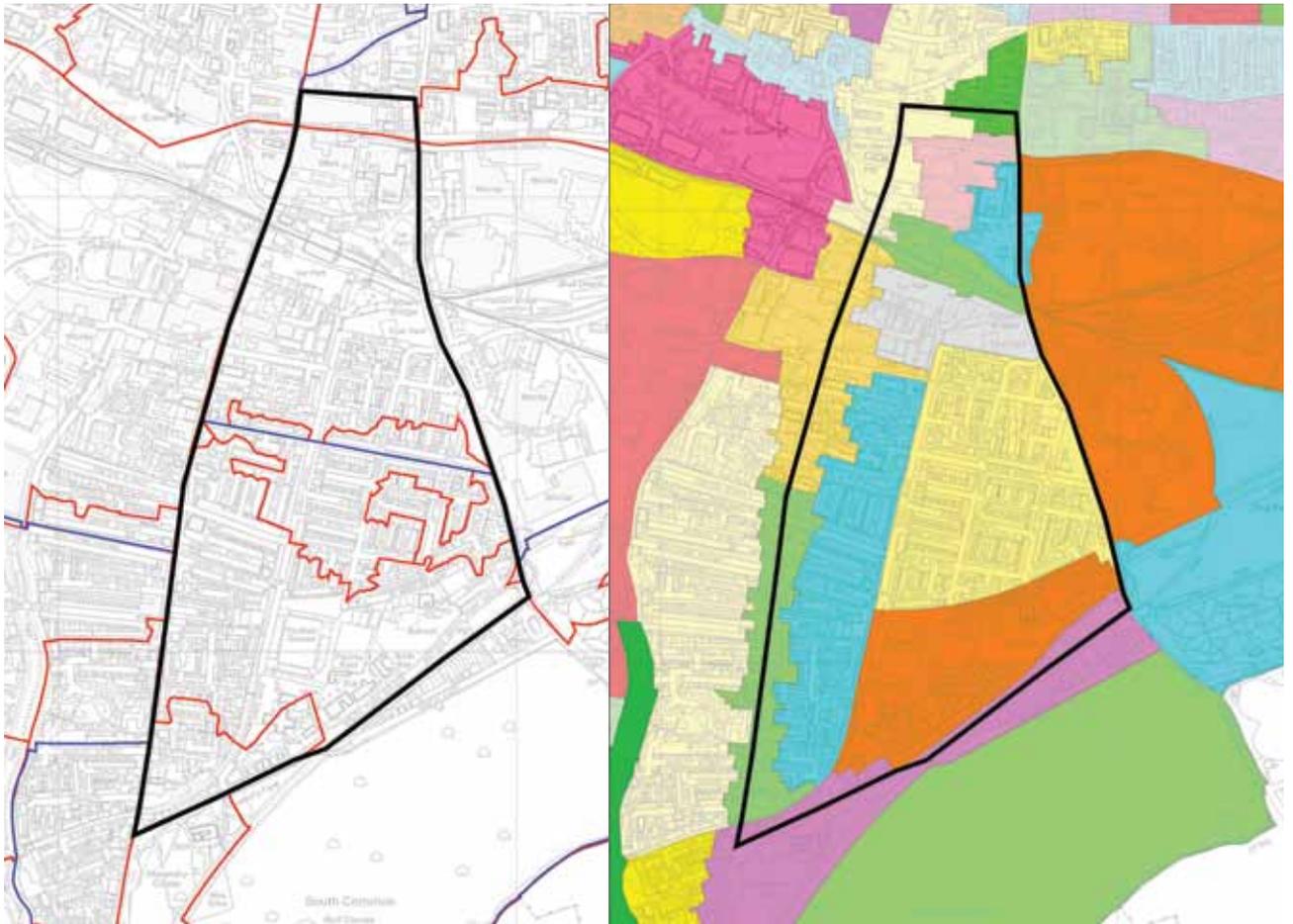


Figure 5 Various spatial definitions used in Lincoln’s place-shaping approach: LEFT: Super Output Areas (red), Wards (blue) and Neighbourhood Management Areas (black) RIGHT: Character Areas (various) and Neighbourhood Management (black)

Many statistical areas are generated by computer, leaving limited scope for locally distinctive aspects to influence their geometry. However, definitions may arise that reflect local social and economic circumstances, such as Business Improvement Districts and most recently Neighbourhood Development Plan areas. These latter definitions are tailored to certain requirements and aspirations for a specific area, as opposed to other structures that provide a ubiquitous structure for place-shaping across an administrative area. Alongside the analysis of statistical evidence-bases structured according to administrative or demographic boundaries, a successful place-shaping approach must also be capable of analysing information according to the physical fabric and social identity of places. Fundamental to this approach is an appropriate spatial definition of the patchwork of local distinctiveness. In Lincoln, this definition of local distinctiveness is now provided by LTA Character Areas.

1.8 USING THE LTA AS A TOOL IN PLACE-SHAPING

The concept of a local area or place is well recognised in spatial planning, and a detailed and shared understanding of what makes them distinctive clearly underpins a collaborative approach to place-shaping. In Lincoln the LTA has a key role in providing a shared understanding and spatial structure of local places amongst all stakeholders, recognised as a key part of the place-shaping cycle (see Figure 4). The following chapters demonstrate the LTA’s role in creating visions and plans for local places (*Chapter 3: Plan-making*), delivering high quality development within them (*Chapter 4: Design and Development*), and fostering a sense of place and helping communities plan for places (*Chapter 5: Localism and Neighbourhood Planning*). Chapter 2 sets out a strategy for integrating the LTA in place-shaping, and Chapter 6 draws out some overall conclusions from applying the LTA as part of Lincoln’s place-shaping approach.



2 - LTA Implementation Strategy

2.1 INTRODUCTION

This chapter uses six key 'place-shaping ambitions', identified during the course of the project, to outline a strategy for how historic characterisation evidence-bases such as the Lincoln Townscape Assessment (LTA) can support and guide Local Authority place-shaping aspirations and actions:

1. **Participative Planning**
2. **High Quality Places**
3. **Evidence-led Planning**
4. **Sustainable Development**
5. **Monitoring**
6. **Efficiency and Transparency**



AMBITION 1: Use the LTA to engage communities in place-shaping and promote participative planning



With the move towards a more inclusive ‘place-shaping’ approach to planning at all levels, the intention is for local communities to have greater power to direct future change in the places where they live and work. In addition to their statutory obligations, local authorities and developers are encouraged to involve and engage local communities with how their places will change in the future as proactively as possible. Making the LTA available via Heritage Connect has proved a critical step towards achieving more participative planning in Lincoln. The impartial nature of the type of historic characterisation information represented by the LTA, and the increased knowledge of local places it brings to all parties engaged in place-shaping, ensures that it has quickly become established as a shared evidence-base for the negotiation of change.

In order to establish a more participative planning process, that enables communities and other stakeholders to have an effective role in influencing how places change in the future, the LTA should be used to:

- Facilitate discussions about the inherited character and distinctiveness of local places amongst all parties involved in how places change in the future
- Develop increased awareness, pride and ownership of local places amongst local people by using the LTA to encourage and enhance community participation in consultations and other place-based initiatives
- Promote clearer understanding amongst all parties of the diversity of perceptions that contribute to the character of places, and a corresponding awareness of the potential social and physical outcomes of future change
- Provide a structure for capturing and disseminating the intangible characteristics of place, such as perceptions, memories and ephemeral use
- Provide a resource for the education sector to teach about local places and local issues
- Develop a strategy for helping ‘harder to reach’ groups engage with place-shaping issues



AMBITION 2: Use the LTA to create and maintain 'high quality' places

High quality places are sustainable, functional and distinctive in character, attracting people to live, work and play. Well designed places improve social wellbeing and quality of life by reinforcing local identity, improving health, reducing crime, and easing transport problems³. Understanding the context of proposed change is key to maximising its potential to benefit communities. A place-centred approach to managing change that respects and enhances the inherited character is fundamental to creating and retaining high quality places. Being based around distinct geographical Character Areas and defining clearly recognised 'places', the LTA is an effective tool for assisting in the processes of identifying and enhancing 'places'.

In order for the LTA to help create and develop high quality places, it should be used:

- As a spatial structure and evidence-base to aid in the delivery of the City of Lincoln Council's place-shaping services
- To gain a clearer understanding of how places are defined, and to help develop measures for generating and sustaining 'quality' characteristics within them
- In taking a 'place-led' approach to the creation of formal plans, visions and strategies that endorse and give clear direction to the interpretation of detailed characteristics of places
- To develop increased recognition, shared understanding and familiarity of the inherited character of local places within the Council and amongst partners, local businesses and Third Sector organisations

Shared vision for high quality places

- Places that respect and enhance the area's context, reinforcing or creating a positive identity
- Landscapes that are multi-functional and provide opportunities for food, water and energy production and healthy living
- Neighbourhoods where it is convenient and safe to walk or cycle to the shops, the primary school, and the doctor's surgery and where, if travelling further afield, getting on a bus, tram or train, rather than in the car, is a first choice not a last resort
- Homes and streets that are well designed, meeting the CABI/Home Builders Federation Building for Life standard
- Mixed neighbourhoods where a range of types and tenures of houses and flats are available for all, where people can move to another home locally when their needs or circumstances change
- Places that are well managed and looked after
- Homes that people can easily change or extend
(Defined by CABI, NE, EH, EA and ASC in Actions for Housing Growth: Creating a legacy of great places CABI, 2007)

- To develop robust processes for identifying the strengths and weaknesses of individual places so that opportunities to create high quality places are capitalised upon and any needs within them are met



³ CABI, 2001. Building for Life Criteria



AMBITION 3: Use the LTA to promote evidence-led planning for character



A robust evidence-base is the foundation of the planning process, used in the identification of issues and opportunities, the formulation of strategic planning policies, and as the rationale for decision-making. In order to achieve the best outcomes for development, evidence-bases should be robust and proactively used, influencing the management of change from the outset by being accessible to all parties engaged in place-shaping. Shared evidence facilitates a co-operative approach to managing change and promotes transparency at decision-making stages. Emphasis is placed on local authorities developing quality place-shaping information resources and making them accessible using both traditional and digital routes. Via www.heritageconnectlincoln.com the LTA provides a comprehensive and sound knowledge of the fabric of local distinctiveness that is tailored to the needs of key place-shaping processes (e.g. planning and design). In order for the LTA to be used as an evidence-base for the inherited character and local distinctiveness of places the following actions must be achieved:

- Formally adopt the LTA as a record of the 'historic legibility of 'places' (defining where and how a place's history contributes to its current character) and as an evidence-base for local distinctiveness developed for use in the City of Lincoln Council's management of change
- Integrate the LTA into other statutory and non-statutory place-shaping evidence-bases, enhancing their methodologies and assisting in their analysis
- Use the LTA to increase knowledge, capacity and skills used in the management of 'places'
- Use the LTA to develop ancillary evidence bases for local distinctiveness, particularly by undertaking assessment in response to key drivers for change (e.g. sensitivity analysis)
- Use the results of assessing the LTA to create place-shaping mechanisms (e.g. Local Development Orders) that can be used to positively influence the outcomes of future change
- In so doing, use the LTA to create a more informed, consistent and transparent approach to place-shaping, that recognises and responds to local distinctiveness
- Use the LTA to generate a comparative understanding of the issues and opportunities faced by places in Lincoln, and apply this knowledge when considering generic or area-specific approaches to place-shaping (e.g. plan-making)



AMBITION 4: Use the LTA to promote sustainable development



Sustainable development balances a community's social, environmental and economic aspirations and delivers change without compromising the ability of future generations to fulfil their own aspirations. Development that protects and enhances the existing natural and built environment, is a fundamental part of sustainable development, and is intrinsic to community well-being, cohesion and identity. As a detailed record of the inherited character of individual places, characterisations like the LTA can provide a context for design and can help achieve sustainable development by encouraging greater recognition of local distinctiveness. To help achieve sustainable development in Lincoln, the LTA should be used to:

- Provide a detailed context for design, that includes the physical, environmental, dynamic and experiential characteristics of a place, in such a way that enables, inspires and requires development to enhance a place's local distinctiveness and improve the well-being of inhabitants
- Inform sustainability appraisals and similar studies, helping them to consider the suitability and effectiveness of planning policies and/or applications for major developments in safeguarding local distinctiveness
- Provide an adopted benchmark against which the sustainability of development proposals are evaluated (e.g. design concepts and character appraisals)
- Support the creation and use of statutory and non-statutory planning tools (e.g. [Conservation Areas](#), [Masterplans](#), design codes and [assets of community value](#))
- Encourage development to make a positive contribution to places not just at the individual site level, but also within the locality, the 'place', the neighbourhood, and the city as a whole
- Raise awareness of the contribution local distinctiveness can make to sustainable development by taking opportunities to highlight and promote successful sustainable development outcomes
- In so doing, demonstrate the potential of the inherited character of place in helping to improve social well-being, increase profit and build community cohesion
- Build skills, knowledge and understanding amongst City of Lincoln Council officers of the proportionate and place-based approach needed to account for local distinctiveness in sustainable development



AMBITION 5: Use the LTA to help effectively monitor the place-shaping approach

A change in the way central government monitors the performance of Local Authorities includes replacing the set of 198 National Performance Indicators with a single list of minimum data. The new system is intended to give local government greater freedom to define targets and in turn, hold them more accountable in ensuring they are achieved. An effective monitoring framework that can represent needs of communities and measure the extent to which they are being met is a key element of the cycle of place-shaping (see Figure 4). Monitoring the outcomes of a place-shaping approach demonstrates the effectiveness and suitability of strategic plans, allows them to be refined according to local needs, and aids in targeting future resources. A structured and detailed knowledge of the existing character of an area, such as that offered by the LTA and other 'historic characterisation' evidence-bases, can enable the definition of place-shaping objectives concerned with local distinctiveness and in turn inform methods and frameworks for monitoring and evaluating them. In order for the outcomes of a place-shaping approach to be effectively monitored and the results fed into the place-shaping cycle, the LTA should be used:

- As a spatial structure (Character Areas) for monitoring the delivery of place-shaping policies, initiatives and the overall delivery of strategic visions
- As a foundation for developing frameworks and criteria tailored to local places that can be used to monitor how places change and develop
- As a spatial framework to monitor the well-being and economic prosperity of places and, in so doing, highlight the link between happiness, prosperity and local character and distinctiveness
- As an evidence-base for existing frameworks concerned with monitoring and assessing change in a well-defined 'place'
- To provide a useful yardstick for measuring the success of innovations in design, local distinctiveness and quality of life



AMBITION 6: Use the LTA to promote efficiency and transparency in place-shaping

Recently there has been a drive to streamline approaches to place-shaping, and make processes more transparent. With their lead role in place-shaping, Local Planning Authorities (LPAs) are responsible for increasing the efficiency and transparency of processes of managing change. In response, LPAs are moving away from a regulatory and reactive planning system to a more pro-active, inclusive and proportionate approach to place-shaping. Emphasis is placed on the early resolution of issues by establishing a robust policy framework based on comprehensive and accessible evidence-bases. The approach also demands stronger links between the 'plan-making' and 'Development Management' functions within the cycle of place-shaping (see Figure 4). The LTA should be used to achieve greater efficiency and transparency in place-shaping by:

- Generating an understanding of the varied character of individual places which underpins both generic and customised approaches to managing change within them
- Facilitating informed and focussed discussions about local distinctiveness at all stages of the development process, notably during the formative pre-application stages
- Helping to create a proportionate and consistent approach to evaluating the issues and opportunities presented by planning applications by providing a benchmark against which the potential change that development will bring to the inherited character of defined places can be assessed
- Demonstrating to developers how the LTA can support the efficient preparation of planning application documents, such as Design and Access statements
- In so doing, encouraging standardisation in the submission and assessment of planning application documents, increasing the efficiency and transparency of how local distinctiveness is considered by all parties in the Development Management process
- Supplementing or, in more straightforward cases, replacing the need for intensive site investigation (e.g. site visits by Development Management officers) by using the LTA to provide a local context for development



3 - Plan-making

3.1 INTRODUCTION

This chapter looks in greater detail at the supporting role the Lincoln Townscape Assessment (LTA) can play in plan-making. It focuses on the LTA's contribution to the spatial planning documents which form the Central Lincolnshire Local Development Framework (LDF). As well as identifying ways in which it can inform the development of visions, strategies and policies, this chapter highlights the valuable contribution of the LTA in promoting 'places' within the portfolio of Development Plan Documents (DPDs).

The Local Development Framework

The LDF is a portfolio of documents that form the principal spatial planning strategy for a Local Authority area. The LDF should seek to achieve the goals and actions defined within a community strategy (see [Case Study 1](#)), a vision that represents the needs of public, private, business and voluntary sectors. With the exception of a core group of planning documents (see Figure 6), the LDF structure is defined by the Local Planning Authority (LPA) and the chosen format significantly influences the ways in which evidence-bases, such as the LTA, can inform the scope and detail of place-shaping policies. In the case of the Central Lincolnshire Core Strategy, the availability of the LTA for Lincoln and its surroundings has inspired a strategic place-based approach to 'Design' and 'Quality Environment' policies for the entire policy area (see [Case Study 10](#)). In subsequent Development Plan Documents (DPDs), that add detail to the strategic policies within the Core Strategy, there will be growing opportunity for the more detailed elements of the LTA to inform the creation of localised and specific planning policy.

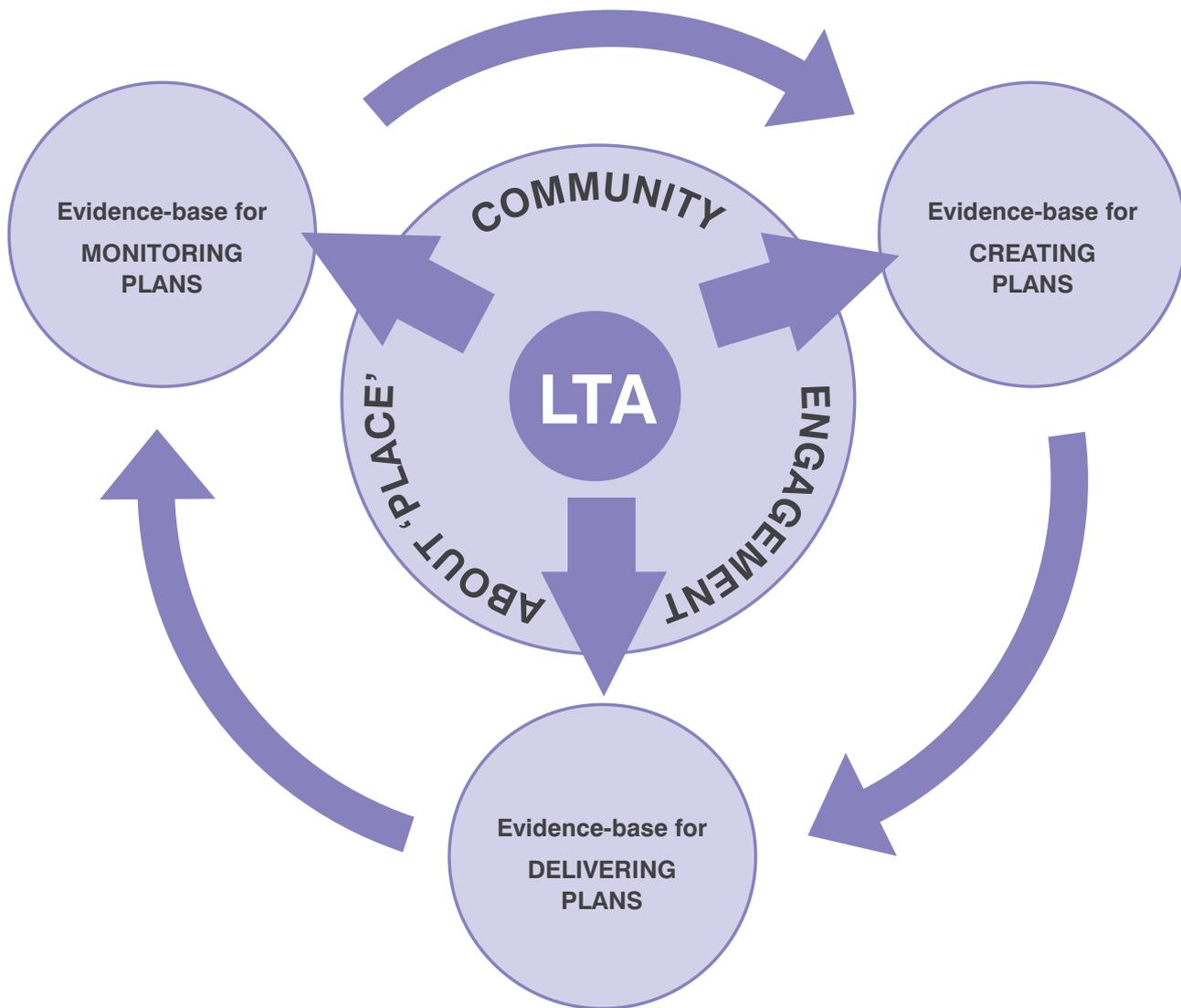
The Central Lincolnshire Joint Strategic Planning Committee

In October 2009 the Central Lincolnshire Joint Strategic Planning Committee (CL-JSPC) was created to deliver a LDF for the area covered by the City of Lincoln, North Kesteven District, and West Lindsey District. The CL-JSPC comprises representatives from the respective City and District Councils and Lincolnshire County Council. The Central Lincolnshire LDF will progressively replace the Local Plans of the City of Lincoln, North Kesteven and West Lindsey District Councils and some of their saved policies. Until such time the City of Lincoln Council continues to use a set of saved policies from its Local Plan (1998). The first priority of the CL-JSPC is the preparation of the Core Strategy. Consultation on the Issues and Options for the Core Strategy took place between 25 October and 6 December 2010 and a Draft Core Strategy is expected to be delivered early 2012. From the outset, the LTA has aided in the development of the Core Strategy, in particular the process of defining policies for the 'Design' and 'Quality Environment' themes (see [Case Study 10](#)).

Figure 6 Documents making up the LDF (taken from PPS 12) N.B. 'Required' documents may change



Figure 7 Using LTA as an evidence-base in the plan-making process



3.2 USING THE LTA IN THE PLAN-MAKING PROCESS

This section examines the ways in which the LTA can facilitate the creation of spatial planning documents, using examples from its use in developing the Central Lincolnshire Core Strategy. There are two fundamental ways in which the LTA has been applied as an evidence-base used in the plan-making process:

1. Using LTA Character Areas as a spatial framework in plan-making
2. Using the descriptive content of the LTA as an evidence-base for local distinctiveness

Consecutively used throughout all stages of the plan-making process, the LTA is helping to take robust approaches to the creation, delivery and monitoring stages of formulating plans, and is empowering communities during associated phases of public consultation.



The remainder of this chapter tracks the use of the LTA throughout the standard process of producing Development Plan Documents (DPDs) (see page margins), from the preparation and analysis of evidence through to monitoring and delivery of policy in Development Management (see Chapter 4). Key considerations for its application in the plan-making process include:

Planning for local distinctiveness

As an evidence-base defining local distinctiveness and inherited character, the LTA is most immediately applicable in supporting planning policies regarding design, Development Management, and the historic environment. However, the LTA can also play a proactive role in developing other planning policies (e.g. Site-allocations) ensuring that they also recognise inherited character and capitalise upon it. In order that local distinctiveness is fully considered, the LTA must seek to engage with the formulation of all planning policies, in assessing their sustainability and monitoring their outcomes.

Taking a proportionate approach

The LTA's role in plan-making changes according to the detail and scope of policies within the DPD. At the level of the Core Strategy for Central Lincolnshire emphasis is placed on the spatial structure provided by LTA Character Areas, their broad character and the content of the overarching Citywide statement, as mechanisms for incorporating local distinctiveness into the plan-making process. The more detailed elements of the LTA (e.g. building scale, density and form) become increasingly applicable as the spatial scope of planning policies become more narrowly

focussed (e.g. Site-allocations, Area Action Plans), or where policies are created to tackle specific issues directly relating to the inherited character (e.g. within a Design Supplementary Planning Document). Therefore the LTA can and should be used in a proportionate way throughout the plan-making process.

Empowering the LTA

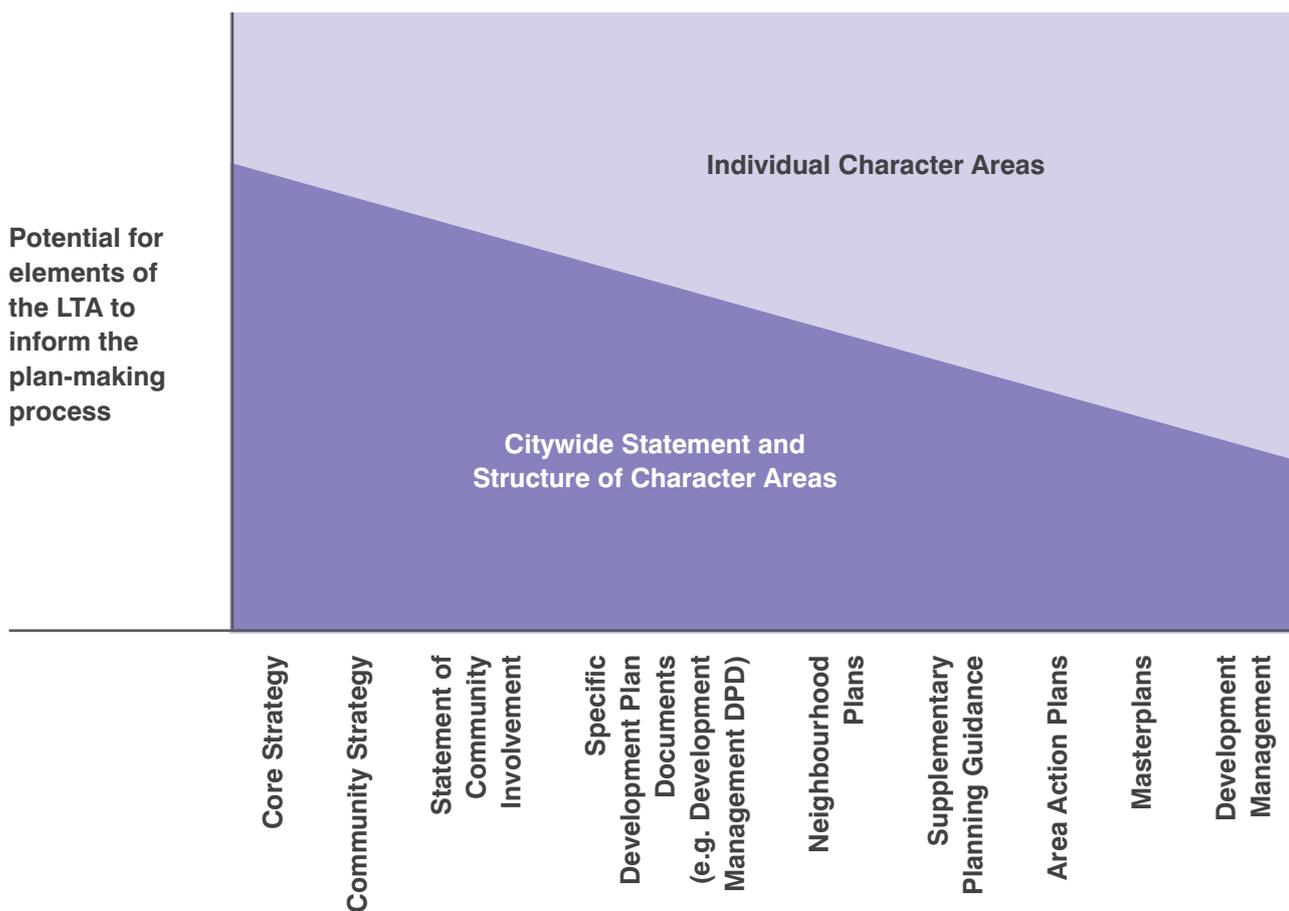
Endorsement of the LTA within spatial planning, particularly within strategic documents at the top of the hierarchy of policy documents, strengthens its use throughout the planning process. Promoting the LTA as an evidence-base for local distinctiveness and inherited character in Lincoln's SCS (see Case Study 1) and the Core Strategy provides a 'hook' for subsequent policies and planning mechanisms. Recognition establishes confidence in applying the LTA, and facilitates its use at decision-making stages of Development Management (see Chapter 4).

Applying the LTA

Planning policy and guidance can help define the ways in which the LTA should be interpreted and used in place-shaping. It is important that the LTA, in conjunction with other planning considerations, is recognised as a tool that encourages sustainable change, bringing about quality development outcomes for local places. Guidance for planners and developers beyond that of the Core Strategy could be achieved through clear place-shaping policies within relevant DPDs or within a bespoke Supplementary Planning Document.



Figure 8 Summary potential for the LTA to inform the creation of plans



3.2.1 THE NATURE OF THE LTA AS AN EVIDENCE-BASE

Evidence-bases form the basis of policy formulation, from the creation to the monitoring of plans. Several are required by law to support the management of topics such as climate change, housing, infrastructure and land availability (see Case Study 2: SHLAA and PAS, 2008⁴). Characterisations such as the LTA are not statutory evidence-bases, but it is ‘strongly recommended’ that information on landscape character is considered (PPS 7).

The LTA is a descriptive evidence-base for the inherited character and local distinctiveness of different areas of Lincoln, highlighting the historical factors and physical characteristics that help define a place’s current identity. It is much wider in scope than traditional heritage databases of assets used in spatial planning (e.g. as Listed Buildings and Conservation Areas). Furthermore, the LTA’s availability for all parts of Lincoln ensures that the Council’s place-shaping approach applies to every community in the city, and not solely those within designated areas.

Later parts of this chapter demonstrate how, in its own right, the LTA evidence base is able to provide a structure and foundation for policy and its evaluation

and delivery. Unlike many other evidence-bases used in spatial planning, the LTA does not include qualitative analysis or one-off value judgements (i.e. assessments of significance or sensitivity). A key benefit of the absence of rigid qualitative analysis is that it enables the LTA to be shared as a neutral and trusted evidence base by a greater number of stakeholders and interested parties. For example, Chapter 4 demonstrates how it provides a common basis for reaching informed mutually-agreed solutions in Development Management. Where qualitative or quantitative assessment is needed as part of the planning process, such as when identifying issues and options or defining indicators at the Sustainability Appraisal or monitoring stages, the LTA provides a solid basis for further assessment. Such assessment can be carried out professionally or democratically (e.g. public survey), accounting for the perceptions and value judgements of communities within each place. To be used effectively, the assessment must be proportionate to the hierarchy of planning policy being created. The remainder of this section identifies three potential ways for the LTA to be used as a basis for assessment, so that the local distinctiveness of places is considered effectively in plan-making:

⁴ Local Development Frameworks – ‘evidence base’. www.pas.gov.uk/pas/aio/60931

1. Additional assessments using the LTA

To date the LTA has been successfully assessed, externally and internally within CoLC, in response to draft policy options for the Core Strategy (see [Case Study 9](#)) or on a case by case basis for development proposals basis (see Case Studies 15-20). Additional assessment of both LTA Character Areas and the citywide statements (e.g. SWOT analysis) would enable it to inform the creation of spatial plans even more pro-actively. For example, the capacity and sensitivity of places to change is of particular relevance to LDF documents concerned with the allocation and type of growth in a Local Authority area. Analysis would be most easily undertaken where topic based policies (e.g. an SPD on Design) enable issue-led analysis of the LTA or where planning policies target defined geographic areas (e.g. Area Action Plans and the Allocations Document). In such focussed studies the opportunities and vulnerabilities of the inherited character of local places can be more easily assessed using the LTA.

Ongoing analysis of the LTA will also identify trends and drivers for change, which can help in considering and planning for future development over longer time-periods. Forms of qualitative assessment of the LTA might be helpful to highlight issues and opportunities that would give visions and objectives stronger direction in planning for the inherited character. Assessment of the LTA can also be used to define, more specifically, the issues and opportunities associated with inherited character when attempting to achieve the 'vision' for the plan area.

It is important to note that although an assessment of 'significant features' of the inherited character (e.g. views, patterns, plot sizes and street layouts) could be carried out, given the complex ways in which characteristics combine to make local places distinctive, such analysis is unlikely to represent the local distinctiveness of places as a whole. Furthermore, designations already exist to cover the more significant historic areas (e.g. [Conservation Areas](#), Local lists and Registered Parks and Gardens). Therefore, if used to identify significant elements of character, the results of analysis should be used to enhance the existing framework of environmental designations (see [Chapter 4.2 – Stage 1](#)).

2. Using the LTA within assessment frameworks

Frameworks are important components of producing spatial plans (e.g. [Sustainability Appraisal](#) and [Monitoring](#) frameworks), and present a transparent opportunity for assessing the LTA. Frameworks can be re-designed to include indicators that use the information within the LTA (e.g. [CABE's Building for Life Criteria](#)), helping to account for local distinctiveness at all stages of plan-making. Many evidence-bases informing existing frameworks already have a form of quantitative or qualitative analysis (e.g. flood risk), translating into an evaluative process more easily. Therefore, depending on the indicators within each framework, it is likely that the LTA will require some form of direct assessment.

3. Using the LTA to feed into other evidence-bases

The LTA can feed into the plan-making process by informing the compilation and evaluation of other evidence-bases. Although some evidence-bases are statutorily required, their methodology is often at the discretion of the local authority. In Lincoln the LTA can enhance the quality of evidence-bases by helping them account for local distinctiveness. This form of integration of the LTA with other evidence-bases within the planning process may require a form of basic quantitative assessment (see [Case Study 2](#)). Such assessment of the LTA could help better recognise the significance of the inherited character, and clarify its role in achieving other social, economic and environmental objectives.



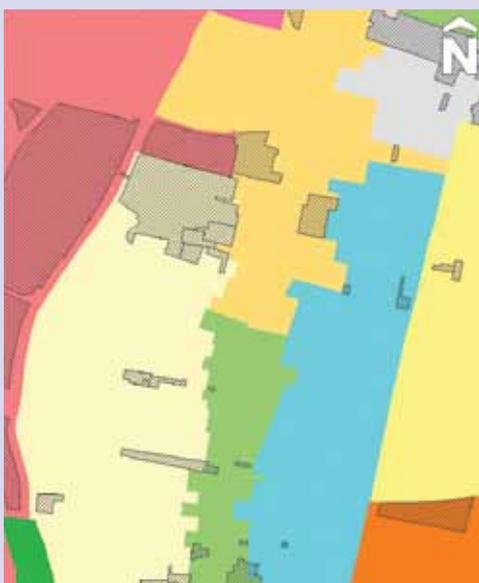
CASE STUDY 2:

IMPROVING THE STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA) USING THE LTA

A SHLAA study assesses the availability of land suitable for housing development within a Local Authority area. SHLAAs are statutory evidence-bases, however the methodology behind their creation is flexible in order to respond to local circumstances. The availability, suitability and achievability of developing sites are assessed using a series of appraisal criteria (e.g. Flood risk, historic and natural environment designations etc.). Unless the potential capacity of a site has been previously evaluated, the SHLAA assumes a standard housing density. In Lincoln this was defined as 90 dph (dwellings per hectare) for the city centre and 40 dph elsewhere.

Initial work in Lincoln showed that basic quantitative analysis (e.g. housing densities) or qualitative analysis (e.g. sensitivity to change) of the LTA could be undertaken to improve the SHLAA methodology so that the development capacity of sites can be more accurately assessed, and any potential constraints or opportunities associated with the inherited character could be identified. Such analysis would lead to an improved assessment of the suitability of sites, and a more accurate understanding of the potential housing capacity of the city.

As the LTA only covers a small proportion of Central Lincolnshire its use to inform the associated SHLAA was not possible, as a common methodological approach across the policy area was required.



SHLAA sites (grey) against LTA Character Areas (various colours)

3.2.2 THE LTA'S ROLE IN ESTABLISHING A 'VISION' AND 'OBJECTIVES'

The LTA is an essential component of the City's evidence-base when developing a 'vision' and a set of strategic objectives that recognise and take advantage of the inherited character of the plan area. It is therefore responding precisely to the guidance offered in the new draft National Planning Policy Framework (2011, 3.4):

'Planning policies and decisions should be based on up-to-date information about the natural environment and other characteristics of the area'.

Many evidence-bases, in particular statistical demographic ones (e.g. unemployment and housing demand), provide detail and clarity for the 'visions' and objectives of spatial plans. The 108 Character Areas that make up the LTA offer one immediate definition of the Lincoln's diverse character, helping raise awareness of local distinctiveness when formulating visions and objectives. In the case of high-level policies the [Citywide Statement](#) brings out some of the key macro-scale characteristics of the city's distinctiveness, supporting the creation of a strategic vision and objectives (e.g. [see Case Study 3: Spatial Portrait](#)). Where the scope of plans are more localised, individual Character Areas (or groups of Character Areas, perhaps as 'Neighbourhoods') offer a more localised level of detail about the inherited character of plan areas.



Sustainability Appraisal

Evidence Based

Vision & Objectives

Issues & Options

Consultation

Preferred Options

Draft DPD

Consultation & Examination

Adoption & Monitoring

CASE STUDY 3:**USING THE LTA IN THE SPATIAL PORTRAIT FOR CENTRAL LINCOLNSHIRE**

The Spatial Portrait is a snapshot of the social, economic and environmental make-up of an area, and is a summary analysis of the evidence-base for spatial planning. The document is the first stage of preparing the Core Strategy, and is used to highlight a series of key strategic objectives and issues that go on to inform the policy approach. In the development of the Core Strategy for Central Lincolnshire macro-scale characteristics discussed in the LTA Citywide statement, rather than the detailed information for individual Character Areas, readily informed the Spatial Portrait, in particular the Lincoln specific chapter. Information was used to:

- Explain the evolution of the city's character to its current state, demonstrating, for example, how economic, environmental and cultural changes (e.g. changes in industry, population growth) have led to the current pattern of land use and the availability of brownfield and greenfield sites
- Identify the contribution of key geographic features to the city's character, such as the limestone escarpment and waterways
- Explain the origins and evolution of the city's transport infrastructure, particularly in the Roman, Medieval and Industrial Eras
- Provide a long-term understanding of the growth, development and regeneration of the city
- Identify the distribution, condition, use, development and accessibility of key amenities such as open spaces, and commercial centres

In addition to information extracted from the LTA, the spatial portrait also included an assessment of the number of designated heritage assets and a basic appraisal of the archaeological record as supplied by the Lincoln Heritage Database.

Draft Core Strategy Objectives

The following objectives have been identified for Central Lincolnshire:

- **CL Objective 5** – *To improve the quality of life for everyone who lives, visits, works and invests in Central Lincolnshire; and maximise the opportunities to strengthen and enhance existing settlements by creating sustainable communities that are distinctive, clean, green and safe places*
- **CL Objective 9** – *To protect and enhance Central Lincolnshire's inherited natural and built assets and ensure these continue to contribute to local distinctiveness*
- **Lincoln Objective 4** – *Protect and enhance Lincoln's unique setting, wildlife and built heritage by ensuring that development respects these assets and contributes to local distinctiveness*



3.2.3 THE LTA'S ROLE AT ISSUES AND OPTIONS STAGE

For each DPD relevant evidence-bases are examined to identify a series of 'issues' concerning how a Local Authority area can and should develop. A series of policy options aimed at overcoming, or mitigating, the 'issues' are then defined and evaluated to arrive at a preferred policy approach. The LTA's ability to inform the 'Issues and Options' stage of plan-making varies according to the strategic level and topic of the Development Plan Document under consideration.

Identifying 'issues':

Issues related to the inherited character and local distinctiveness of places can be identified through assessment of the LTA, of the type discussed in Chapter 3.2.1. Such assessment can help in formulating planning policies that address the issues and opportunities associated with the inherited character of places. In the event that issues are not identified plans may struggle to account for the local distinctiveness of the policy area, and may focus on known designated assets for which issues are more easily identified (e.g. Conservation Areas, Buildings at Risk), as shown by Case Study 4.

Because the LTA does not create a hierarchy of importance or priority, it can be used to identify opportunities for enhancing inherited character that exist everywhere, rather than only focussing on issues relating to conservation and/or preservation of a few special areas chosen by specialist experts.

Defining 'options':

The availability of the LTA raises awareness of the distinctiveness of local places and provides a foundation upon which potential strategic approaches to tackling issues associated with local distinctiveness can be built (see Case Study 5). In a similar way the LTA can inform 'lower-level' policies concerned with the management of local distinctiveness in the future. The LTA has proved particularly effective in informing policies relating to environment and design issues. Where policies have a spatial expression (e.g. the Allocations DPD or AAPs) the level of 'local' knowledge provided by the LTA would be effective in identifying opportunities intrinsic to the inherited character of a defined area. In some cases, further targeted analysis of the LTA might be needed.

Evaluating 'options':

The LTA can inform the process of evaluating the suitability of policies by forecasting their effects on the inherited character of places in Lincoln. Where policy options are spatially expressed this can be achieved

through the analysis of corresponding Character Areas and the Citywide Statement. Where policy options are topic-based, they can be evaluated through processes of random or targeted sampling of Character Areas. The LTA has particular application in evaluating draft policy options at formal stages of consultation (see Case Study 7) and as part of the Sustainability Appraisal. Importantly, whilst the LTA can identify potentially negative ramifications of policy options for the local distinctiveness of places, it can also highlight whether policies take full advantage of opportunities available to them within the inherited character.

CASE STUDY 4:

THE NEED FOR USING THE LTA TO IDENTIFY ISSUES FOR THE INHERITED CHARACTER

Managing the distinctive character and appearance of the Central Lincolnshire Policy Area was identified as a key objective of the Core Strategy's Sustainability Appraisal. The absence of an evidence-base that identified clear issues for the inherited character of the policy area and how it was changing over time, meant that the issue became the objective itself and the evidence supporting the issue focussed on the contribution of designated heritage assets, as opposed to that of the wider character and appearance of Central Lincolnshire.

Objective: Landscape and Townscape –
To protect and enhance the rich diversity of the character and appearance of the Central Lincolnshire landscape and townscape, maintaining and strengthening local distinctiveness and sense of place.

Key Issue, Problem or Uncertainty – *'Protecting and enhancing Central Lincolnshire's landscape and townscape character.'*

Evidence and Trends

'Central Lincolnshire contains a wide diversity of landscapes, reflecting its varied geology, ecology and history. The area includes the Lincolnshire Wolds Area of Outstanding Natural Beauty. Lincoln has a unique setting and topography based on the Lincoln Gap, with the City's historic Cathedral and Castle occupying a dominant position on the Lincoln Cliff ridge. The Cathedral in particular is dominant in views from many parts of the City, as well as from its main approaches and from the surrounding countryside.'

Sustainability Appraisal

Evidence Based

Vision & Objectives

Issues & Options

Consultation

Preferred Options

Draft DPD

Consultation & Examination

Adoption & Monitoring

Evidence Based
Vision & Objectives
Issues & Options
Consultation
Preferred Options
Draft DPD
Consultation & Examination
Adoption & Monitoring

CASE STUDY 5:
DEVELOPING STRATEGIC POLICY OPTIONS USING THE LTA

The availability of the LTA for Lincoln (and its surrounding area through the Growth Points Characterisation Project) inspired and enabled the development of Central Lincolnshire Core Strategy design policies that promote:

- 'A place based approach to design that reflects / accounts for local distinctiveness'
- '...an evidence-based approach to design'

The policy approach goes on to suggest that where there is no existing evidence-base a developer will be required to produce their own, using existing studies as a guide. As a result, the LTA has helped promote a strategic approach to planning that recognises the distinctiveness of places not only within Lincoln, but throughout Central Lincolnshire.

3.2.4 THE LTA'S ROLE IN CONSULTATION AND STAKEHOLDER ENGAGEMENT STAGES

The LTA is effective in facilitating formal public consultation with local communities and key stakeholders at all stages of the plan-making process. Its role is demonstrated by its use in the consultation undertaken for the Draft Core Strategy for Central Lincolnshire (Case Study 6). As defined in the Statement of Community Involvement (SCI) for Central Lincolnshire, formal public consultation is undertaken at four key stages of producing a DPD:

- i. Scoping and preliminary stakeholder engagement:** Key stakeholders, council officers and members of the public are canvassed for their opinions about key issues faced by Lincoln in the future
- ii. Issues and options (statutory 6 week period):** Members of the public and stakeholders have the chance to consult on the issues facing Central Lincolnshire and the proposed options to address them
- iii. Draft Development Plan Document (statutory 6 week period):** Consultation is undertaken on policies within a draft plan. Representations are considered and the draft plan is altered prior to formal submission
- iv. Submission of Draft Policy to Secretary of State (statutory 6 week period):** Consultees, including the Secretary of State, have a formal chance to object or support the draft policy document prior to its submission for independent examination

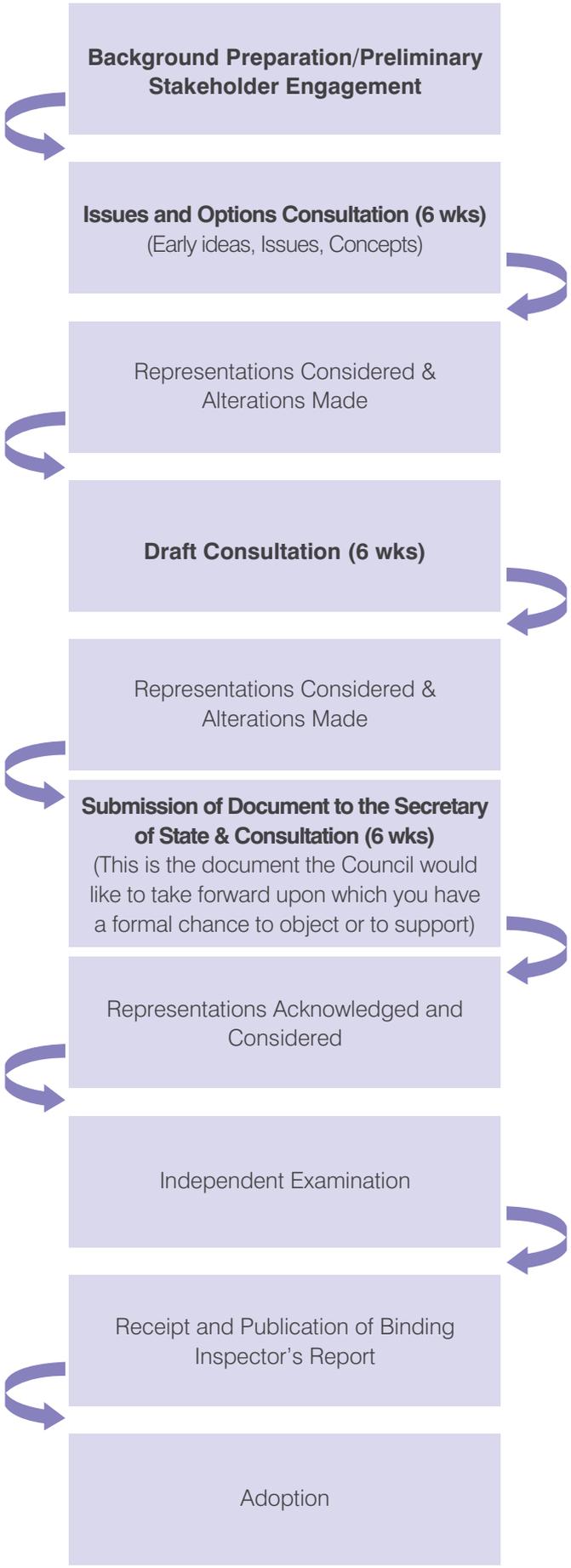


Figure 9 Consultation stages (grey) undertaken in the preparation of DPDs in Central Lincolnshire

In addition, three key stakeholders (English Heritage, the Environment Agency and Natural England) are consulted on the findings of the Sustainability Appraisal at the Preferred Options stage (see Chapter 3.2.6). In the case of a Supplementary Planning Document only the first 3 stages of the consultation process above are undertaken. The effectiveness of the LTA in the public consultation phase of plan preparation is dependant on the level, focus and format (strategic, topic or spatial based) of the policy document in question.

Consultation scope and methodology

Where policies apply to defined areas (e.g. SPD, AAP), the spatial extent of consultations are defined by the Local Planning Authority. LTA Character Areas can be valuable frameworks in establishing the spatial extent of consultations, particularly, of course, those concerned with inherited character. Consequently the LTA helps identify key stakeholders that should be engaged.

Communicating approaches to planning for local distinctiveness

The structure and content of the LTA can be used to demonstrate a local authority's approach to planning for local distinctiveness. This enhances consultees' ability to consider the positive and negative effects that planning policy will have for the inherited character of places at a local scale (Case Study 6).

Facilitating consultation responses

The LTA has been used by consultees to frame and substantiate their own responses to consultations, encouraging clear and measured representations about how planning policy might affect the distinctiveness of local areas (Case Study 7). In so doing the LTA helps clarify consultees' preferred approaches to planning policy.

CASE STUDY 6: USING THE LTA IN PUBLIC CONSULTATION

The Issues and Options consultation for the Central Lincolnshire Joint Core Strategy raised the issue of how the inherited character of places should influence how they change in the future. In particular, the consultation asked to what extent it should shape the design of future development in different areas and locations within Central Lincolnshire.

Via www.heritageconnectlincoln.com, the LTA was used to illustrate the variety of areas and locations within Lincoln, and to demonstrate potential use of character assessments to provide a design context for development.

Public consultation responses included:

'Times change and evolve; we cannot live in the past. However development should maintain a 'pedigree line' to ensure characterful evolving built character with innovation.'

'There should be a balance of good design and style reflecting the build environment surrounding the development'.



Sustainability Appraisal

Evidence Based

Vision & Objectives

Issues & Options

Consultation

Preferred Options

Draft DPD

Consultation & Examination

Adoption & Monitoring

CASE STUDY 7:

USING THE LTA TO CONSULT ON POLICY OPTIONS FOR GROWTH

As part of the Issues and Options consultation for the Central Lincolnshire Joint Core Strategy English Heritage (EH) made use of the LTA to respond to a variety of issues:

- In considering how the existing built character of Central Lincolnshire (Question 5.6) should inform future development EH identified the LTA as a key part of the planning evidence-base that should be used in determining ‘where and how it would be appropriate to maintain the existing inherited character of a place’ and where the ‘emphasis may be on enhancement’
- In relation to the development of brownfield sites (Question 6.1) in Lincoln EH also identified the LTA as ‘a tool for identifying where new housing would contribute positively to the character of an area’
- In their assessment of the strategic options to grow Lincoln (Question 6.3), EH used **www.heritageconnectlincoln.com** to identify the implications that growth would have for specific characteristics of the city. By referencing individual Character Areas EH commented on issues relating to:
 - Views
 - Open spaces
 - Green infrastructure
 - The setting of the city and its relationship with its rural hinterland



Map produced by the Central Lincolnshire Joint Planning Unit for the Central Lincolnshire Core Strategy Issues and Options Report 2010

3.2.5 THE ROLE OF THE LTA IN SUSTAINABILITY APPRAISAL

For the LTA, the Sustainability Appraisal (SA) is the process whereby the effects of draft planning policies on the inherited character of places can be assessed, mitigated and monitored, making clear how they improve and capitalise upon local distinctiveness. The SA is a statutory requirement that examines the social, economic and environmental effects of plans to ensure that they promote sustainable development. Importantly, the SA satisfies both UK and European requirements for Strategic Environmental Assessment. The appraisal process runs concurrently with the process of creating all planning documents, and plays an iterative role in developing the most sustainable policy options. The results of the SA are a key part of public consultation on preferred policy options, stakeholder consultation and the formal examination of a DPD by the Planning Inspectorate.

Identifying Issues and Assessment Criteria

The LTA can engage with the initial ‘Scoping’ stage of the SA providing one of the key objectives, which form the structure of the SA by framework, is concerned with the inherited character and local distinctiveness. If this is achieved, the LTA can form part of the evidence-base used to identify sustainability issues, and can inform assessment criteria and a corresponding set of measurable indicators used to predict and evaluate the effect of policy options on the inherited character. Once identified, the framework of sustainability objectives and decision-making criteria will be used to evaluate all DPDs, although indicators for each objective will change in order to reflect the strategic level and topic of the planning policy.

CASE STUDY 8:

USING THE LTA AT THE CENTRAL LINCOLNSHIRE SUSTAINABILITY APPRAISAL SCOPING STAGE

Objective 7 within the Sustainability Appraisal framework for the Central Lincolnshire Joint Core Strategy considered the implications of planning policies on the inherited character of places:

Sustainability Objective 7 - Landscape and Townscape: To protect and enhance the rich diversity of the character and appearance of the Central Lincolnshire landscape and townscape, maintaining and strengthening local distinctiveness and sense of place.

The following decision-making criteria were identified for the objective:

Assessment criteria include:

- Will it protect, and provide opportunities to enhance, the distinctive landscapes within the area (e.g. Conservation Areas, Lincolnshire Wolds AONB, Green Wedge land, Landscape Character Areas, Visual Amenity Areas)?
- Will it conserve and enhance local landscape and townscape character, and visual amenity?
- Will it protect historic landscapes and settlement character?
- Will it protect, enhance and manage the historic character of towns and villages to maintain and strengthen local distinctiveness?

A number of other objectives were also relevant to the LTA including: (3. Access to Cultural Facilities, 6. Biodiversity & Green Infrastructure, 8. Heritage Assets, and 15. Transport).

Analysis of the LTA would help identify issues that can feed into the assessment criteria used in the SA process. If undertaken the LTA would be more able to inform a set of measurable indicators that can be used to evaluate the positive and negative effects of policies on the inherited character of places.

Furthermore, with the exception of those identified through analysis of the LTA Citywide Statement, sustainability issues (and their corresponding indicators) identified for LTA Character Areas are more likely to be of 'local' as opposed to 'strategic' significance, rendering them more relevant to SA of site-specific or relevant topic DPDs rather than strategic policies. This localised approach is reinforced by guidance provided to the Joint Planning Unit (JPU) by the Planning Advisory Service

advocating the use of Geographical Information Systems in undertaking SA for 'lower-level' plans, encouraging detailed spatial analysis of mapped plans (e.g. Allocations DPD, or AAP) against localised evidence-bases. Any indicators for local distinctiveness may rely on professional judgement or peer review (e.g. using an approved framework or through community consultation) to clarify whether policies improved or impaired the inherited character of places.

Mitigation

The SA process also considers how any adverse effects of policy options could be mitigated and how any beneficial effects can be maximised. The LTA has a key role in defining how the effects of planning policies on the inherited character of places could be alleviated or improved (e.g. by supporting a contextual design approach to development). The LTA could be analysed to identify significant features, opportunities and threats associated with the inherited character of places. Importantly, the results of any such exercise should go on to inform the policy approach as well as lower level policies (e.g. SPD and AAP) or Development Management tools, such as Local Development Orders, Community Infrastructure Levy or Site Briefs, to ensure that mitigation is successfully undertaken.

As part of the SA process a number of 'significant effects' that the DPD may have are defined and a series of measures are defined in order to monitor implementation of the plan post adoption. If the potential effects of a plan on the local distinctiveness of places are considered 'significant', the LTA has a role in monitoring a plan's outcomes (see Case Study 9).



Sustainability Appraisal

Evidence Based

Vision & Objectives

Issues & Options

Consultation

Preferred Options

Draft DPD

Consultation & Examination

Adoption & Monitoring

CASE STUDY 9:**USING THE LTA IN THE SUSTAINABILITY APPRAISAL OF CORE STRATEGY POLICY OPTIONS FOR GROWTH**

Appraisal of draft Core Strategy policy options for growth in Central Lincolnshire against Sustainability Objective 7 (see Case Study 8) made use of the LTA, both in assessing potential outcomes and in designing potential mitigation measures. At this uppermost tier of the spatial planning document hierarchy the evaluative process considered specific macro-scale characteristics such as views, setting, open spaces, and settlement patterns. Two of the four options for growth are shown below:

Example Policy: How do you think growth should be distributed within central Lincolnshire? (Question 3.3 in the Central Lincolnshire Issues and Options Consultation)

OPTION 3: Reduce focus on Lincoln, Gainsborough and Sleaford to achieve a more dispersed pattern of development by redirecting growth into one or more new settlements.

Outcome: Strong Negative - Exact impacts would be dependent on the location of a new settlement, however focusing growth in a new settlement(s) is likely to have a significant negative impact on existing landscape character. The deflection of growth away from the 3 main urban areas could protect the landscape and townscape in these areas from impacts of growth (e.g. increased traffic).

Mitigation:

- *Development master planning should take account of the findings of the Historic Characterisation Project and Lincoln Townscape Assessment.*

OPTION 4: Increase development in and around Lincoln, Gainsborough and Sleaford, with minimal growth in rural settlements.

Outcome: Positive and Negative - Focusing and directing the majority of new development on the urban settlements is likely to protect the rural character of villages and small towns, however this option could result in the coalescence of extended large urban areas with neighbouring settlements. Increased urban concentration could impact negatively, on the landscape, through the increased use of open greenfield land and on the townscape setting of the 3 urban areas, but could also enhance it depending on the location of development, density and design.

Mitigation:

- *Masterplans should carefully consider new townscape character and incorporate open space corridors. It should take into account the findings of the Lincoln Townscape Assessment and Historic Landscape Characterisation Project.*

3.2.6 USING THE LTA TO INFORM A 'PREFERRED OPTION' AND 'POLICY APPROACH'

A set of draft preferred policy options is arrived through the combined analysis of the results of public consultation, Sustainability Appraisal and stakeholder engagement. The policy options undergo a further phase of stakeholder engagement and public consultation, and are amended according to any representations made, before being submitted to the Planning Inspectorate for independent examination. The final expressions of policies concerning local distinctiveness and the inherited character offer a number of opportunities for the LTA:

Evidence-base

Policies recognise key evidence-bases that will be used in their implementation. It is essential that a link is drawn between the LTA and relevant place-shaping policies providing it with a strategic foothold or 'hook' in the future delivery of policy, endorsing its use, and giving it momentum. www.heritageconnectlincoln.com can provide a direct link between policies and the LTA.

Sub-area approach

Many policies take a sub-area approach to planning for larger areas, and the structure of LTA Character Areas (individually or grouped according to their location or prevailing character) could be used to support a sub-structure for relevant spatial planning policies.

Guidance

Basic guidance on the interpretation of policies and how they expect to be achieved using the evidence-bases and mechanisms advocated is commonly included alongside policies. More detailed guidance may come in the form of a guidance note, or as SPD. Such guidance could be established for the LTA, making clear how it should be used in conjunction with policies to achieve specific outcomes or approaches. For example how it can form a proactive platform for new development as opposed to constraint against it.

Mechanisms and implementation strategy

Specific standards, guidelines, policies, frameworks and planning mechanisms (e.g. Masterplans, Design Guides) are defined as part of a policy's implementation strategy. For the LTA to be effectively used in place-shaping, any relevant planning mechanisms that will support its application should be defined within the policy approach. Importantly, mitigation measures identified in the sustainability appraisal feed into the implementation strategy.



Monitoring Framework

The intended framework for monitoring the outcomes of policies is defined as part of the policy approach. In order for the LTA to inform all stages of the place-shaping cycle indicators must be developed to assess the effects of policy on the inherited character and local distinctiveness of places (see Case Study 11).

Sustainability Appraisal

Evidence Based

Vision & Objectives

Issues & Options

Consultation

Preferred Options

Draft DPD

Consultation & Examination

Adoption & Monitoring

CASE STUDY 10:

DEVELOPING CORE STRATEGY DESIGN POLICIES USING THE LTA

Design quality is one of eight key themes within the Central Lincolnshire Core Strategy. The successful application of the LTA in 'Design and Development Management' in Lincoln (see Chapter 4) inspired and enabled a place-based and evidence-led approach to design policies across Central Lincolnshire.

Policy CL26: Design quality (extract)

All new development, including changes to existing buildings, shall achieve high quality sustainable design that contributes positively to local character and distinctiveness. To achieve this, development proposals must have taken into account the following matters and demonstrate via a Statement of Design Quality:

1) How, from the outset, the design of the development has been based on a thorough understanding of local character, in particular how the development positively relates to and connects with the place in which it is proposed, taking account of scale, density, materials, appearance, landscape, layout and access, and other relevant matters;

- 5) How the development as a whole, including buildings, transport infrastructure, and public and private spaces around buildings, are fit for purpose, safe, durable, efficient and attractive, including the use of innovative or original architectural approaches where appropriate;
- 6) How the development as a whole, including buildings, transport infrastructure and public and private spaces around buildings, will safeguard and enhance residential and local amenity;
- 7) How the design takes account of relevant national or local guidance on design matters, including any supplementary planning or similar guidance.

Policy Explanation (extract):

Policy CL26 requires that development proposals incorporate and can demonstrate the achievement of a series of stated design requirements. Compliance with the policy requires the submission of a Statement of Design Quality for the proposed development for assessment by the relevant district planning authority. The Statement of Design Quality can be incorporated within the Design & Access Statement where the latter is required. The following notes indicate the scope and content that will generally be required in the Statement of Design Quality.

The design process must consider how the development relates to and connects with the place in which it is proposed. 'Place' must be defined, whether it is a street, a neighbourhood, an industrial estate or a green field. Where possible the development will be expected to enhance the place in which it is proposed. However in some cases, such as small extensions to existing buildings, it is appreciated there may be limited opportunities to enhance. This approach will ensure that new development creates successful places with character, vitality and identity.

Local Character

To ensure high quality, locally distinctive development is delivered in Central Lincolnshire, all development proposals i.e. all scales and types, should be based upon a clear understanding and assessment of the inherited character of the place(s) in which they are proposed and the place(s) they might help to create.

Local evidence and studies covering characterisation and design issues should be used, where available, to inform the Statement of Design Quality to ensure it is clear how the development takes account of existing character and distinctive forms and features. A list of evidence and studies is provided in the Core Strategy. However, this will evolve over time, and applicants should check with planning officers as part of pre-application discussions.

3.2.7 USING THE LTA TO MONITOR THE OUTCOMES OF PLANS

The objectives of both the community strategy and the Local Development Framework are monitored to understand the effectiveness of policies at ground-

level and review them. Authorities are responsible for devising their own monitoring frameworks that inform an Annual Monitoring Report (AMR). Although AMR's are no longer required to be submitted to Central Government, key statistics included on a 'Single Data List' must be submitted by the Local Authority.

Certain strategic objectives are more difficult to measure than others, including those associated with enhancing local distinctiveness. Consequently, due to a lack of available evidence or an appropriate framework, their delivery is not always assessed. Experiences in Lincoln has shown that the LTA can be used as a foundation for developing criteria used to monitor the effects of policies on the inherited character of places (e.g. Number of Character Areas in which development has recognised and enhanced the local character). Indicators forming a LPA’s monitoring framework are likely to come from four main sources:

- A selection of indicators within the ‘Single Data List’, including Core Output Indicators⁵
- Contextual Indicators to provide useful background information on key issues (e.g. demographic information)
- Significant effect’ indicators derived from the Sustainability Appraisal process
- Local indicators defined by the LPA in the course of producing each planning policy

Single Data List

Only one indicator within the ‘Single Data List’ enables the use of the LTA: *024-09 Statutory Core Output Indicator AMR-H6 requires an assessment of new developments against CABE’s Building for Life Criteria*. However, the indicator only applies to residential developments of 10 or more houses, rendering any individual or cumulative effects of smaller-scale development on the local distinctiveness of places unmonitored. Evidence-bases such as the LTA could inform indicators that consider how the inherited character of places is being enhanced. The Single Data List includes a similar indicator to measure the natural environment: *‘160-01 Local nature conservation/biodiversity - Proportion of Local Sites where positive conservation management is being achieved’*.

Contextual Indicators

Local distinctiveness is not a contextual indicator, which are instead concerned with key demographic and statistical information such as population, employment, and property prices. However, a potential indicator for measuring happiness and well-being could offer a community perspective on whether planning outcomes were positively influencing the character of places. Using LTA Character Areas as the spatial basis for the assessment would provide a direct link between the inherited character and the perceptions and well-being of residents.

Although not included in the contextual indicator set, demographic information (e.g. unemployment,

age, income) could be cross analysed against LTA Character Areas to identify key drivers for change that would inform any assessment of the LTA (see Chapter 3.2.1). Undertaken on a regular (e.g. annual) basis the results of cross analysis could, through a recognised assessment framework for identifying issues, inform a range indicators used in the monitoring process.

The indicators in Case Study 11 exemplify the need for assessment of the LTA in order for it to better engage with the SA process, and in turn the process of monitoring Core Strategy outcomes. An assessment of the LTA could also identify opportunities in the inherited character as it is important that their uptake is also considered into the monitoring process (i.e. that a missed opportunity is considered an issue). In so doing DPDs would be encouraged to take advantage of opportunities within the inherited character of places as well as respond to the vulnerability and sensitivity of local distinctiveness. Furthermore, such analysis would highlight the role of the inherited character of places in facilitating better development outcomes, as opposed to prohibiting or constraining the design of development (see Indicator A – Case Study 11).

CASE STUDY 11:

USING THE LTA TO MONITOR THE SIGNIFICANT EFFECTS OF POLICIES

A series of significant effect indicators were developed as part of the Sustainability Appraisal Framework for Central Lincolnshire. In each case the LTA could be used to support the monitoring of the effects of policy options, either by providing a benchmark against which change can be measured (A), as a pro-active resource used by developers to undertake site-appraisals (B, see Case Study 15), or in facilitating community-led initiatives about place (C, see Case Studies 24-27):

A. % of National Character Areas showing no change or showing change consistent with character area descriptions also using local landscape Character Assessments

B. Number of new developments with landscape appraisals or landscape management plans

C. Place surveys - % of residents very or fairly satisfied with their area as a place to live, % who consider their neighbourhood is getting worse

Indicator A advocates a conservative approach to development, suggesting that **no change or consistent** change is positive. In addition, the indicator would require analysis of developments by a third party to examine to what extent they are **‘consistent with the character’**.

⁵ Currently under review

TOOLKIT A: Using the LTA in plan-making

NB Throughout the plan-making process the LTA must be used in a way that is proportionate (i.e. at a citywide or Character Area level) to the topic, spatial extent and hierarchy of planning policies.

Evidence-base

- Identify and formally endorse the LTA as an evidence-base for the 'inherited character' and 'local distinctiveness' of places
- Identify where the LTA can integrate with and enhance other studies and evidence-bases used to inform spatial planning documents (e.g. SHLAA and Balance Transport Plan)
- Scope out and undertake any LTA based assessments needed to ensure that the local distinctiveness and inherited character of places is fully evidenced at all possible stages of the plan-making process

Vision and Objectives

- Use the place-based structure and content of the LTA to provide background to policy visions and objectives (e.g. Spatial Portrait)
- Ensure that visions and objectives acknowledge the full potential of the inherited character in helping to create and enhance distinctive places

Sustainability Appraisal

- Develop one or more sustainability objectives associated with local distinctiveness and the inherited character of place

Issues and Options

- Extract and consider the significance of issues relating to the inherited character of places arising from LTA based assessments
- Respond to any significant issues when defining a set of policy options
- Promote the LTA as a structure and evidence-base for stakeholders and public consultees to arrange and substantiate their feedback

- Use the results of assessing the LTA to develop a series of sustainability framework indicators that evaluate the impacts of policy options on the inherited character of places

Policy Approach and Preferred Options

- Use LTA Character Areas as part of a spatial structure for creating, delivering and monitoring policy
- Ensure that local distinctiveness and the inherited character is well considered in relevant policies throughout the DPD, or has a specific policy section
- Take up opportunities to endorse the LTA as an evidence-base to support the delivery of policy
- Provide guidance on how the LTA should be used in place-shaping where applicable/necessary
- Identify specific planning mechanisms that can use the LTA to deliver policy objectives

- Use the results of applying the sustainability framework to inform stakeholder engagement and public consultation to highlight the benefits and implications of policies for the local distinctiveness of places

Monitoring

- Use the place-based structure and content of the LTA, as well as the results of assessing it, to create monitoring frameworks with indicators that can assess the efficiency of policies concerned with local distinctiveness
- Use the LTA to inform and report on statutory indicators
- Identify outcome indicators that, proportionate to the scope and focus of the policy, monitor the effects of policies on the inherited character
- Analyse contextual indicators on a Character Area basis to feed back into processes of assessing the LTA, and to establish a baseline evidence-base for change over time

- Use the results of assessing the LTA to inform how the negative effects of the preferred policy can be mitigated. Use the findings to review the preferred policy approach and to inform lower-level policy and/or Development Management mechanisms

- Use the LTA to monitor and mitigate any significant effects of policies on the local distinctiveness of places

Sustainability Appraisal



4 - Design & Development

4.1 INTRODUCTION

This chapter shows how, since 2009, the Lincoln Townscape Assessment (LTA) has become a valued and regularly used tool in Development Management at the City of Lincoln Council. In so doing it highlights procedures and mechanisms of design and Development Management where development outcomes have been informed, and often enhanced, by a detailed understanding of the inherited character of places. Development Management is a key phase of the place-shaping cycle ([see figure 4](#)), and arguably this phase represents one of the best opportunities to influence place-shaping within Lincoln. It is the phase at which aspirations expressed within visions, strategies and policies meet with those of the developer, at site level. The LTA informs processes of design and development by providing a context for proposed change, inspiring design to respond to the inherited character and local distinctiveness of places. Development Management officers in Lincoln are the most frequent users of the LTA, using it in approximately 90% of developments at the pre-application stage ([see Stage 2](#)). Furthermore, it is increasingly used by applicants (via www.heritageconnectlincoln.com) to identify and understand the inherited character of places, helping them to design and submit viable development proposals ([see Case Study 15](#)).

4.1.1 DESIGN

Design is at the forefront of place-shaping. 'Sustainability and good design go hand in hand' (CABE, 2011). Good quality design seeks to achieve a balanced response to a diverse number of factors, whilst retaining the ability for individual and creative architectural expression. The plethora of guidance available to designers, aimed at achieving sustainable development, relates to a wide-range of issues such as green design, economic feasibility, inclusive design, and building in context. The majority of quality design criteria are expressed within the existing planning framework, which requires that development should respond to a variety of statutory and non-statutory instruments, including Local and National Policies, Masterplans, Development Briefs and Neighbourhood Development Orders. Since 2006 Design and Access statements have become a statutory requirement for the majority of commercial planning applications, reifying the desire for development to be founded on clear and sustainable design principles.

Political and economic agendas have a strong influence on design as well as the ability of Local Planning Authorities to manage and influence its outcomes. Incentives, such as the New Homes Bonus (2011), give impetus to potential development and risk promoting economic benefits above the potential social and environmental benefits of sustainable development. Greater financial pressure on development schemes has resulted in developers increasingly resorting to 'off-the-shelf' designs, with a corresponding decrease in the involvement of architects and urban designers from concept through to construction. Recent changes in the way development proposals have been brought to the 'planning table' have challenged planning authorities to advise on design issues with increasing rapidity, clarity and rationale. As a subjective process, design review often benefits from specialist involvement (e.g. CABE's Design Review service and OPUN - the Architecture and Design Centre for the East Midlands).

Throughout its application in Lincoln, the LTA has supported the analysis of proposed developments undertaken by a range of place-shaping professionals with backgrounds in conservation, Development Management, architecture, heritage and urban design. These external and in-house skills are key to the LTA's interpretation in-line with local and national policy, and its successful application as a place-shaping tool. It is important that established frameworks, guidance and planning policy are used alongside professional judgement to inform its use throughout the place-shaping process.

Evidence-led negotiations, between developer and development manager, about quality design encourage clarity, openness and efficiency in the Development Management process, helping development outcomes achieve their full potential. By providing information about the inherited character of a development site and its wider context upfront through www.heritageconnectlincoln.com, the LTA plays a key and impartial role in facilitating good design in Lincoln. The availability of detailed information offered by the LTA for the whole city encourages a robust approach to the design review process, and helps ensure discussions are undertaken with a shared understanding of a place's inherited character.

4.1.2 THE 'DEVELOPMENT MANAGEMENT' APPROACH

'Development Management' is a proactive approach that, in the recent past, has encouraged Local Planning Authorities to move away from the traditionally reactive and regulatory system of 'Development Control'. The process seeks to facilitate development, influence outcomes, and promote sustainable development through co-operative problem-solving between stakeholders involved in the planning process. This cultural change was driven by the Planning Act 2008 and, is given significant emphasis in the Localism Act 2011. Both pieces of legislation aim to achieve a simpler, more effective and inclusive planning system.

The transition from a system of Development Control to a process of Development Management is on-going, driven on one hand by national policy, guidance and legislation, and implemented on the other by local authorities. As part of the response to the Killian Pretty Review (Killian and Pretty, 2008), which investigated opportunities for improving the planning process, the government set out a series of overarching principles⁶ that should ensure that a Development Management service:

⁶ Annex A of 'Taking forward the Government's response to the Killian Pretty Review' (DCLG, 2009)

- Takes a leading role in place-shaping through enabling and facilitating partnership working with others
- Focuses on achieving the outcomes set out in a community strategy and the Local Development Framework Core Strategy through development opportunities
- Ensures that there are strong links between plan-making and Development Management functions in a cycle of planning activity
- Ensures that processes followed reflect a proportionate and efficient approach in relation to the impact of an individual development on the community as a whole
- Front loads the application process through spatial plans, development briefs, masterplans and pre-application discussions to shape development proposals from the earliest stage
- Engages effectively with and involves community, applicants, external bodies and elected members in a manner which is efficient, positive, transparent and understandable
- Takes a proactive involvement in enabling the delivery of key proposals and monitoring progress of sustainable developments

4.2 USING THE LTA IN DEVELOPMENT MANAGEMENT PROCESS

With a complex character reflecting almost two millennia of development, Lincoln sits at the heart of Lincolnshire and is the county's main centre of employment and public services. Aspirations to grow Lincoln as a regional centre have brought about considerable development pressures on the city, including a series of proposed large-scale urban extensions, expansion of road infrastructure, and regeneration of key inner-city sites. Existing services, in particular the education sector, continue to expand in and around the city centre. In the recent past, the City Council has adopted many aspects of a modern Development Management approach. For example:

- Standing guidance and information has been produced to guide development from the outset (see Appendix 2)
- Pre-application discussions are an established element of the planning process
- Outcomes of change are monitored using CABE's 'Building for Life Criteria' as a framework
- A City Centre Masterplan was produced in 2006

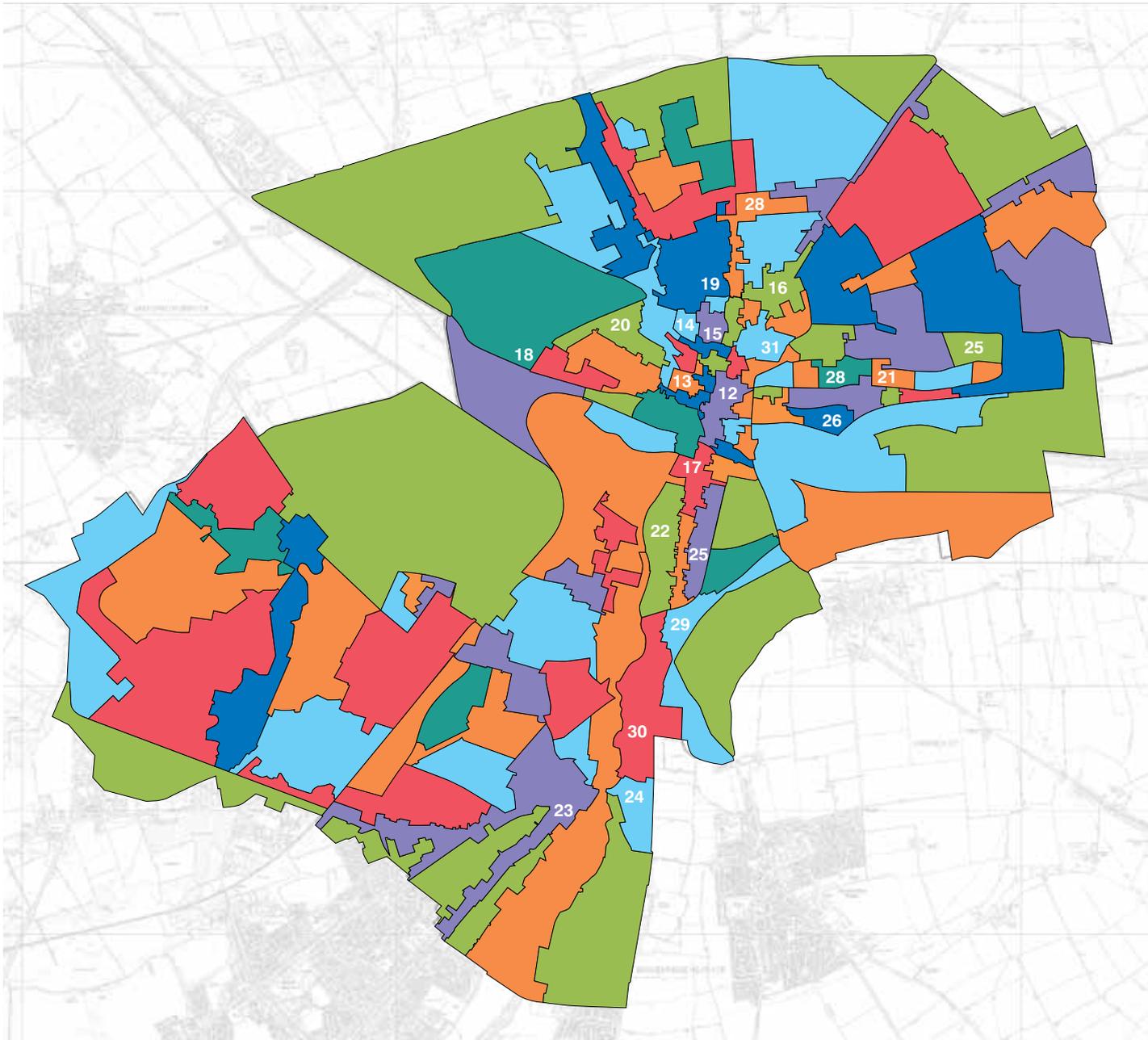
As a joint Local Development Framework (LDF) with neighbouring District Councils alongside the County Council is being prepared, initial phases of the transition have been driven by national policy and supported by saved Local Plan (1998) policies and a City Centre Masterplan. Within the new LDF the Development Management approach will be supported by a range of new place-shaping policies, establishing the foundation for a close and iterative relationship between plan-making and decision-making.

The LTA has had a key role in supporting the transition from development control to Development Management, and is being increasingly applied in the management of change in the city. With the use of twelve pertinent case studies (see Figure 10) the following sections identify how the LTA has been integrated with several key stages of the Development Management process in Lincoln (see page margins), helping to achieve better and more sustainable outcomes for change in the city.



Figure 10 Map showing location of LTA case studies against LTA Character Areas

Case studies for Lincoln and the Central Lincolnshire Policy Area: [1](#), [2](#), [3](#), [4](#), [5](#), [6](#), [7](#), [8](#), [9](#), [10](#), [11](#)



Click on a number on the map or one of the names in the table opposite to be taken directly to the case study

Case Studies:		Page
1	Recognising the LTA in Lincoln's Sustainable Community Strategy	12
2	Improving the Strategic Housing Land Availability Assessment using the LTA	29
3	Using the LTA in the Spatial Portrait for Central Lincolnshire	30
4	The need for using the LTA to identify issues for the inherited character	31
5	Developing strategic policy options using the LTA	32
6	Using the LTA in public consultation	33
7	Using the LTA to consult on policy options for growth	34
8	Using the LTA at the Central Lincolnshire Sustainability Appraisal scoping stage	35
9	Using the LTA in the Sustainability Appraisal of Core Strategy policy options for growth	36
10	Developing Core Strategy Design policies using the LTA	38
11	Using the LTA to measure the significant effects of policies	39
12	Using the LTA in conjunction with a Masterplan	46
13	Using the LTA to inform the creation of area based plans	47
14	Undertaking Conservation Area Appraisals using the LTA	48
15	Using the LTA in support of an application for development	50
16	Advising on the design of a city centre development at the Pre-application stage using the LTA	52
17	Using the LTA to inform specialist studies undertaken prior to major infrastructure development	54
18	Using the LTA to evaluate a large-scale development on a brownfield site	56
19	Assessing and enhancing the design of small-scale development using the LTA	57
20	Using the LTA to negotiate the design of proposed development in a Conservation Area	58
21	Using the LTA Character Areas as a basis for consultation	60
22	Supporting a Case Officer's report for an infill development using the LTA	62
23	Using the LTA at appeal to support a refusal for infill development in a residential suburb	63
24	Raising awareness of the inherited character using the LTA	69
25	Using the LTA to collate and understand public opinion (N.B. 2 locations on map)	70
26	Consulting on character using the LTA	71
27	Using the LTA in cross-curricular teaching	72
28	Using the LTA to support further education programmes	72
29	Using the LTA in the early stages of preparing a Neighbourhood Plan	74
30	Responding to community perceptions about place using the LTA	77
31	Using the LTA and Heritage Connect to understand people's perceptions of place	77

STAGE 1: LOCAL PLANNING ENVIRONMENT

In addition to accounting for national planning policy and guidance, development in the UK must respond to a range of statutory and non-statutory planning instruments that together form a 'local planning environment'. As a whole, the components of the local planning environment should be tailored to the requirements of local communities and the distinctiveness of the places in which they live and work. Some instruments are statutorily required, including a number of Development Plan Documents within the [Local Development Framework](#). However, many planning mechanisms employed or approved by a local planning authority are optional non-statutory elements, some of which do not have to undergo the same rigorous process of public consultation as their statutory counterparts, often meaning they are easier to implement and amend.

Via www.heritageconnectlincoln.com, the LTA forms part of the 'local planning environment' in Lincoln, and is accessible to developers, development managers as well as Third Sector organisations and the public, as part of an evidenced approach to creating and implementing planning policies, standing guidance and plans. The LTA has informed and been used in conjunction with several non-statutory mechanisms, including:

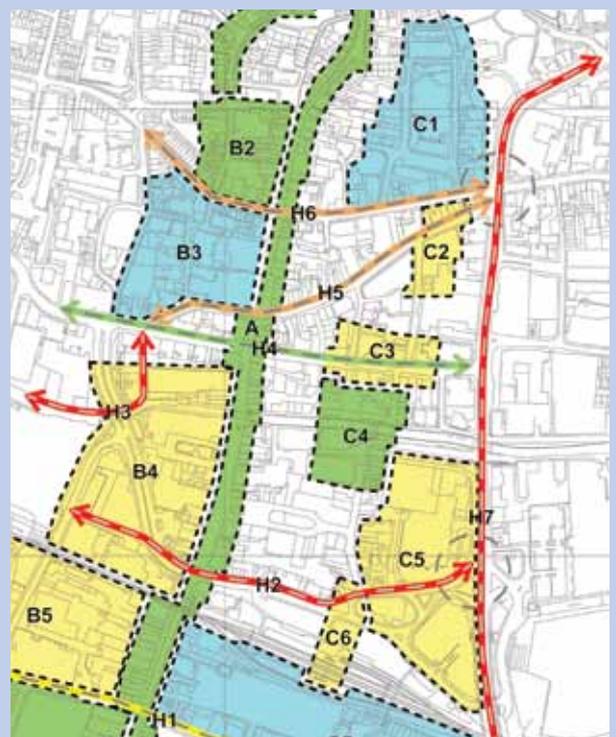
Masterplans and Area Action Plans

Masterplans and Area Action Plans guide the future development of areas which are usually significant in terms of their size, the opportunities they present or their sensitivity to change. Masterplans may be produced by organisations with land assets or planning powers to guide the management and development of an area, or they may also be produced by developers submitting an application for planning permission. If a plan, either from the outset or upon completion, wishes to become formally adopted into the statutory planning framework as an 'Area Action Plan' it must undergo the relevant statutory processes of consultation and sustainability appraisal. All plans usually consider complex issues associated with large-scale development or redevelopment (such as transport, access, provision of green space and leisure facilities, ecological impacts and integration with existing areas around it) and form an overall design strategy which seeks to create the best possible solution to the identified constraints and opportunities. Plans represent an early opportunity to engage with many development issues concerning the inherited character of places, such as historical legibility, density, design and layout.

CASE STUDY 12:

USING THE LTA IN CONJUNCTION WITH A MASTERPLAN

Through a process of 'enquiry by design' undertaken in 2006 the Lincoln City Centre Masterplan (CCMP) expressed an idealistic vision to grow the city, providing a series of guidelines for future change. The plan included a movement and retail strategy alongside a series of design briefs for 21 key intervention sites within the city centre. Following its completion in 2009, the LTA has been used to increase understanding of the urban form and historical development of the key intervention sites within the CCMP, helping to interpret design principles within the plan to maximise the potential of the inherited character of the city. This has been undertaken both in reaction to development schemes coming forward, and proactively through assessing CCMP intervention sites in 3D modelling.



Used alongside the City Centre Masterplan (see Case Study 12), the LTA increases understanding of the context for future development, integrating the inherited character with the design strategy.

A number of other key stakeholders in the city, including the Lincoln University and Brayford Trust, have used the CCMP as a basis for developing their own plans. In each case the LTA has provided contextual information about the inherited character places within the study areas.

CASE STUDY 13:**USING THE LTA TO INFORM THE CREATION OF AREA BASED PLANS**

The LTA was used in the preliminary stages of the 'Brayford Enabling Development Framework', a long-term urban design strategy to redevelop the northern bank of the Brayford Pool in Lincoln. The *Brayford* and *Newland Character Area Statements* highlighted ways in which the now redeveloped dockside retained its historic urban block structure, created by narrow passageways linking the wharfside with Newland Road, a major gateway into the west of the city. In so doing, the LTA encouraged the final scheme to consider the long-standing relationship between the Brayford Pool and Newland when redesigning a more permeable layout of urban blocks.

**Conservation Areas**

Much of the information recorded within each LTA Character Area is similar to that recorded for Conservation Area Appraisals, such as construction materials, patterns in built form, views etc. EH guidance '*Understanding Place: Conservation Area Designation, Appraisal and Management*' (2011) advocates the use of historic characterisation studies in designating and appraising Conservation Areas.

During 2010/2011 the LTA was used to inform the review of Lincoln's Conservation Areas, which were originally designated without supporting appraisal statements. Information on the historical development of Character Areas provided a historical context for Conservation Areas explaining, for example, the evolution of the plan form and layout of buildings and spaces. In so doing, the LTA provided part of the rationale for designation by highlighting the special historic interest of Conservation Areas. Detailed descriptions of architectural character informed sections on the location and setting of Conservation Areas, as well as their general character and plan form. Urban form analysis of Character Areas helped

identify specific townscape qualities of Conservation Areas, in addition to known historic assets, and helped to define the contribution of features to the townscape (e.g. active frontages, terminating and landmark buildings). The process will go on to inform part of a robust approach to the review and application of Article 4 Directions in Conservation Areas and elsewhere in the city.

The methodology used in defining and describing Conservation Areas varies and may conflict or complement the place-based approach adopted by the LTA. The appraisal of small Conservation Areas in Lincoln in 2010 adopted a street by street (and occasionally building by building) audit of the townscape fabric, requiring a finer level of detail than the patterns of character described within the LTA. However, forthcoming appraisal of larger Conservation Areas will take a broader approach to describing character, akin to that undertaken by the LTA, and it is envisaged that the two evidence-bases will be more analogous.

As part of the review, Conservation Area boundaries were cross-analysed against LTA Character Area boundaries, identifying potential to redefine or extend designations. This process provided a wider setting and context for Conservation Areas, and also informed the sub-division of Conservation Areas with varied townscape characters into a series of smaller 'zones'.

Article 4 Directions

Article 4 Directions bring a range of works which are usually considered as permitted development under planning control. They are commonly applied to small-scale developments including re-fenestration, re-roofing, and alterations to boundary walls and forecourts. Article 4 Directions are most often applied to areas sensitive to change, such as Conservation Areas and Areas of Outstanding Natural Beauty, although they may apply to individual buildings or open spaces.

Local Planning Authorities must justify why permitted development rights are being withdrawn by demonstrating how permitted development would be detrimental to the specific interest of a building or area. Although they do not prevent development from occurring, Article 4 Directions give LPAs greater control over the design and detailing of works.

The LTA can form part of a robust approach to identifying specific characteristics that might be considered for protection under Article 4 Directions, both within and outside designated areas. For example, individual landmark and terminating buildings are identified within Character Area statements, as are key generic patterns in the architectural style and construction of buildings.

CASE STUDY 14:

UNDERTAKING CONSERVATION AREA APPRAISALS USING THE LTA

The LTA had a key role in the appraisal of Conservation Area Number 8: Carline Road in Lincoln.

- Subdivision of the area in character zones of greater coherence was inspired by LTA Character Area boundaries
- Identification of characteristics of special interest – notably as only one building, The Lawn (see map, light green), is afforded any type of formal or informal designation
- Information on the urban form (e.g. construction materials, built form, open spaces) and historical development supplemented Conservation Area field survey and desk based assessment



Carline Conservation Area (red line) and intersecting Character Areas (various solid colours)

Historic characterisation evidence-bases, such as the LTA, can also provide a benchmark against which change can be assessed. The process helps identify key drivers for change and vulnerable townscape characteristics, which can in turn inform the review of Conservation Area Management Plans.

Local Planning Environment

Pre - Application

Application

Assessment

Negotiation

Consultation

Case Officer's Report

Decision

Development & Monitoring

Development Briefs and Local and Neighbourhood Development Orders

A number of pro-active and often prescriptive planning tools that make up the 'planning environment' can be informed by the LTA. Local Development Orders (LDOs) and Neighbourhood Development Orders (NDOs) extend permitted development rights for certain types of development. Benefits include a reduced need for planning permission and a simpler and more proportionate approach to Development Management. As part of the Localism Act (2011) NDOs will allow communities to specify types of development that will automatically be granted planning permission. A recent document issued by the Planning Advisory Service⁷ demonstrated the role Development Orders can have in supporting specific forms of development, and defined the need for an evidence-led approach to achieving objectives. Development Orders are usually applied to a defined geographic area, and can be used to enable specific types of development. In order to achieve the desired outcomes, they are often accompanied by design guidance, Supplementary Planning Document (SPD), or a Masterplan which stipulate conditions which development must adhere to. Development Orders have yet to be applied in Lincoln, but analysis of the LTA can facilitate their use by:

- Providing a spatial structure for Development Orders in the form of Character Areas
- Helping, identifying, justifying and specifying the types of development that permitted development rights could be extended to, specifically including development which could enhance the townscape character
- Informing the risk assessment for the Development Order, helping to model outcomes and consider implications for the character of a place
- Forming the evidence-base for supporting design guidance, Masterplans and SPD
- Providing a benchmark against which the outcomes of Development Orders can be monitored

In similar way the LTA has been used to scope out potential Development Briefs used to inform developers and other interested parties of the constraints and opportunities presented by a specific site and the type of development expected or encouraged by local planning policies.

STAGE 2: PRE-APPLICATION

The pre-application stage of the planning process presents the best opportunity for using the LTA to influence the design stages and capitalise most effectively on a neighbourhood's inherited character. However, only approximately 40%⁸ of developments in Lincoln seek pre-application advice. As part of a process of 'front-loading' information and advice, the LTA has been pro-actively used, both by developers and development managers, to design, assess and progress development proposed in the city.

Under the Localism Act (2011) pre-application discussions are a statutory requirement for certain development proposals. The move by the City of Lincoln Council and other Local Planning Authorities to charge for advice demands a corporate approach in the delivery of the service. Within Lincoln the LTA is part of a suite of place-shaping evidence-bases and mechanisms available to the developer, stakeholder and the development manager that facilitate a clear, comprehensive, and efficient approach to pre-application.

Pre-application information

Developers taking advantage of a pre-application service in Lincoln are requested to undertake a range of elementary studies and submit information prior to pre-application discussions taking place (see Appendix 2). The level of information that is most useful depends on the nature of the development proposed, in particular the scale of change, the extent of any planning controls on the site, and its overall potential strategic contribution to the growth of Lincoln. The LTA is increasingly used by developers in fulfilling their obligations to provide:

- An analysis of the character of the site and its context
- Draft design principles for the site
- An analysis of the site to ascertain key opportunities and constraints

From the outset, pre-application enquirers are guided towards www.heritageconnectlincoln.com helping to ensure information submitted is comprehensive and of a consistent standard. The LTA is particularly useful when applications are made by planning consultants and land owners with little or no local knowledge of Lincoln. Furthermore, the availability of the LTA raises expectations for high quality design that recognises the complexity of local distinctiveness and takes opportunities to enhance it.

⁷ LDOs and localism: can local development orders contribute to the new planning agenda? (April, 2011) www.pas.gov.uk/pas/aio/1172126

⁸ Does not include small – scale householder extensions.

CASE STUDY 15:

USING THE LTA IN SUPPORT OF AN APPLICATION FOR DEVELOPMENT (RENOVATION AND BUILDING ENHANCEMENT)



As part of an application to improve the amenity value and saleability of a recently converted coach-house, GLOBE Consultants were commissioned by the applicant to produce a Design and Access statement. The statement made extensive use of the LTA, citing it as an *'objective and useful starting point for the appreciation of the city's townscape'*.

Through its analysis of [Drury Lane Character Area](#) statement, the study recognised the significance of the architectural period of development to which the property related, and

identified key characteristics inherent to the area that could inform ways to improve the amenity value of the property: *'In this case we are aware of the historic development of this part of historic Lincoln and the townscape characteristics that contribute to making this part of Lincoln the place it is.'* In particular, the LTA highlighted the relationship between the buildings and their topographical setting on the summit of the north escarpment, and how this was reflected in the built form of properties (e.g. large windows and balconies). The design of the proposals reflected this by increasing the size of southerly facing fenestration and by providing external balconies. The solution delivered light into internal living areas, improving amenity space and creating usable external or semi-external spaces.

The imaginative interpretation of the townscape's key inherited characteristics, as defined by the LTA, was a fundamental reason for the approval for planning consent.



Assessment, Negotiation and Consultation

Development Management case officers undertake an assessment of pre-application materials to identify key issues associated with the development proposal. In the case of large-scale and/or contentious developments a 'Development Team' of Local Authority officers is drawn together and non-statutory and statutory consultees may also be involved.

It is important that the LTA is used proactively. It is a valuable tool in the assessment of pre-application materials, and provides a basis for subsequent negotiation, consultation and feedback. Information within the LTA is used at a range of scales, from design issues related to small-scale developments through to [masterplanning](#) for the large-scale regeneration schemes or 'urban extensions' (see [Case Study 9](#)). Information about the inherited character of place aids in:

- Evaluating development proposals against draft design principles
- Assessing the contribution the development makes to a place
- Identifying additional opportunities for a development to enhance the inherited character of the place in which it is proposed
- Providing consultees with information about the wider context of the development site

Although the use of the LTA is focussed on the extent and nature of proposed change, it may help to improve places beyond the boundaries of the immediate development site by informing how funds raised through Community Infrastructure Levy (CIL) or a Section 106 Agreement are negotiated and allocated.

Consultation may also be undertaken at two key stages of the pre-application process:

- At the beginning of the process, when developers are gathering information to form part of their pre-application enquiry;

and/or;

- At a later stage after discussions with the LPA and consultees when key issues and potential solutions have been identified that may facilitate the consultation process.

Development Team

- Development Management officers
- Planning specialists (e.g. Conservation officer, Natural Environment officer, Highways)
- Local Councillors
- Planning Executive

Developer Team

- Architects
- Land owners
- Householders
- Planning consultants
- Urban designers
- Investors

Consultees (N.B. not a comprehensive list)

- English Heritage
- Environment Agency
- DEFRA
- Highways Agency
- Ministry of Defence
- Neighbourhood Groups
- Natural England

Informal view by LPA & Feedback to Applicant

Pre-application feedback should provide a clear view on how an application for development will be assessed and an understanding of the changes needed and further information required to gain acceptability. These may involve further specialist studies, public consultation, or amendments to the design of the development scheme. The LTA has been used effectively in providing feedback to applicants about the suitability of the design of proposed development, and has also been used to comment on highway, public realm, and landscaping schemes.

For small-scale largely un-contentious developments, the LTA is used as a standing evidence-base to substantiate feedback from a case officer, encouraging a shared understanding between the LPA and the applicant that reduces the risk of misinterpretation and opposition at later stages of the application process. In the case of larger-scale, contentious and/or more complex development, the LTA has provided a common evidence-base that can be taken forward in specialist studies of various types (e.g. Environmental Impact Assessment, Sustainability Appraisal - see [Case Study 17](#)). The ability for the LPA to stipulate the use of the LTA at this stage encourages full consideration of the inherited character of the place in which development is proposed by the applicant and aids in the later review of study outcomes. Where specialist studies are not required there is a greater reliance on the expertise and knowledge of the 'Development Team' to assess the implications and opportunities proposed change has for the inherited character of places.

Pre-application feedback:

- Compliance with planning policy
- Constraints (e.g. Conservation Area Consent)
- Residential tenure and dwelling mix
- Design
- Amenity studies
- Transport and Highways
- Community engagement
- Financial contributions
- Acceptability of proposed use

CASE STUDY 16:**ADVISING ON THE DESIGN OF A CITY CENTRE DEVELOPMENT AT THE PRE-APPLICATION STAGE USING THE LTA**

Framework Architects entered into pre-application discussions with the City of Lincoln Council about a proposal to build 4 'townhouses' to the east of the Bull and Chain Public House on Langworthgate in Eastgate Character Area. The proposal accompanied the conversion of the public house into a number of residential flats. Only a basic outline for the development was submitted, accompanied by a single design statement: *"The proposed new terrace dwellings will be of a traditional design in keeping with the local Conservation Area context"*. An assessment of the Eastgate Character Area Statement identified some key design opportunities and parameters that helped provide a clear expression of the Council's preferred design approach. Key LTA characteristics included the:

- Decreasing use of stone in the construction of buildings when moving away from the city's core
- Increasing sense of enclosure when moving from east to west, created by the funnelling of roads towards the historic east gate of the city
- Patterns and variations in the built form, size and density of properties in the area
- The chronology of buildings in the area, changing from medieval in the west to modern in the east
- Overall plain design of properties with little detailed decoration

A corresponding set of design principles were developed to inform pre-application discussions, including:

- Create a single identifiable build unit with no clear aesthetic link with the redevelopment of the adjacent public house
- Locate buildings at (or as close to) the back of the footway
- Maintain building density and lines by filling almost the entire width of the plot
- Dwellings of two or two and half storeys in height and two bay, or narrow 3 bay, width

- Construction materials should respond to the east/west spectrum of materials employed in the Character Area
- An architectural style with interest and individuality created through the use of a quality palette of materials, fenestration and stone/brick accents as opposed to intimate decoration

The complex historical development of the area, as identified by the LTA, also suggested that a high quality modern design approach, which adhered to the principles above, was also viable. As the development is within a Conservation Area, the information was supplemented by guidance from the Conservation Officer.



View looking west along Langworthgate and Eastgate



Urban form mapping showing set back of buildings from the footway

STAGE 3: APPLICATION

The LTA is a valuable tool for prospective developers, and can be used to support the preparation of materials for an application for planning and other consents (e.g. Listed Building Consent). The level of information accompanying a planning application varies according to the scale and location of proposed development. Outside designated areas, small-scale developments undertaken by householders usually require the least information, much of which is stipulated within standing guidance produced by the Council. For larger-scale, more complex and commercially led developments, non-householders are required to provide more information and address more complex issues. Providing an application meets the requirements stipulated it will be added to the 'Planning Register' and a decision normally reached within a period of eight weeks.

Guidance and Requirements

Standing guidance stipulates the minimum information that will be required for a planning application. Local Planning Authorities are encouraged to produce guidance specific to their administrative areas, and can outline principles, policies and evidence-bases that should be considered in drawing information together.

The LTA fits well within the framework of LPA guidance to householders and non-householders wishing to develop in Lincoln, and is included within a 'Householder Design Guide' and 'Non-householder Guidance' (see Appendix 2).

As many commercial-led developments in the city engage in pre-application discussions (see Case Study 16), standing guidance is mostly orientated to householder changes and some small-scale recurrent commercial developments. Although some additional studies might have been identified as necessary in pre-application discussions with non-householder applicants, some such studies emerge subsequent to an application. The LTA is frequently employed by development managers to specify the need for specialist studies at the application stage. These are often required to ensure that the development respects the distinctiveness of the Character Area in which it is proposed. Increasingly, for example, LTA Character Areas are used by Development Management officers and planning consultants to define the extent of study areas. Therefore, for the purposes of planning in Lincoln, LTA Character Areas are commonly being used as spatial definitions of 'places'.

Specialist studies:

- Design and Access Statements
- Townscape Assessment
- Environmental Impact Assessment
- Archaeological investigation
- Flood Risk Assessment
- Retail Impact Study
- Transport Assessment
- Contaminated land
- Ecological survey
- Materials
- Masterplans
- 3D modelling



Local Planning Environment

Pre - Application

Application

Assessment

Negotiation

Consultation

Case Officer's Report

Decision

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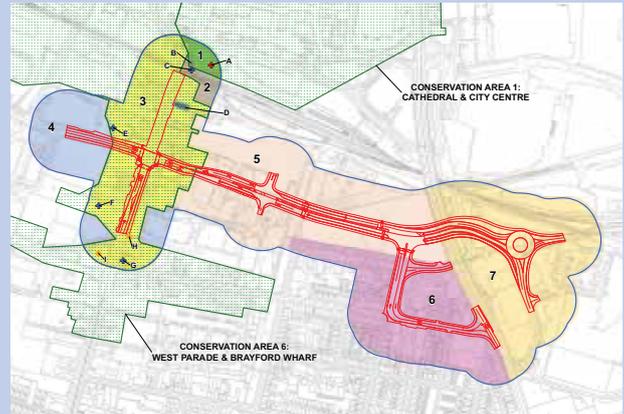
CASE STUDY 17:**USING THE LTA TO INFORM SPECIALIST STUDIES UNDERTAKEN PRIOR TO MAJOR INFRASTRUCTURE DEVELOPMENT**

A desk based assessment to examine the potential impacts of proposed highway improvements on the lower High Street in Lincoln was undertaken by Jacobs Engineering Group for Lincolnshire County Council. Several 'townscape areas' (see plan), the boundaries of which were defined around LTA Character Areas, formed the basis of a 'Townscape and Visual Analysis' and a 'Desk-based Cultural Heritage Assessment'. Each study considered the implications of a number of development options ranging from 'do minimum' to 'full development', which included a pedestrianisation scheme, building demolition, and major re-modelling of street scenes and transport routes.

Townscape and Visual Analysis According to standing guidance⁹ the study considered the implications of development on each of the 7 'townscape areas'. The assessment methodology considered many characteristics identified by the LTA including '*unusual features and focal points, attractive details and materials, local distinctive development form and views*'. LTA information was a key part of the processes of defining the quality and sensitivity of the townscape, and the assessment of the magnitude and significance of each potential development option. Part of this process highlighted the incoherent and eroded character of central parts of the study area (pink), revealing its high capacity to absorb change.

Cultural Heritage Assessment

In addition to other evidence-bases provided by CoLC, the LTA helped establish the '*baseline conditions for the Historic Townscape*', explaining the evolution of the study area's townscape to its current form. Historical development and urban form information within LTA Character Area statements aided in the process of defining the value of the historic townscape, and fed into the analysis of the magnitude and significance of each potential development option. The valuation process demonstrated how the character of some townscape areas exhibited 'considerable coherence, time-depth or other critical (historic) factors'. As the criteria for assessing the value of the historic townscape recognised both designated and non-designated historic assets, the LTA had a key role in identifying the latter.



'Historic Townscape Map' taken from an Options Assessment for the Lincoln East/West Link Road by JACOBS



⁹ Published by the Landscape Institute, Institute of Environmental Management and Assessment, Highways and Countryside Agencies

Format of Application

The majority of applicants seek to obtain consent with a single application for 'Full Planning Consent'. However a staged process of 'Outline Planning Consent', with a series of 'Reserved Matters', may be preferred for larger developments. An application for Outline Planning Consent must be accompanied by a Design and Access Statement alongside an indication of intended use, building scale, amount of development, layout, and proposed access.

The LTA has yet to be used for an application for Outline Planning Consent, however the evidence-base is well placed to inform all five of the potential Reserved Matters.

Reserved Matters:

1. Access
2. Appearance
3. Landscape
4. Layout
5. Scale

Design & Access Statements

Design and Access statements are a statutory requirement for the majority of non-householder developments, any works to a Listed Building or for development within a designated area. In Lincoln the LTA is recommended to all applicants compiling a Design and Access Statement, and is increasingly referred to in statements received by the City of Lincoln Council. As stipulated by the Town and County Planning (Development Management Procedure) (England) Order 2010, statements should:

- Explain the design principles and concepts that have been applied to the **amount, layout, scale, landscape** and **appearance** of development
- Demonstrate steps taken to appraise the context of development and how the design of the proposal takes it into account
- Explain the rationale behind the provision of access to the development

By providing a detailed context for development upfront, the LTA aids developers in compiling Design and Access Statements, and encourages a more comprehensive and standardised approach to demonstrating how proposals account for the inherited character of a place. The LTA also provides a neutral record of character against which design principles submitted by the developer can be evaluated, ensuring that designs reflect the principles advocated.

STAGE 4: ASSESSMENT AND NEGOTIATION

In addition to the preparatory stages of planning applications, the LTA is used to inform the two post-application processes of assessment and negotiation. The more advanced stages are an opportunity for the case officer to examine and fine-tune the interpretation of any advice given at the pre-application stage, or to undertake a full assessment of applications that have not undertaken pre-application service. As designs submitted as part of a formal application for planning consent are a firm expression of a developer's intentions, the post-application assessment and negotiation stages offer a more restricted opportunity for the LTA to influence the outcomes of development.

Assessment

The LTA is used by the Development Management team to supplement their knowledge and expertise in evaluating development proposals. The LTA is most commonly used to provide a detailed context against which the design of proposals can be evaluated. The size of proposed development has been a significant factor influencing the use of the LTA in the assessment of applications thus far, and experience suggests that the LTA appears to be most readily used on small-to-medium-sized developments that have been proposed in areas with strong and/or coherent townscape characters. However, townscape characteristics described in the LTA such as building scale, density, use and setback, are also considered for the majority of developments in Lincoln. Furthermore, depending on the development proposed, and the area in which it is located, assessment using the LTA may also consider the more idiosyncratic characteristics of an area.

For example, the striking variety of quality building materials defined in [High Street Character Area](#) played its part in the consideration of an application for a modern retail unit. Whereas the carefully planned and distinctive layout of buildings, streets and open spaces defined in [St. Giles Character Area](#) was critical in the assessment of an infill development in the garden suburb. The LTA is useful, therefore, both when assessing applications in highly varied and complex townscapes such as Lincoln's High Street, as well applications in areas that have more coherent characters.

For assessing large-scale development applications, which often entail more comprehensive redevelopment of green or brownfield sites, the LTA is most useful in helping to gauge and model the potential physical impact of proposed change (e.g. demolition) on the Character Area, and also to consider how new development can best integrate with Character Areas surrounding it. Information for individual Character Areas is supplemented by the [Citywide Statement](#) which provides an overarching

view of macro-scale elements of the city's inherited character, as well as some of the characteristics which extend beyond the scale of individual Character Areas (e.g. the predominant use of stone for civic and ecclesiastical buildings or the views towards and from the city). The information helps all concerned consider the issues and opportunities large-scale development will bring to the city's townscape or landscape setting, but can also help in assessing whether a proposed development will contribute to some of the city's unique characteristics (see [Case Study 17](#)).

Depending on the complexity of proposed development, officers use frameworks, [standing guidance](#), [local and national policies](#) and other relevant planning instruments (e.g. [CABE's Building for Life Criteria](#)), many of which are now informed by the LTA (see Chapter 3.10). The use of such instruments in tandem with a recognised evidence-base such as the LTA provides a robust and impartial foundation upon which the Development Management officer can enter into negotiations with an applicant. It also offers a transparent rationale for his/her subsequent decision-making.

Alongside the local knowledge of the case officer, the LTA is used to assess the accuracy and soundness information submitted by the developer. For example, the standard of Design and Access Statements (see [Chapter 3](#)) submitted for development in Lincoln varies considerably, and the LTA is a key tool for testing the design principles advocated. It also provides a check on the completeness of information provided. Furthermore, 'in-house' analysis of the LTA by case officers has resulted in additional design principles to which developers have been asked to respond to in subsequent stages of negotiation.

Negotiation

Post-application negotiations may consider a wide range of issues, and the LTA plays a key role in supporting such discussions, particularly about the design of proposed development. Negotiations about the quality and suitability of design may range from the clarification of detail (e.g. proposed building materials, landscaping schemes) to more comprehensive re-working of a proposed scheme, and can result in minor amendments, or in the complete re-submission of a planning application.

Negotiations at this late stage of the Development Management process have time and cost implications for both the developer and the Council, and are tightly focussed on achieving positive outcomes. Used in the assessment undertaken by the case officer, and channelled through relevant policies and frameworks, information within the LTA forms an important part of

CASE STUDY 18:

USING THE LTA TO EVALUATE A LARGE-SCALE DEVELOPMENT ON A BROWNFIELD SITE

Outline Planning Permission for 244 homes was granted on an industrial site occupying a prominent location adjacent to West Common and the Fossedyke Canal in the west of Lincoln. The application for reserved matters included a masterplan providing detail on the access, appearance, layout, landscape and scale.

In order to provide a context for the large brownfield redevelopment scheme, the LTA Character Area for the site as well as those surrounding it, were considered to identify macro-scale characteristics that make western parts of the city distinctive, in particular:

- The ways in which existing development along the fringes of the Fossedyke Canal and West Common successfully or unsuccessfully engage with their prominent positions. In particular, their increased scale, distinctive built form, aspect facing outwards towards the open spaces and relatively more ornate decoration
- The overall evolution and pattern of development in western parts of the city, notably the size and varied character of development units constructed from the late 19th century onwards
- The contribution that open spaces and built up areas make to views of western parts of the city, experienced both within and outside of the development site

Assessment of the development against the combined analysis of surrounding LTA Character Areas highlighted the positive contribution the large-scale development unit would bring to western parts of the city. In addition, the analysis supported the rationale for a high quality design scheme for the brownfield site that created a distinct addition to the chronology of development seen in western parts of the city.

Local Planning Environment
Pre - Application
Application
Assessment
Negotiation
Consultation
Case Officer's Report
Decision
Development & Monitoring

the persuasive, transparent and robust view necessary for the Council at this stage.

Where opinions remain divided between the applicant and the Council, the LTA functions as an impartial evidence-base accessible both to the applicant and the Development Management team. Both sides can use it to examine their respective interpretations of design principles. In this role the LTA has been most frequently used to identify and specify requirements in the Design and Access Statement, though it has also proved useful in identifying how relevant local and national policies apply to the case.

The City of Lincoln Council has recently used 3D modelling of the city to visualise proposed development and better analyse it against the LTA. Subsequently, this model is being used at the negotiation stage to demonstrate the development team’s interpretation of alternative design principles, as identified through assessment of the LTA, as well as those advocated within the Design and Access Statement.

CASE STUDY 19:

ASSESSING AND ENHANCING THE DESIGN OF SMALL-SCALE DEVELOPMENT USING THE LTA

STEM Architects submitted a proposal to develop two, three storey dwellings along Rasen Lane. The Design and Access Statement identified a varied architectural style of buildings along the road, justifying the use of a number of distinguishing architectural design features in the development proposal. However, in order to achieve an element of continuity, the design advocated maintaining the eaves level of adjacent Victorian terraced properties and the use of a palette of construction materials consistent with those on existing dwellings along Rasen Lane.

Analysis of Burton Road Character Area statement confirmed the varied architectural style of development along Rasen Lane: *‘Buildings along main roads, such as Rasen Lane and Burton Road, are generally more varied in form, style and construction.’* Further analysis revealed that shared characteristics of properties include setback, construction materials, building form, and fenestration patterns, but that scale and architectural style were variable. The analysis identified opportunities to further enhance the street scene of Rasen Lane by increasing the scale of the development proposal. In turn this enabled reworking of the property’s fenestration so that it better reflected existing window patterns, and provided views of the Cathedral from the uppermost floor of the building.

The approved outcome enriched the locally distinctive street scene, increased the development’s economic viability, and provided future occupants a visual connection with the city’s iconic cathedral.



View along Rasen Lane (above) and finalised design in 3D model with stepped eaves line (below)

Local Planning Environment

Pre - Application

Application

Assessment

Negotiation

Consultation

Case Officer's Report

Decision

Development & Monitoring

CASE STUDY 20:**USING THE LTA TO NEGOTIATE THE DESIGN OF PROPOSED DEVELOPMENT IN A CONSERVATION AREA**

A proposed development at the junction of West Parade and Hampton Street was submitted for a prominent corner site within Conservation Area 6, a coherent Victorian suburb. Design principles within the Design and Access Statement included:

- Replicating 'existing neighbouring houses in orientation and visual appearance'
- Using a modern design and palette of materials aiming to *"represent the 21st century whilst being respectful"* to the architectural styles of neighbouring properties

The proposal was analysed against the [West Parade Character Area statement](#). The examination, aided by the use of 3D modelling, showed how the development would maintain the scale, density and setback of buildings in the Character Area. However, detailed analysis of the LTA also defined a number of ways in which the design differed from the existing character including the lack of decorative detail, the size, style and hierarchy of fenestration, and the use of several materials. Whilst many design features fulfilled the aspiration to create a modern addition to the Victorian street-scene, a number conflicted with the principles in the Design and Access Statement that sought to respond to the existing character of the area:

- The building's main orientation (e.g. in the frontage and ridgeline) faced Hampton Street as opposed to West Parade, the prominent backbone of the Character Area
- The arrangement of large gable ends facing the street, a feature almost exclusively reserved for ecclesiastical or civic buildings in the area
- The high solid-to-void ratio of the building, particularly at ground floor level, which also lacked doors opening onto West Parade

Based on the analysis, a series of potential opportunities to improve the development were identified by CoLC, and expressed in a written statement supported by the LTA. The evidence-led response resulted in the re-working of the design so that it better reflected the distinctive character of West Parade Character Area, but also fulfilled the client's desire for a building of more modern architectural design. Key outcomes included:

- A lower solid-to-void ratio at ground floor, creating greater activity within the street scene
- Re-orientation of the building to better engage with West Parade
- Modern interpretation of existing architectural features and decoration, such as in the fenestration including bay and dormer windows



Initial submission in 3D model



Final approved design in 3D Google Earth

STAGE 5: PUBLIC CONSULTATION

Publicising planning applications, as opposed to undertaking formal public consultation about development proposals, is a statutory requirement of the planning process. Local Planning Authorities are required to detail their approach to consultation within a Statement of Community Involvement (SCI) which forms part of the LDF. This includes allowing a statutory minimum period of 21 days for the public and statutory consultees (e.g. the Environment Agency, English Heritage) to make representations at the post-application stage.

However, under the terms of the Localism Act (2011), if proposed development meets a prescribed description, or if it exceeds a prescribed threshold, prospective developers are required to undertake public consultation prior to submitting a planning application. If development proposals fall below the threshold, developers are still strongly encouraged to consult, as part of the pre-application process.

At both the pre-application and post-application stages the LTA presents a useful resource to help engage communities about the issues and opportunities that proposed development will bring to the character of a place.

The LTA has yet to be formally used as part of public consultation for a proposed development, either at the pre-application or post-application stages. Nevertheless, it has been successfully used in community consultation and has considerable potential to inform future consultations concerning development proposed in the city in the following ways:

Supporting Guidance with Evidence:

Accessible via www.heritageconnectlincoln.com the LTA supports the uptake of standing guidance issued to consultees (Appendix 2). Members of the public are encouraged to use evidence-bases to comment on a range of 'relevant issues', many of which are described and contextualised within the LTA (e.g. Design, appearance, layout, scale and height and overall character). The LTA thus provides a more informed and proactive starting-point for public consultation that can help formulate and structure opinions about a development, and encourage consultees to submit more prepared, meaningful and focussed feedback.

Informing the Approach to Consultation:

Approaches to public consultation should be developed and agreed between the Council and the developer, and should be proportionate to the complexity of the development and the implications it has for the local and wider communities. LTA Character Areas represent a spatial, place-based, structure for public consultation that is structured around many of the 'relevant issues' to be considered during development. People who live within a Character Area may provide the target audience, for example, and the detail of the LTA will help foster a closer connection with their 'place'. In this way the LTA might assist in reducing the disproportionate influence of vocal minorities.

Public Consultees

- Business groups
- Immediate neighbours
- Neighbourhood & Community Groups
- Land and property owners
- Civic societies
- General public

Public Consultation

- Open public workshops and forums
- Structured demographic sampling
- Web-consultation
- Informal discussions
- Written consultation



Opportunities and Issues:

A developer can use the LTA to better demonstrate to the community how proposed change recognises and enhances the existing character of a place. Use of the LTA in this way can encourage communities to look beyond a development site and understand the benefits that change will bring to a 'place'. Furthermore, the information within the LTA can help a developer to identify potential issues in advance of public consultation, and thus help define a tailored approach to public consultation that reflects the idiosyncratic character of local places.

Sharing Community Perceptions:

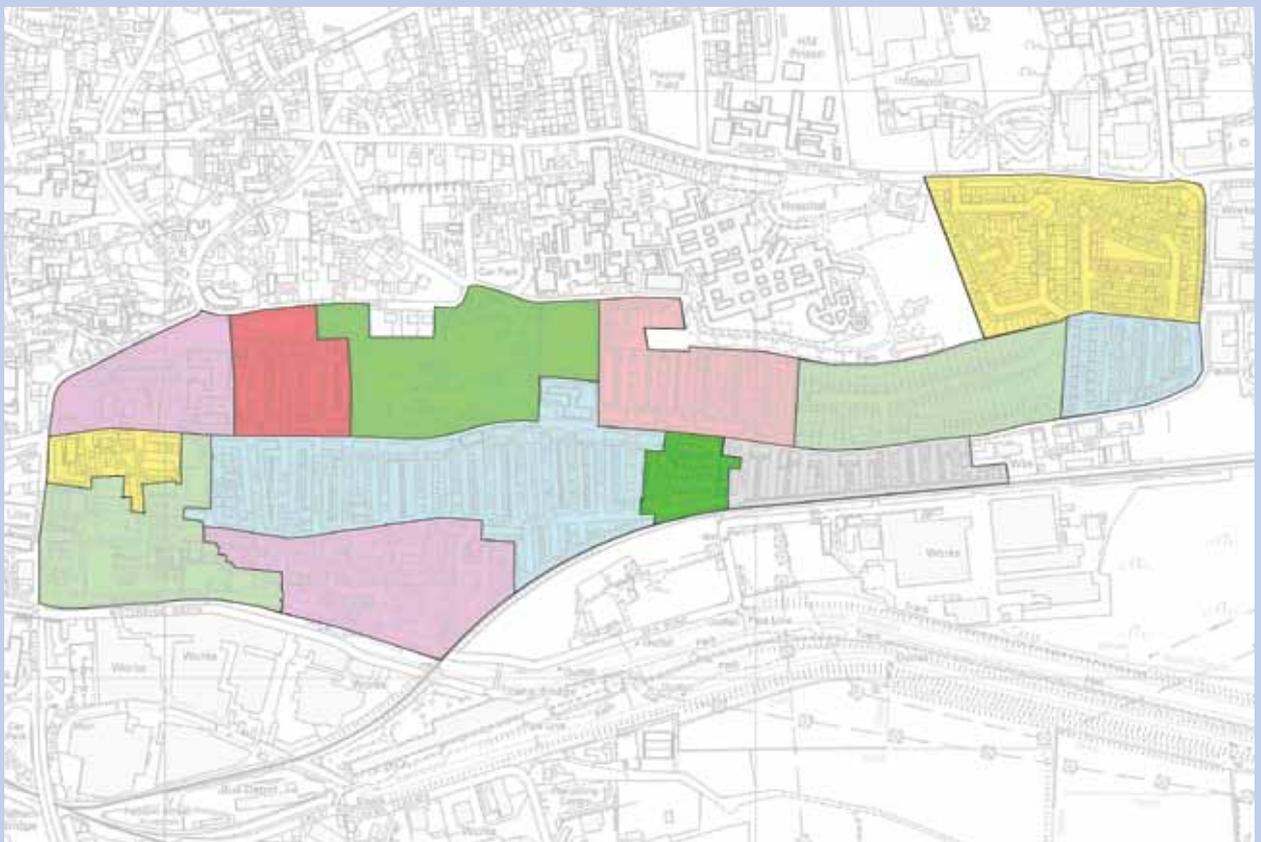
LTA Character Areas have successfully been used as a structure for capturing people's opinions, perceptions and memories of the places in which they have lived or worked. An understanding of the more ephemeral and non-tangible elements of a place adds an important dimension to public consultation, placing both developers and development managers in a more informed position to achieve sustainable development within places (see Chapter 5.3 - Community-led Plans and Neighbourhood Planning).

CASE STUDY 21:

USING LTA CHARACTER AREAS AS A BASIS FOR CONSULTATION

As part of the LTA project a sample selection of 15% of the Character Areas was subject to a program of public consultation. The consultations demonstrated that communities readily identified with Character Areas as a definition of place, even in parts of the city (e.g. Late Victorian terraced areas either side of Monk's Road) where the townscape character was coherent, and the boundaries of Character Areas were drawn according to subtle changes in character (e.g. building scale, decoration and setback).

When asked to group Character Areas into broader 'neighbourhoods', consultees chose to amalgamate areas with differing townscape characters. For example, areas dominated by Inter-war, Victorian and Post-war development were grouped into a neighbourhood by residents living either side of Monk's Road. The consultation shows the array of townscape characters that neighbourhoods can encompass, and highlights that both social and physical criteria are applied in their definition. The consultation identifies a potential role for the LTA in consulting with communities in the development of Neighbourhood Plans.



Character Areas to the north and south of Monk's Road in the east of Lincoln

STAGE 6: PLANNING PERMISSION DECISION

Use of the LTA at the decision-making stage can help to provide clarity, amongst parties involved in the process, of opportunities or issues posed by the proposed development for the inherited character of an area. The majority of decisions are reached under the deferred powers of the development manager, some contentious cases, however, or those receiving four or more objections, are assessed by a planning committee of elected members. A common understanding of the inherited character of places amongst all parties involved in the process encourages a standardised and robust approach to considering local distinctiveness in the final stages of a planning application.

Case Officer's Report

Based on a set of key issues identified by the development team's assessment, or through public consultation, the case officer's report presents a rationale for the approval or refusal of an application for planning consent. The report includes a summary of relevant national and local policy and goes on to form the basis of the decision reached by the Senior Planning Officer or by a Planning Committee. In Lincoln, the LTA is commonly used in case officers' reports both to provide the background context to proposed development and also to substantiate any verdict reached. In particular decisions regarding the design, visual amenity, and appearance of development and issues related to the extent to which it accommodates 'inherited character' are frequently substantiated by reference to the LTA.

Conditions and Reserved Matters

The case officer's report includes a list of planning conditions that the officer believes should apply in the event that planning permission is granted. The LTA can help to identify, and provide detail for, conditions, substantiate the reasons for their application, and provide a basis for their discharge. A core group of conditions, for which the LTA provides evidence (e.g. building materials, landscaping and surface treatment), are applied to the vast majority of developments. However, some conditions may relate to more idiosyncratic characteristics and, in such cases, the LTA enables case officers to specify more detailed conditions to a decision notice that relate to distinctive elements of 'place'. The reasoning behind each condition must be conveyed within the decision notice, and referencing the LTA has become recognised as an efficient and robust way of doing this. Use of the LTA in this way also aids developers, as they can respond rapidly and accurately to conditions placed upon their development.

Decision

The LTA encourages a common approach to, and understanding of, the inherited character of places amongst case officers, the development manager and members on the Planning Committee as they arrive at a decision. In the event of a refusal of planning permission, the case officer's report accompanies the decision notice, and the LTA forms part of a suite of policies, evidence-bases and opinions that provide the developer with a clear, detailed and reasoned justification for the decision.



Local Planning Environment

Pre - Application

Application

Assessment

Negotiation

Consultation

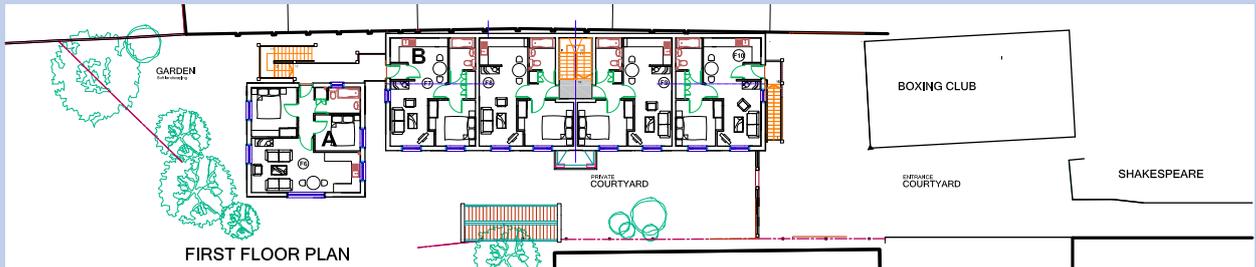
Case Officer's Report

Decision

Development & Monitoring

CASE STUDY 22:

SUPPORTING A CASE OFFICER'S REPORT FOR AN INFILL DEVELOPMENT USING THE LTA



The potential impact of a development of ten residential units, to the rear of the Shakespeare Public House on High Street, on the 'Design, Visual Amenity and the Character and Appearance of the Area' was considered a key issue. The application attracted several objections (relating to density of housing, parking issues, privacy and light) and was consequently referred to planning committee. As part of the case officer's report, *St Botolph's Character Area Statement* was used to demonstrate how the proposal was 'in-line' with the inherited character of the area, in particular defining how:

- The footprint and layout of buildings seeks to mirror the historic pattern of development originating from a pattern of medieval burgage plots
- The linear style of the main block reflects the established urban grain of the adjacent street to the north
- The design, massing and elevational treatment of the building is inspired by the traditional building styles seen to the rear of 19th century public houses/inns elsewhere on High Street
- How the density and scale of building is in line with the established character of the area

The case officer's use of the LTA demonstrated how the development assimilated with and enhanced the existing character of Lincoln's lower High Street, and was a key part of the rationale for granting planning permission.



Appeal

The overwhelming majority of cases involving the LTA, have either supported or enhanced a successful application. Such cases have been dealt with at earlier stages in the process and by doing so, they have avoided the cost of appeal. However, to date the LTA has been used by the City Council in a total of five planning appeals, including four times when a decision was upheld and one dismissed. In all these instances, the LTA has been used in support of the case put forward by the City of Lincoln Council to the Planning Inspectorate, that development would have a negative impact on the inherited character of an area.

It is important to note that, when the LTA was first used at the appeal stage (Ref: APP/M2515/A/09/2112428/WF), the planning inspector required clarification of the status afforded to it within local planning policy, before being able to use it in his deliberations. In several subsequent uses at planning appeal the LTA's recognition within the [Sustainable Community Strategy](#) has provided a sufficient link to policy, as required by the Inspectorate. However, further clarification of the status and intended applications of the LTA (and other similar evidence-bases) will be provided by policies in the forthcoming Local Development Framework for Central Lincolnshire (see [Case Study 10](#)).

STAGE 7: DEVELOPMENT AND MONITORING

As a standing evidence-base the LTA is a very useful tool for the Council when responding to changes made to development plans once construction has begun. Monitoring is a key stage of the Development Management process and the LTA provides a benchmark against which the outcomes of change can be assessed.

Amendments

Many developers in Lincoln apply for an amendment to the original plans that were granted planning permission, particularly in the case of large and/or complex developments or due to unforeseen changes since permission was granted (e.g. a change in the economic climate). The LTA can be useful in gauging whether proposed changes to a planning application represent a 'material' or a 'non-material' amendment, which can be of critical importance to the developer because of the additional time and cost penalties involved in material amendments. The process of considering amendments and deciding whether they are 'material' or 'non-material' must be robust and evidence-led. The LTA may be able to progress the amendment more rapidly by identifying suitable alternatives based on the prevailing characteristics of the area.

CASE STUDY 23:

USING THE LTA AT APPEAL TO SUPPORT A REFUSAL FOR INFILL DEVELOPMENT IN A RESIDENTIAL SUBURB

An application for Outline Planning Permission for a bungalow in a small gap site on a Post-war [1946-1966 AD] housing estate was refused by CoLC, leading to an appeal to be lodged by the applicant. The case officer's report identified that the *'proposed dwelling would appear incongruous within the street scene and out of character with the established layout of the area as identified by the Character Area Statement.'* The LTA went on to substantiate the Appeal Statement, specifically demonstrating how the scale, form setback, and position of the dwelling would be detrimental to the existing street-scene.

The [Hykeham Road West Character Area Statement](#) was included in the evidence provided to the Planning Inspectorate, and formed part of the rationale for dismissing the appeal:

'I conclude that as a result of a combination of its single-storey design and its location behind the established building line, amongst an area of garden land, that a bungalow on the appeal site would be out of keeping with the character and appearance of the locality, failing to meet the requirements of Policies 34 and 58 of the City of Lincoln Local Plan in this respect.'

Detailed description of the inherited character of Hykeham Road West Character Area together with relevant Planning Policy on standards of design and amenity, provided a robust basis for both the case officer's and the Planning Inspector's decision.

Monitoring Development

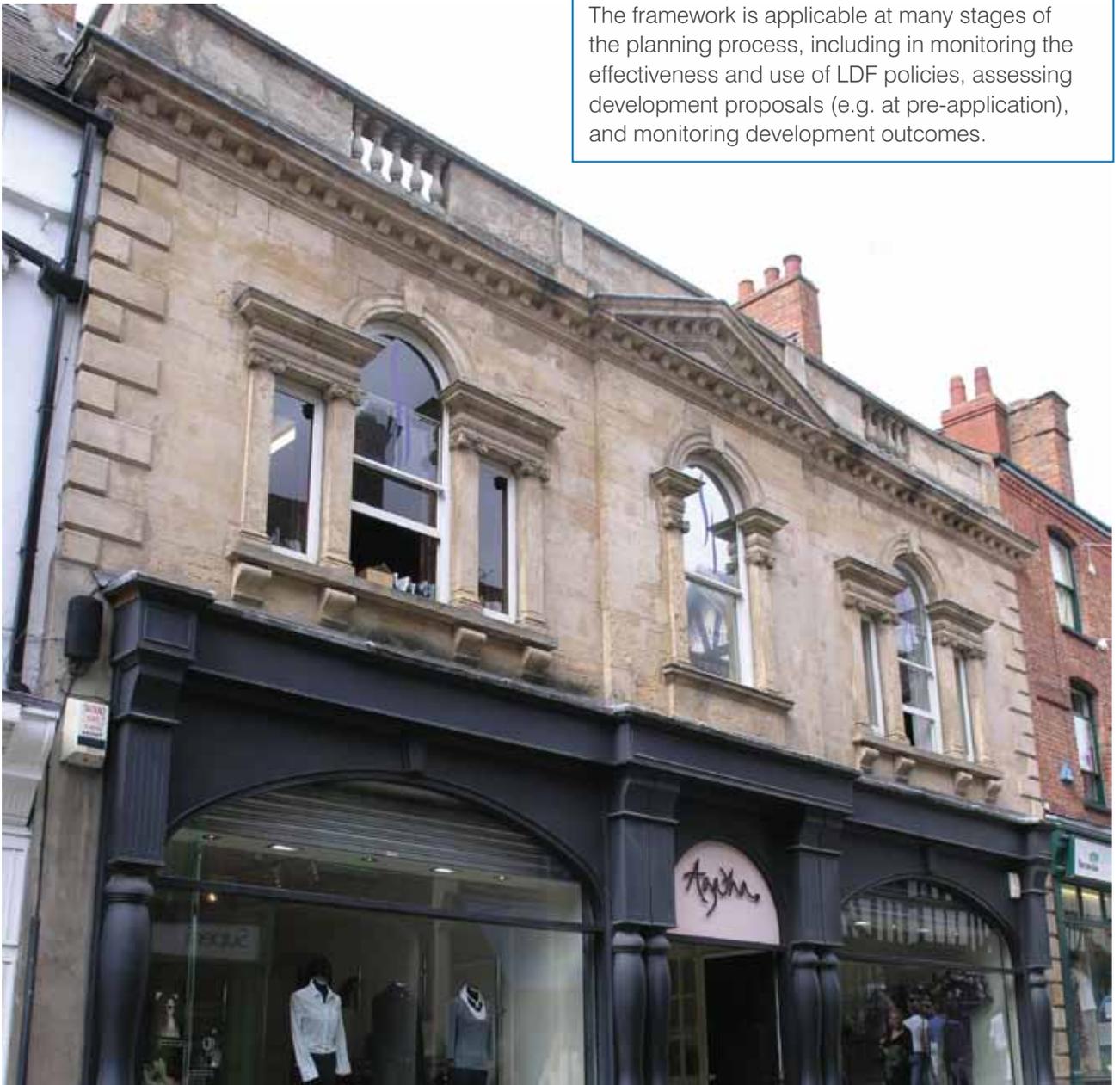
The Department for Communities and Local Government requires all Local Authorities to monitor the outcomes of developments of 10 or more dwellings against CABE's 'Building for Life Criteria'. As well as feeding into central government statistics, the information feeds into the City of Lincoln Council's Annual Monitoring Report. The LTA is used as a basis for the review of several of the criteria about 'Character' (see right). Should a development score 14 out of 20 points, or more, it may be granted 'Gold' or 'Silver' status by the Design Council. Award of this status is based on a detailed report, which can also be informed by the LTA.

Monitoring Frameworks: Building for Life Criteria

The Building for Life Criteria was produced by the Commission for Architecture and the Built Environment (CABE) who merged with the Design Council in 2011. The framework is the national standard for assessing the quality of new housing developments, and is made up of 20 criteria, several of which require an understanding of the inherited character places:

- 06. Is the design specific to the scheme?**
- 07. Does the scheme exploit existing buildings, landscape or topography?**
- 08. Does the scheme feel like a place with distinctive character?**
- 14. Does the scheme integrate with existing streets, paths and surrounding development?**

The framework is applicable at many stages of the planning process, including in monitoring the effectiveness and use of LDF policies, assessing development proposals (e.g. at pre-application), and monitoring development outcomes.



TOOLKIT B: Using the LTA in making applications for planning consent

This toolkit identifies how the LTA can be used in the process of preparing and submitting planning applications in Lincoln, and demonstrates some of the key benefits that can be expected. The toolkit should be applied for all developments undertaken in Lincoln, ensuring that the inherited character of place is considered in all development proposals. Further detail on the application of the LTA, including Case Studies, can be found by following the links beneath each task.

Task	How to use the LTA	Benefits
Understanding the policy approach <u>Scoping</u>	<ul style="list-style-type: none"> Inform the interpretation of relevant planning policies and mechanisms (in particular those concerned with design, the inherited character and local distinctiveness of places) at the local level 	<ul style="list-style-type: none"> A clearer understanding of the intended outcomes of planning policies at a level relevant to the development site Greater clarity and efficiency when going forward into subsequent stages of the planning process
Appraising the site <u>Pre-application</u> <u>Application</u>	<ul style="list-style-type: none"> Select the relevant Character Area(s) in which the development site is located and use it/them as a basis for: <ul style="list-style-type: none"> Demonstrating an understanding of the prevailing character and locally distinctive elements of the site and its surrounds Identifying opportunities and issues that the development should respond to Undertaking environmental studies and assessments 	<ul style="list-style-type: none"> Common understanding of a development site's context shared between developers and development managers Integration of an endorsed evidence-base in tackling key issues such as design and sustainable development Increased ability to demonstrate positive outcomes that development will bring to an area
Designing in context <u>Pre-application</u> <u>Application</u> <u>Negotiation</u>	<ul style="list-style-type: none"> With the results of site appraisal, use the LTA to define and substantiate: <ul style="list-style-type: none"> Principles of design and access; in particular the layout, scale, appearance, and landscaping of the development How the development has accounted for local distinctiveness and how it will improve the sense of place 	<ul style="list-style-type: none"> Rapid ability to create and justify sound development principles within the Design and Access Statement Increased ability to respond to the local distinctiveness and inherited character of places using an approved evidence-base
Consultation <u>Pre-application</u> <u>Application</u>	<ul style="list-style-type: none"> For large and/or contentious developments relevant LTA Character Areas may be used to define the extent of public consultation Use the LTA to facilitate informed discussions and representations by the public and key stakeholders 	<ul style="list-style-type: none"> Rapid, proportionate and robust approach to public consultation Opportunity to demonstrate how development respects and brings benefit to a place Reduced influence of disproportionate minorities within immediate vicinity of site Clearer feedback about issues that the development can engage with
Satisfying conditions and making amendments <u>Planning</u> <u>Permission</u>	<ul style="list-style-type: none"> Use the LTA to inform the process of satisfying Reserved Matters (appearance, access, landscaping, scale, and layout) or any conditions attached to a permission Justifying and substantiating the need for and nature of any proposed amendments 	<ul style="list-style-type: none"> Increased ability to satisfy Reserved Matters using an endorsed evidence-base Increased ability to rapidly design sustainable amendments to planning applications

TOOLKIT C: Using the LTA in managing applications for development

This toolkit sets out how the LTA or similar studies can be used by planning officers to consider development proposals, ensuring that the inherited character is fully considered in the planning process.

Task	How to use the LTA	Benefits
Developing Planning Tools <u>Planning Environment</u>	<ul style="list-style-type: none"> Use the LTA to create, support, and enhance standing guidance and planning tools (e.g. Conservation Areas, LDOs, SPD, Masterplans) 	<ul style="list-style-type: none"> An integrated approach to managing development and local distinctiveness A spatial structure (Character Areas) for managing change within individual places
Evaluating <u>Pre-application</u> <u>Application</u>	<ul style="list-style-type: none"> Select the relevant Character Area(s) in which the development site is located and evaluate: <ul style="list-style-type: none"> The developer's understanding of the site and context Design principles within the D&A Statement; in particular those related to the layout, scale, appearance, and landscaping The developer's interpretation of relevant planning policy Identify issues and opportunities presented by the inherited character and consider how the development will or can engage with them 	<ul style="list-style-type: none"> Rapid, consistent and robust approach to evaluating the contribution of development to local character Ability to evaluate if the design principles advocated are satisfied by the proposed development Simpler assessment of the accuracy and completeness of site appraisal materials Ability to consider the application of planning policies at the local level
Negotiating/ Advising <u>Pre-application</u> <u>Application</u> <u>Negotiation</u> <u>Planning Permission</u>	<ul style="list-style-type: none"> With the results of any evaluation (above), use the LTA to define and substantiate: <ul style="list-style-type: none"> Suggested amendments to the scheme's design principles, either different to or alternative interpretations of those within the D&A statement The need for further analysis and recognition of the development context The application of specific development policies and planning mechanisms Planning conditions placed on the scheme The potential contribution the development can make in addressing issues and opportunities in the area (e.g. through re-design or CIL/S.106) Use the LTA to consider the implications of amendments proposed during construction 	<ul style="list-style-type: none"> Robust and efficient process of negotiating amendments to proposed developments Greater ability to generate alternative design principles, and to specify planning conditions Maximise the benefit that development brings to a place Support and target the use of CIL and S.106 Agreements Greater ability to deliver strategic planning objectives at the local level Rapid ability to respond to amendments made post-application
Consulting <u>Pre-application</u> <u>Application</u>	<ul style="list-style-type: none"> Consider the use of relevant LTA Character Areas when defining/negotiating the extents of public consultation undertaken by developers, especially for large and/or contentious developments Promote the use of the LTA by public consultees and key stakeholders within standing guidance Encourage developers to use the LTA in consultation 	<ul style="list-style-type: none"> Consistent, proportionate and robust approach to consultation Reduced influence of disproportionate minorities Clear feedback about issues that development can engage with
Monitoring & Review <u>Planning Permission</u>	<ul style="list-style-type: none"> Integrate the LTA within monitoring frameworks designed to assess development outcomes 	<ul style="list-style-type: none"> Increased understanding of development outcomes in relation to their context More detailed and specific feedback to improve Development Management Process Greater ability to improve and build confidence in planning for local distinctiveness



5 - Localism & Neighbourhood Planning

5.1 INTRODUCTION

This chapter considers some of the ways in which the Lincoln Townscape Assessment (LTA) is raising awareness and increasing understanding of the inherited character and supporting community-led initiatives aimed at improving local places. The intimate relationship between people and places informs the principles of localism that seek greater autonomy and ability for local communities to influence how their places change. Inherited character is a fundamental element of local distinctiveness, helping to create a sense of place and a shared identity amongst members of a community. From the outset, the LTA has sought to reveal and enhance the relationship between people and their environment. www.heritageconnectlincoln.com is an interface between the inherited fabric (as expressed in the LTA) and people's perceptions of its character. The following sections show how the LTA has helped communities take a greater role in place-shaping in Lincoln, and goes on to explore a number of potential future roles in Neighbourhood Planning.

5.1.1 APPROACHES TO LOCALISM

Localism prioritises 'local' perceptions and values, particularly through the promotion of local history, the local production and consumption of goods, and the decentralisation of decision-making powers. In the later 20th century a growing range of initiatives and programmes, some instigated by local and national policy, responded to increasing globalisation and 'top-down' governance by taking a local approach to tackling issues. These initiatives are often supported by Third Sector organisations such as Action with Communities in Rural England (ACRE) and Planning Aid, who provide professional advice and establish networks between community groups and organisations, including local government. A recent successful community initiative is the Transition Initiative, a global programme that helps communities within 'Transition Towns' to create plans responding to *'the pressures of climate change, fossil fuel depletion and increasingly, economic contraction'*¹⁰. Community-led Planning is another initiative that enables local communities to improve the social, economic and environmental well-being of their areas. Since the 1970's approximately 4,000 communities in England have developed a Community-led Plan.¹¹

5.1.2 COMMUNITY-LED PROJECTS AND PLANS ABOUT THE INHERITED CHARACTER

Being community-led, localism initiatives tackle issues relevant to the social, economic and environmental character of local places. Where communities seek to enhance elements of the inherited character such as the public realm, built character or access to local services and green spaces, historic characterisation information of various types, such as the LTA, can play proactive roles by providing a clear and detailed understanding of the fabric and functionality of local places. Many initiatives have sought to engage with and improve the inherited character of local places, such as Parish Plans, Local Design Statements and most recently, Neighbourhood Plans. Importantly, a number of the initiatives, such as Village Design Statements, gained weight by being formally adopted into the planning process, as Supplementary Planning Guidance for example. However, Neighbourhood Plans represent a significant change in approach, providing communities with planning powers, including the ability to grant full or outline planning permission for certain projects. The desire of communities to improve their environment, illustrated by the range of community-led mechanisms employed by them, demonstrates the symbiotic relationship between social and economic well-being and the inherited character of places.

5.2 COMMUNITY AND INHERITED CHARACTER

This section uses a series of case studies to explain how the LTA can help explore and enhance the relationship between communities and the inherited character of their neighbourhoods.

5.2.1 USE OF THE LTA TO RAISE AWARENESS, UNDERSTANDING AND OWNERSHIP

Understanding local history is an essential first step in promoting local character. The LTA plays a key role in stimulating interest and understanding of the historical development and inherited character of all places in Lincoln. In so doing it provides a context for designated heritage assets (e.g. Listed Buildings) and point data, the availability of which remains heavily biased towards areas traditionally thought of as 'historic'. Developing an understanding of idiosyncratic and subtle elements of a local place's inherited character increases the scope for members of communities to discover, and to associate themselves with, what makes their places distinctive; by this means it encourages greater ownership of 'places'. By promoting a shared understanding of the character of place, the LTA can provide a stimulus, confidence and direction to people wishing to develop community-led initiatives aimed at improving their place.



¹⁰ www.transitionnetwork.org

¹¹ Making the most of Community Led Planning – ACRE and AMT, 2011 Page 9

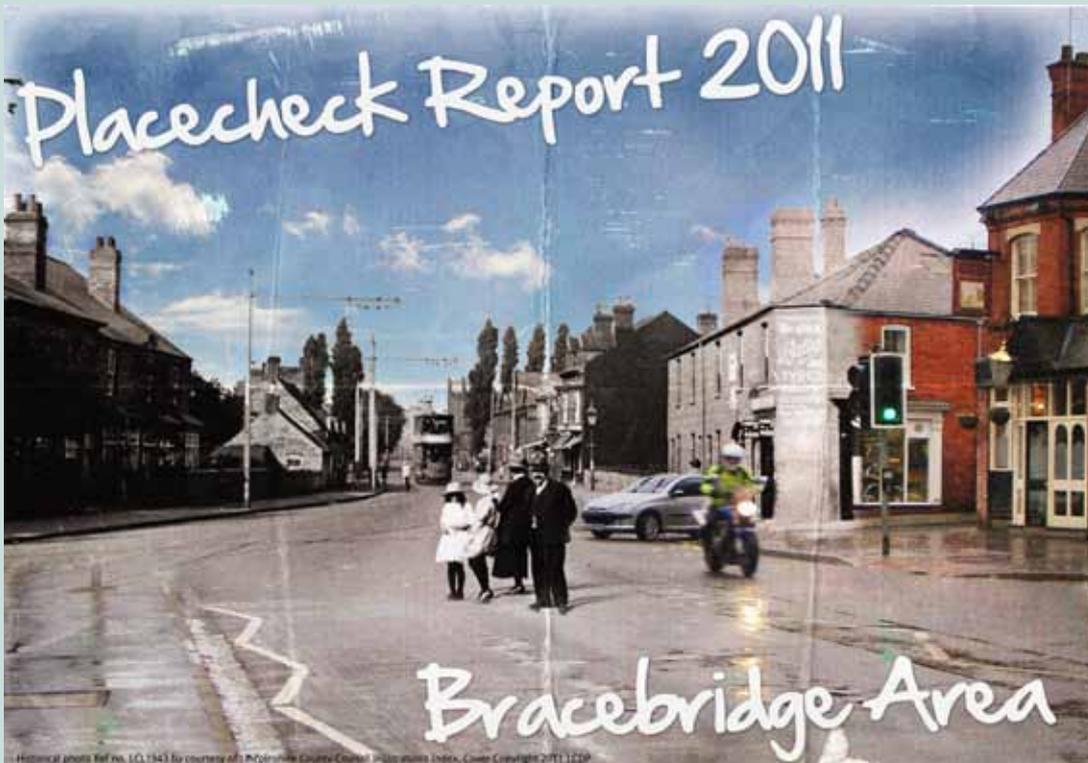
CASE STUDY 24:

RAISING AWARENESS OF THE INHERITED CHARACTER USING THE LTA

The LTA was used to provide an historical context to a place-check undertaken by residents in Bracebridge in south Lincoln. Place-check is a community-led tool that records what people like and dislike about a place, and any ideas they have for improving it. The exercise has been undertaken for a number of ward sized areas in Lincoln, and has entailed close working between communities and a range of service providers, including policing, education and neighbourhood management, and elected members.

Three LTA Character Area statements were combined to provide an historical context for the Bracebridge Community Place-Check undertaken in 2011. The village and surrounds

were comprehensively developed during the late 19th and 20th centuries, and the LTA was used to highlight reasons for the settlement's foundation at the historic Roman crossing point of the River Witham and drew together fragmented surviving elements of the area's historical development such as an 11th century church and the remains of a 19th century hall and its estate (traceable by dispersed surviving mature trees and a lodge). The LTA also helped highlight localised aspects of Bracebridge's inherited character, such as the enduring orientation of post-medieval field boundaries in the alignment of housing plots and roads, and the construction of the current housing stock in response to Lincoln's industrial expansion in the 19th century.



Approximately one third of the 'likes' and 'dislikes' related to the inherited character as recorded by the LTA Character Area statement, indicating a future role for the evidence-base in facilitating similar initiatives in the future.

5.2.2 USING THE LTA TO CAPTURE AND SHARE PERCEPTIONS

As enshrined within the [European Landscape Convention](#) (see Chapter 1.2), people's perceptions are integral to the character of a landscape. Via

www.heritageconnectlincoln.com, the LTA is already acting as forum for the more ephemeral and non-tangible elements of character that underlie a community's sense of place and well-being, helping to build both communal and individual social identity. The connections made by the [Faro Convention](#) (see Chapter 1.2) between heritage and human rights are also relevant here. Faro offers a framework that reinforces communities' rights to, and responsibility for, their local heritage.

CASE STUDY 25:

USING THE LTA TO COLLATE AND UNDERSTAND PUBLIC OPINION

Since June 2010, www.heritageconnectlincoln.com has been used as a storehouse for people's perceptions of places. Communities can upload and view, memories, images and perceptions for each of the 108 LTA Character Areas. The website's ability to capture the ephemeral and perceptual elements of place and pair them with an analysis of the intended character and historical development exposes the strong bond between people and their places. Seemingly commonplace or banal features of local places are personified, taking on an added quality that helps to clarify how a community relates to its place.

'...Tower Estate was completed in January 1939. My mother, father, brother and I moved in to 115, Tower Crescent... We spent the war years in that house and I well remember seeing and hearing the bombers leaving the nearby airfields on their way to bomb Germany. Outer Circle Road was built by WW1 German POWs and the roads on Roman Pavement and East Liberty by WW2 German POWs. A roman floor was unearthed during this process. Hence the name Roman Pavement... I remember so much about those days, the Morrison shelter in the front room, the steel flat top of which was ideal

for doing jigsaws. No street lights. The trees and lamp posts had white lines painted round them, the kerb stones were also painted white for safety. We used to play on what we called "The Willows" which was open land to the east of Tower Estate, now a busy trading estate... Happy days.'

An abridged memory about Tower Estate Character Area submitted by Tony Howsam, September 2010



Photograph of Pennell St in 1968, submitted by a resident for Sincil Dyke West Character Area

Feedback uploaded into

www.heritageconnectlincoln.com builds on characterisation information held within the website, showing the effectiveness of the LTA in strengthening relationships between people and their inherited character, as well as providing an outlet for their passion to share experiences of it. The process is important for gaining a clearer picture, both between members of the community and amongst facilitating organisations, of the different perceptions and values attributed to the character of place.

5.2.3 USE OF THE LTA WITHIN CONSULTATIONS ON INHERITED CHARACTER

For the City of Lincoln Council and partnership organisations, the LTA provides a useful (and formally endorsed) tool to link with communities when consulting on issues associated with the inherited character of places. Effective consultation, both between stakeholders and within individual groups, is essential to the development of initiatives and plans that respond to the collective needs of a community and not just a vocal minority. The LTA is used to facilitate

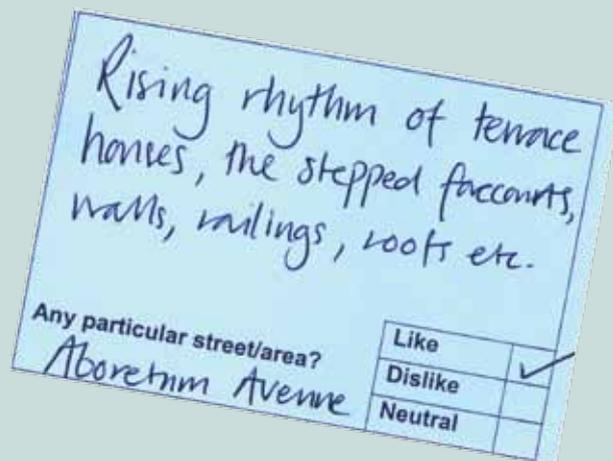
formal consultation undertaken as part of the planning process, including in the Development Management and plan-making, however it has further applications in developing community-led initiatives. Consultations undertaken as part of the original LTA project (using the summary bullet points defined for each Character Area), in addition to feedback posted on www.heritageconnectlincoln.com, have demonstrated how the LTA can help communities articulate how they relate to specific characteristics of places (e.g. building decoration, windows and doors and natural elements such as trees and open spaces). Through this process LTA Character Areas have demonstrated their value as a publicly recognisable definition of place, suggesting that they will have an on-going role in helping to structure and design community-led initiatives aimed at improving the physical character of a place, including Neighbourhood Plans.

CASE STUDY 26:**CONSULTING ON CHARACTER USING THE LTA**

As part of consultations undertaken for the LTA, communities in fourteen LTA Character Areas were asked:

- If they agreed with the boundaries of Character Areas in their part of the city
- To leave comments about specific characteristics of their places which they liked, disliked and felt impartial about
- To share memories that they had about Character Areas

Consultees were asked to use the key characteristics summarised for each Character Area to help inform the consultation process. Participants recognised the definition of Character Areas, with only one amendment proposed. The results of the consultations included over 400 comments and 90 memories about a wide range of characteristics, more than 95% of which directly¹² related to aspects of the inherited character.



In comparison with the LTA consultations, the results of 'place-checks' (see Case Study 24) undertaken in Lincoln, approximately one third of comments related to the inherited character. The difference between the two results suggests that, if required, the LTA can be successfully used to facilitate consultations focussing on the inherited character of places. This is crucial for engaging in meaningful dialogue about the inherited character of places and ensuring that opinions and perceptions are carried through into the Development Management process in a robust way. However, it must be recognised that the LTA cannot be a substitute for the understanding and ownership that communities gain from undertaking surveys. As such, the LTA's role is one that should stimulate a community in understanding more about the inherited character of places, encouraging the development of more comprehensive and focussed engagement and supporting representations made at formal stages of consultation (e.g. planning applications). This may be advantageous to communities take advantage of new powers available to them under the Localism Act (2011), which offer the chance to engage with issues such as design, access and the amenity value of views and open spaces.

5.2.4 USE OF THE LTA AS AN EDUCATIONAL TOOL

The LTA has been successfully used as a resource to help raise understanding of the evolution and character of places at all levels of education. Available on desktop and mobile phone websites (via www.heritageconnectlincoln.com), the LTA is an immediate and accessible resource for educational programmes, offering an alternative cross-curricular approach to learning about cultural heritage. It represents an ideal opportunity for cross-curricular learning in a combination of key subjects such as Geography, History and Information Technology. Importantly, the LTA encourages a hands-on 'outdoor classroom' approach, especially as the availability of information for all parts of the city means that local students are able to investigate places familiar to them.

¹² Less than 5% of comments concerned issues such as graffiti, rubbish and litter. Although of relevance to the inherited character of places, such issues would be mainly addressed by anti-social behaviour policies and environmental services

CASE STUDY 27:

USING THE LTA IN CROSS-CURRICULAR TEACHING

Using the mobile smartphone interface for www.heritageconnectlincoln.com, students at Monk's Abbey Primary School completed a map regression exercise for Lincoln's [Victorian Arboretum](#). The exercise showed how the area, which lies adjacent to the school, has evolved from a medieval

field system to the current day. Using the LTA, pupils located traces of houses demolished during and after World War II as a result of bomb-damage and identified the orientation of former field boundaries preserved within the landscape of the park.



At higher levels of education, planning students from the University of Sheffield have used the LTA to understand the roles of 'inherited character' in key service areas such as Development Management, Heritage, and Tourism. A five month work placement, using the LTA in conjunction with 3D modelling for the city to assess the design of planning proposals in context, contributed towards the RIBA professional development component for an architectural student from Nottingham Trent University. The LTA has also been used as part of a Heritage Studies course at Lincoln's Bishop's Grosseteste University (see Case Study 28) and forms the basis of an annual visit by Cultural Heritage Management Masters students from The University of York looking at the use of information technology in disseminating heritage information. Finally, the LTA has supported several work placements at the City of Lincoln Council, aimed at introducing Secondary school pupils to the planning service. The placements gave students a practical understanding of close interface between Development Management and environmental issues, including those associated with the inherited character.

CASE STUDY 28:

USING THE LTA TO SUPPORT FURTHER EDUCATION PROGRAMMES

Third year heritage students at Bishop's Grosseteste University college in Lincoln were tasked with researching and designing a series of 'Heritage Trails' around Lincoln as part of their Heritage Management module. Students were asked to select one of the 108 Character Areas that make up Lincoln as a basis for the heritage trails. A key aim of the exercise was to give students live project tasks which could have real-world outcomes. As well as offering a structure and resource for the exercise, www.heritageconnectlincoln.com provided a potential outlet for completed trails. Other potential uses of the LTA in supporting the Heritage Studies course included producing management plans for each Character Area, either in the form of supplementary design guidance or Conservation Area style management plans.

Uses of the LTA within the formal education system to date have led to an enhanced awareness of how inherited character contributes to person's well-being, economic success and environment.

5.3 COMMUNITY LED PLANS AND NEIGHBOURHOOD PLANNING

The following section highlights roles for the LTA in community-led planning, based on its successful application in other areas of place-shaping, illustrated already in this document. The section below follows the basic process of preparing a Neighbourhood Plan as set out by the Planning Advisory Service in May 2011¹³. This process is likely to evolve as communities begin to exercise their powers under the Localism Act (2011), but the key stages of producing many community-led initiatives are likely to prevail (see Figure 11).

The LTA has already been used in a number of pro-active ways to support community-led initiatives in Lincoln (see Case Studies 24-27), and its role is set to expand further as Neighbourhood Plans are established by local communities. The LTA can and should join other social, environmental and economic evidence-bases that facilitate the multi-disciplinary approach needed to tackle local issues. Information at the local level should help elucidate relationships between the inherited character of a place and key social and economic issues such as health, deprivation, crime, and education. In so doing, the LTA will help communities best exploit the new planning opportunities open to them, reinforcing and building local identity and increasing well-being and prosperity. The LTA will also support Third Sector organisations and the City of Lincoln Council in fulfilling their roles in facilitating the creation and implementation of Neighbourhood Plans, particularly in helping to achieve aspirations to improve and protect the character of places.

5.3.1 THE LTA'S ROLE IN INSTIGATING COMMUNITY-LED PLANS

Under the Localism Act (2011) proposals, Parish Councils or Neighbourhood Forums have the lead role in establishing Neighbourhood Plans including, in the case of Neighbourhood Forums, the spatial extent of their plans. LTA Character Areas offer a recognisable definition of place, defined on parameters that Neighbourhood Plans will engage with, such as architectural design, accessibility, and land use. The increased understanding of local distinctiveness that the LTA brings can motivate and empower communities to undertake plans, thus overcoming one of the recognised potential stumbling-blocks in the future of Neighbourhood Planning particularly in non-parished urban areas¹⁶.

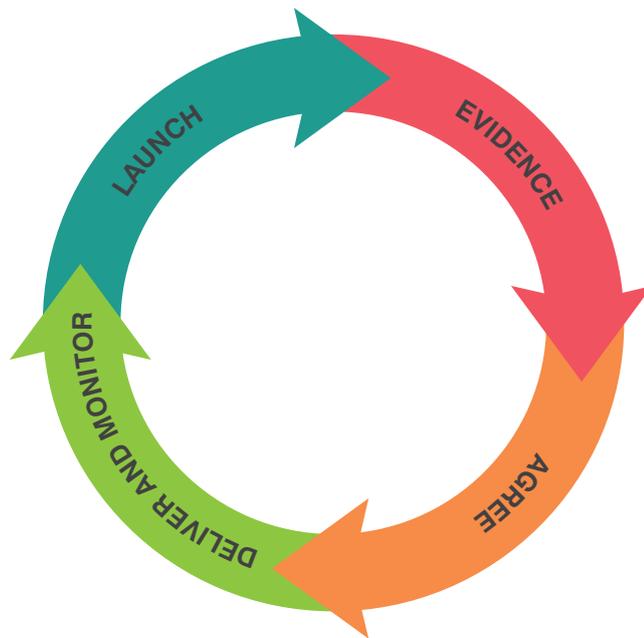


Figure 11 Four key stages of community-led planning as identified by ACRE and AMT



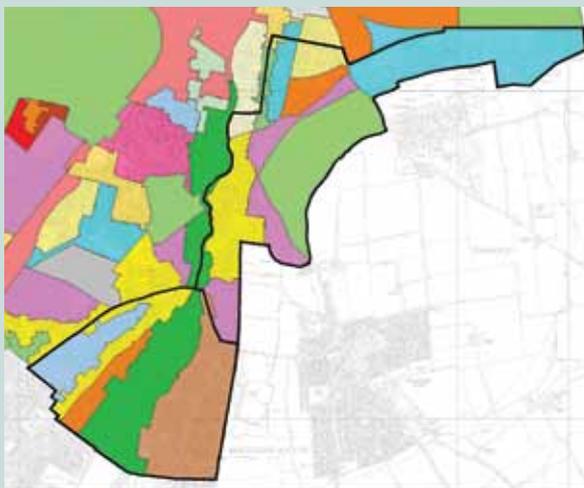
Figure 12 Basic process for preparing a Neighbourhood Plan (PAS, 2011)

¹³ Neighbourhood Planning: A guide for ward councillors. Planning Advisory Service, May 2011

CASE STUDY 29:

USING THE LTA IN THE EARLY STAGES OF PREPARING A NEIGHBOURHOOD PLAN

In 2011 the City of Lincoln Council acquired funding to be a 'front-runner' authority for DCLG's 'Neighbourhood Planning Vanguard Scheme'. The application supported the undertaking of a Neighbourhood Plan for Park Ward in the south of the city. Cross analysis against the LTA revealed a total of 13 Character Areas lying wholly or partially within the ward, demonstrating the great variety of its inherited character. The analysis has fed into initial scoping stage of the project, defining the need for the plan to consider a more localised approach, either by adopting a sub-structure to divide the ward or by limiting its extents to a smaller area. The LTA will have a key role in facilitating how communities within Park Ward define the extents of their Neighbourhood Plan area(s), particularly by encouraging established groups to look beyond the perceived boundaries of their neighbourhoods to encompass other areas. The structure and content of the LTA will help identify a set of simple and clear parameters for defining the spatial extents of the plan and any sub-structure, feeding into the negotiation process between the community, council officers and elected members, to help ensure the plan achieves its full potential.



LTA Character Areas (multicoloured) forming Park Ward (black) in Lincoln

LTA Character Areas also present a flexible starting point for communities in Lincoln to define the spatial extent of their plans. Such a starting point should help in getting early stages of plan-making underway, in particular by providing a robust way of identifying a potential 'community' that ensures initial scoping stages are as inclusive as possible, particularly during initial stages of community engagement (see Case Study 29).

The local approach of the LTA, and the detailed level of information that it can bring, already fosters partnership between council and community, and this relationship will inevitably grow in future to include Third Sector and other organisations engaged in the process.

Within the City of Lincoln Council, the LTA is already helping to develop cross-departmental understanding of the inherited character amongst all officers involved in Neighbourhood Planning. As the LTA is available for the entire city 'up-front', it will feed directly into any standing guidance for undertaking Neighbourhood Plans, sending a positive and pro-active message to communities keen to engage with the inherited character of their places.

5.3.2 THE LTA'S ROLE IN DESIGNATING 'NEIGHBOURHOOD AREAS'

It is the responsibility of the local council(s) to formally agree and designate the spatial extents of Neighbourhood Plans put forward by Neighbourhood Forums and Parish Councils, although the latter is likely to be the existing Parish boundary. It is envisaged that the LTA will be a key shared tool, used by communities and the Council alike, for shaping the spatial extents of plans in urban areas to ensure they are most suited to the objectives of community-led planning.

5.3.3 THE LTA'S ROLE IN PREPARING A NEIGHBOURHOOD PLAN

The LTA forms a key part of the evidence-base available to communities in Lincoln, and will support many of the stages of preparing plans that build on the inherited character of places. It is critical, then, that via www.heritageconnectlincoln.com, the evidence-base is consistently available throughout all parts of the city, helping communities to achieve a sustainable balance between their social, economic and environmental aspirations. Use of the LTA endorsed by the City Council, in the preparation of plans will also foster close partnership-working and will increase confidence amongst community groups from the outset. Furthermore, analysis of the LTA could also improve other evidence-bases for use in Neighbourhood Planning (e.g. Local Lists). Potential roles for the LTA in preparing a community-led plan include:

Assets of Community Value – The Community Right to Bid

Under the Localism Act (2011) local authorities are required to maintain a list of assets of community value chosen by the local community. When listed assets change ownership or are put up for sale, the Localism Act allows community groups extra time to raise funds in order to buy the asset when it comes on the open market. LTA Character Area descriptions provide a useful tool to help communities consider what is of particular value to them (see Case Study 26), and will therefore help communities in drawing up lists of assets.

1. The LTA's role in identifying issues and opportunities

Communities, perhaps working alongside independent facilitators and local authorities, can analyse the LTA to help identify issues and opportunities to improve and protect the inherited character of their places. As an impartial evidence-base, the LTA helps communities develop their own views, ensuring they retain full ownership of them and a desire to take them forward. Importantly, many of the issues and opportunities identified through analysis of the LTA will be able to be tackled by communities using new planning processes created by the Localism Act (2011).

2. The LTA's role in drafting actions

The LTA can help to develop actions that respond to issues and opportunities identified by helping to:

- Decipher the root cause of issues, in particular those inherent to the character of an area, or which enhancing character might address
- Highlight the ability to tackle issues and take-up opportunities by harnessing potential within the existing character of an area
- Outline detailed elements of actions (e.g. design criteria), helping to scope out the need to develop specific tools and policies in the plan
- Appraise and review some of the potential effects of actions on the existing character of places at a local and citywide scale
- Elucidate principles for actions seeking to improve the inherited character that can form the basis of policies within the plan
- Prioritise actions to inform a funding strategy to acquire, negotiate and allocate resources

3. The LTA's role in developing policies and tools

The LTA can help communities to achieve their aspirations for the inherited character of place by supporting the creation and application of policies and tools at the local level.

Because it is endorsed by the City of Lincoln Council, communities can confidently use the LTA as a solid foundation, for developing specific tools (e.g. design briefs), designating assets for protection (e.g. buildings and open spaces) or creating robust policies concerning how the character of places should change in the future. The LTA can also support the development of Neighbourhood Development Orders and Community Right to Build Orders, by helping communities articulate what future development should look like and where it should go.

In all cases, community-led plans and tools seeking to be formally adopted into the planning system (e.g. as SPD or Neighbourhood Plans) must be in-line with local and national planning policy. A key role for the LTA will be to help provide a local interpretation of relevant strategic place-shaping policies (e.g. Design and Environment policies within the LDF or NPPF) to help communities to navigate planning policy, and ensure that any policies and tools are compliant with the overriding strategic objectives.

5.3.4 THE LTA'S ROLE IN ENGAGEMENT AND REFERENDUM

Inclusive engagement at regular intervals throughout the plan-making process is essential to producing plans that represent the needs and requirements of entire communities and not only vocal minorities. Most methods of engagement are facilitated by Third Sector organisations, bringing the community, Local Planning Authority and other key stakeholders together. Used by all parties involved, the LTA can play a number of roles in helping achieve proportionate and representative results.

Extent and Audience: It is likely that Neighbourhood Forums will grow from the initial impetus of a vocal and pro-active minority, possibly an established community group such as a residents association. LTA Character Areas can provide relevant and apolitically defined areas to stimulate and canvass the opinions of the surrounding community to help arrive at an inclusive plan area.

Using the LTA in the process of defining the extent of a plan area will help:

- Define the spatial extent of the referendum, which can exceed the plan area if communities outside of it will be affected by proposals
- Engage a wider cross-section of the community, including harder-to-reach groups as well as those with professional skills useful to community-led planning
- Increase the likelihood that plans represent the combined interests of people interested in how a place changes in the future

Format: There are many¹⁴ recognised methods available to communities wanting to get involved in planning and design, such as 'Planning for Real' and 'Open Space Workshops'. The LTA provides an immediate and impartial resource that can support many of the techniques used by community groups (e.g. Neighbourhood Forums) and Third Sector organisations to engage and involve the wider community in the plan-making process.

www.heritageconnectlincoln.com also has the ability to host consultations according to individual or groups of Character Areas, creating a strong and immediate link between the evidence-base and people's views of the character of their places.

Feedback: Used in conjunction with methods of consultation and engagement, the LTA can help all stakeholders, including communities, articulate and substantiate their views, increasing the relevance and strength of feedback. As a shared and impartial evidence-base, the LTA can be used as a tool to facilitate thoughtful decision making amongst all parties engaged in Neighbourhood Plans, particularly in addressing issues concerning the inherited character of places.

5.3.5 COUNCIL CHECK AND INDEPENDENT EXAMINATION

Once a Local Authority has confirmed that the plan complies with the procedural processes and regulations defined within legislation, it is subject to an independent examination. The LTA can be used to help the examiner gain good understanding of the local character of a Neighbourhood Plan Area, enhancing his or her interpretation of relevant planning policy (e.g. design, historic environment, landscape) to which the plan must be aligned with.

5.3.6 THE LTA'S ROLE IN THE ADOPTION OF NEIGHBOURHOOD PLANS

It is crucial to the ongoing success of any community-led initiative that positive outcomes are achieved as soon as possible. Intended outcomes of Neighbourhood Plans will come to fruition in a variety of ways, offering a number of potential roles for the LTA in satisfying aspirations and concerns about the character of plan areas.

It seems clear that the LTA will be able to help:

- Clarify interpretation and intended implementation of policies and tools within Neighbourhood Plans aimed at influencing development outcomes. This is likely to take place during the statutory consultation stages of planning applications, during any direct negotiations with developers, or amongst the community when considering creating Community Right to Build Orders and Neighbourhood Development Orders
- Support applications for funding from charitable, public and private organisations
- Negotiate the amount and allocation of financial (and other) support to improve the character of a place, including developer funded contributions (CIL, S.106 agreements)¹⁵ or the New Home Bonus. Under the Localism Act (2011), communities will have powers to allocate a portion of financial contributions raised through development. This will involve close working with the Local Authority and possibly with private developers directly



¹⁴ see www.communityplanning.net/methods/methods.php

¹⁵ Community Infrastructure Levy (CIL) and Section 106 Agreements are formed between a Local Planning Authority and the developer/landowner. The legally binding agreement stipulates a contribution, financial or otherwise, to be made by the developer to offset any costs incurred as a result of development. Funds raised may be allocated for many purposes, such as education, highway or community projects.

- Monitor the delivery of plans to see how Neighbourhood Plans have changed 'places'. The results of such monitoring will inform future reviews of the Neighbourhood Plan
- Help other Neighbourhood Forums create plans by using the LTA as a framework for knowledge sharing. Although each LTA Character Area is individual, those sharing common characteristics (e.g. areas of Victorian terraced housing, or post-war estates) will be able to learn from each other's approach (e.g. in developing policies about character, identifying community-led projects, or in designing new development)
- Maintain a dialogue with the City of Lincoln Council planning teams, in particular Development Management, heritage and planning policy

CASE STUDY 30:

RESPONDING TO COMMUNITY PERCEPTIONS ABOUT PLACE USING THE LTA

Development managers at the City of Lincoln Council have responded to several aspirations expressed by Bracebridge community in their Place-Check (see Case Study 24) by allocating Section 106 monies levied for a development with Outline Planning Permission in the area. However, although a third of comments made by participants demonstrated that they value their area's inherited character, no actions to improve or conserve the area's local distinctiveness were included within the Place-Check. Instead actions focussed on repair projects (e.g. potholes, graffiti, boundary walls), and enhancements in the provision of services (e.g. bins, planting, and policing). Recognising the communities positive relationship with Bracebridge's inherited character, Development Management officers at the Council will be using the LTA in conjunction with the Place-Check results (e.g. A dislike of *'No features in new house design'*, and a like of *'Views of the river'* and *'Detailed brickwork'*) in the negotiation of Reserved Matters concerning the appearance of a new waterside development in the area.

The case study demonstrates the value of using the LTA to help communities articulate how they feel about their places and shows how, when used in partnership amongst communities, developers, the Third Sector and local planners, it can empower people's perceptions of the inherited character of place in the planning process.

CASE STUDY 31:

USING THE LTA AND HERITAGE CONNECT TO UNDERSTAND PEOPLE'S PERCEPTIONS OF PLACE



"When I first arrived in Lincoln I had little idea about the geography of the place. I was therefore happy to be warned by some pleasant people on the train that I should not walk to the uphill part of the town. Having lived in the city for a few years now I think that they erred on the cautious side - it was getting late I suppose and the hill is rather steep - but I am glad they did. The taxi journey from the station, sweeping round the bus station and up through Pottergate, afforded me views of the Cathedral that created an amazing first impression of the city."

Comment submitted for [Cathedral and Close Character Area](#) 15th February, 2011



TOOLKIT D: Using the LTA in creating a Neighbourhood Plan

This step by step toolkit is aimed at communities in Lincoln wishing to create a Neighbourhood Plan that influences how the distinct character of their places changes in the future. It is also applicable in the development of other community-led initiatives and is aligned the LEAD methodology (Launch, Evidence, Agree and Deliver/Monitor) advocated by Action with Communities in Rural England and Action for Market Towns (see Chapter 5.3).

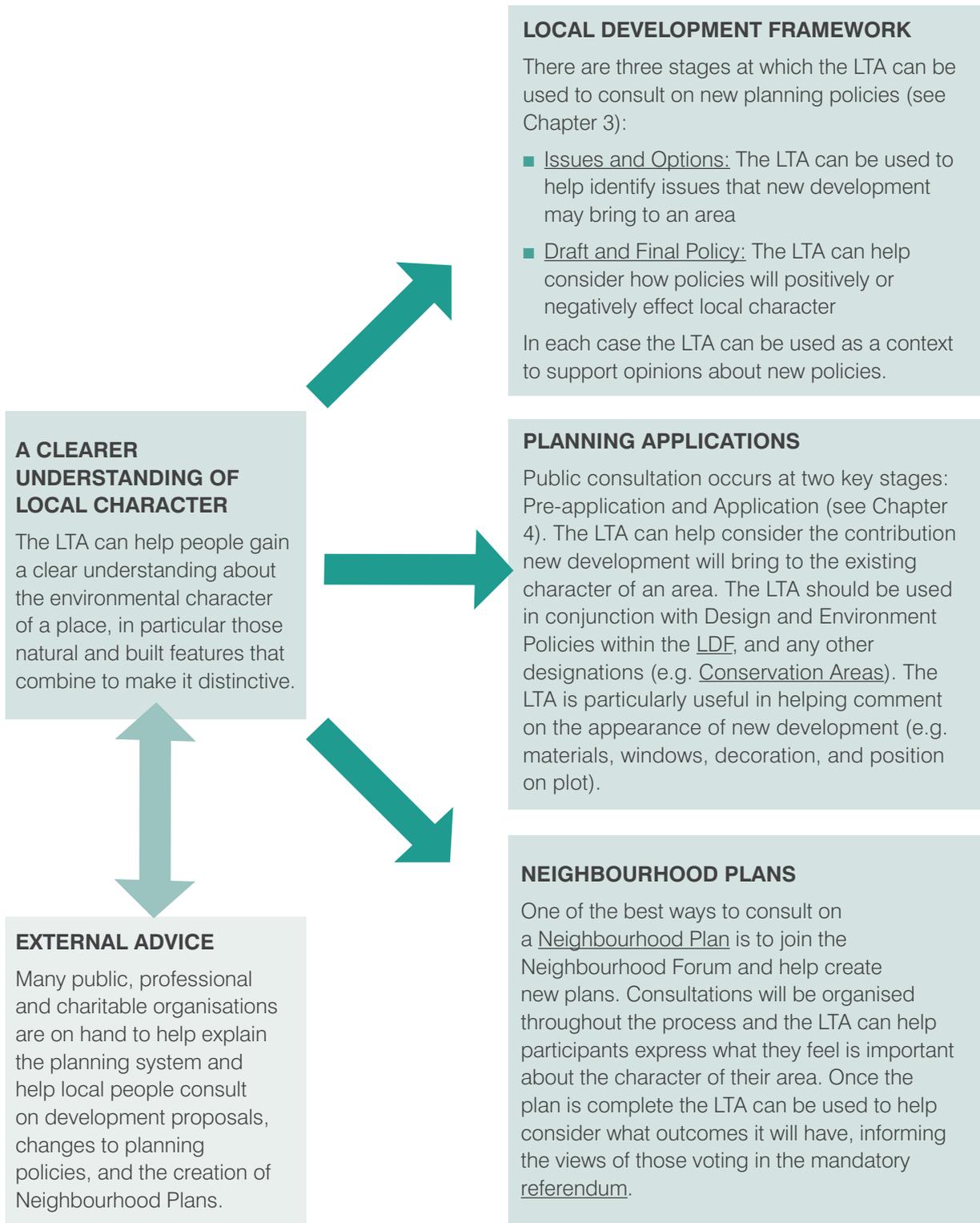
LAUNCH	Use LTA to increase understanding and generate enthusiasm about the inherited character of an area when forming a Neighbourhood Forum
	Use the boundaries of LTA Character Areas as an initial guide for defining the extents of a <u>Neighbourhood Plan</u> area
EVIDENCE	Use the LTA to identify any areas in Lincoln similar to the proposed plan area to highlight opportunities for shared working and learning
	Analyse LTA Character Area statements for the plan area, alongside other evidence-bases and surveys, to help say what you like and dislike about the plan area
	Consider how the likes and dislikes identified relate to specific characteristics of the plan area, helping to explain the link between the character and other issues (e.g. accessibility, vacancy and litter)
AGREE	Develop a series of actions to improve and protect the character of your neighbourhood. Use the LTA to say more <u>precisely what, how, and why</u> you would like to see your area change and what you would like to keep the same
	Use the LTA as a foundation for creating policies and tools in the plan that will help achieve the actions you set out in the previous stage. The LTA can support the creation of <u>Neighbourhood Development Orders</u> or <u>Community Right to Build Orders</u> by using it to help say what new development in the plan area should look like
DELIVER	Review the policies and tools created against the local and national planning policies and use the LTA to gain a local interpretation of them for the plan area where needed
	Use the boundaries of LTA Character Areas to help consider the wider effects of plans, informing the area covered by the plan's <u>referendum</u>
DELIVER	Use the LTA to support the implementation of plan policies and tools, and use it to help negotiate with developers, the Local Authority and funding organisations to achieve the objectives of your plan
	Use the LTA to monitor and review the changes brought about by the Neighbourhood Plan

TOOLKIT E: Using the LTA as a tool for public consultation and engagement

This toolkit shows how the LTA can be used in three core areas of public consultation in the planning system:

- Planning Applications
- Local Planning Policies
- Neighbourhood Plans

It can be used by all parties participating in public consultations. Third Sector, public and private organisations may use it to inform the public consultation exercises they undertake. The toolkit relates to other parts of the report that can provide more detailed information and guidance.



TOOLKIT F: Using the LTA to improve understanding about the character of places

This toolkit is designed for people who are passionate about the inherited character of their places. It is intended to comply with the aspirations of the [Faro Convention](#) to assist communities in accessing their own heritage. The LTA is a valuable resource that can be used in a number of ways by people in the community to understand, share and research more about the inherited character of Lincoln and all the places that make up the city. The toolkit points to some key uses of the LTA and is a link to other parts of the document that can provide more detailed information and guidance. www.heritageconnectlincoln.com is the interactive interface for the LTA, and many of the actions below are best achieved using the website. Information is also available by contacting the Heritage Team at the City of Lincoln Council Helpdesk on 01522 881188.

INCREASE UNDERSTANDING

The LTA helps explore how the past can be seen in the present, using commonplace features, such as streets and open spaces to read the historical development of a local place's character. Character Areas cover all parts of the city and provide a wider context for site specific heritage data, such as Listed Buildings, and archeological sites.

PROJECTS & PLANNING

The LTA can help identify, and provide a context to, community initiatives aimed at improving the character of an area. It can be used in the preparation of funding applications by helping to show the benefits of the project to the wider community. The LTA can also help identify heritage assets valued by the community that should be included on local lists used for planning purposes.

HERITAGE CAMPAIGNER

SHARING EXPERIENCES

Heritage Connect is an online forum and library into which local heritage information can be uploaded according to each LTA Character Area. Memories, comments, photographs and electronic documents can all be shared to help show individual perceptions and understand ephemeral features of the past.

EDUCATION & OUTREACH

The LTA can be used as a foundation for developing educational tools and for undertaking workshops and other outreach exercises aimed at helping people understand the history and geography of their local areas. Heritage Connect is a key tool, and can help engage with hard to reach groups and younger audiences.

WIDER RESEARCH

The LTA extends knowledge of the historic environment beyond information traditionally only available for 'historic' areas. It provides a foundation and framework for understanding relationships between people and their places, and can draw links with other issues such as crime, well-being and health.



6 - Conclusions & Next Steps

In the two years since its completion, and amid considerable changes to local, regional and national planning frameworks, the LTA has been established as a highly-valued tool for place-shaping in Lincoln. Commitment to the LTA's place-shaping approach is demonstrated both by its recent extension into areas around the city forecast for major growth, and by its central role in the formulation of Design and Quality Environment policies for all of Central Lincolnshire (see [Case Study 10](#)). Inspiringly used in spatial plan-making (see [Chapter 3](#)), applied to practical effect in Development Management (see [Chapter 4](#)), and a valued resource for community-led indicatives, education and outreach (see [Chapter 5](#)), the LTA has been adopted by many disciplines concerned with 'place'. Yet it is evidently capable of wider application still. Recent changes to planning at the national level, in particular the Localism Act (2011) and the Draft NPPF, offer further opportunities for LTA to play a key part in local place-shaping.

This final section provides some summary conclusions about the application of LTA in pursuit of the six ambitions laid out in [Chapter 2](#), and goes on to consider a number of 'next steps' in light of emerging trends in place-shaping.



AMBITION 1: Use the LTA to engage communities in place-shaping and promote participative planning

Since www.heritageconnectlincoln.com went live the LTA has played an important role in raising awareness of Lincoln's distinctiveness amongst residents, students, and professionals alike.

Improved consultation about place

The LTA has proved an effective tool for facilitating consultation about the character of places and about future change within them. Character Areas provide a shared spatial structure for considering place-shaping issues, and their detailed descriptions focus feedback about proposals for change onto issues concerning the inherited character of places (see [Case Study 26](#)). The LTA has been used by professionals in forming representations at formal stages of consultation (see [Case Study 7](#)), although it has yet to be explicitly used to support comments made by members of the public. The increased emphasis placed on community consultation by the Localism Act may provide added opportunity for the LTA to be used in this way in the future.

Greater ability to create community-led plans

Neighbourhood Plans present a great opportunity for the LTA, as the structure the LTA provides and the information it contains offer a useful and robust foundation for plan-making, particularly in conjunction with Third Sector organisations experienced in undertaking community engagement. The LTA's role within 'place-checks' already carried out in the city (see [Case Study 24](#)) and the platform offered by Heritage Connect demonstrate the central role it will continue to have in community-led initiatives (see [Chapter 5](#)).

Increased awareness and understanding

Memories, comments and photographs uploaded into [Heritage Connect](#) are helping to share people's understandings, perceptions and experiences of places. The information is equipping those concerned with how they change in the future with an insight into the relationships between people and the inherited character. The growing use and uploading of information to [Heritage Connect](#) demonstrates that LTA Character Areas offer a practical and recognisable spatial structure that people can use to understand and engage with the inherited character and local distinctiveness of places (see [Case Studies 25](#) and [31](#)). Such public engagement with the LTA complements and strengthens its application at all stages of Development Management (see [Chapter 2: Ambitions 2](#) and [3](#)). The interaction between the public and development managers on the common ground of the LTA has clarified its role in achieving sustainable and high-quality development outcomes. The LTA, has also

been used both in support of educational programmes within the Council and by a range of educational institutions, demonstrating its value as a learning resource (see [Case Studies 27](#) and [28](#)). Heritage Connect has enabled its use by students at all levels of education, encouraging thorough investigation of the genesis of the inherited character of places.

Next steps for using the LTA to increase participation in place-shaping:

- Continue to raise awareness of the local distinctiveness of places through developing public outreach programmes and partnerships with educational institutions and Third Sector organisations
- Include www.heritageconnectlincoln.com in the future creation and review of consultation guidance
- Promote, publicise and disseminate people's perceptions of places
- Promote and support the use of the LTA in community led-initiatives
- Continue to raise awareness of the content and applications of the place-based structure provided by the LTA
- Encourage the use of [Heritage Connect](#) by improving the interface and publicising the website





AMBITION 2: Use the LTA to create and maintain 'high quality' places

There is no shortage of policies or guidance that emphasise the crucial role of the inherited character in creating high-quality places (see Chapter 1). The LTA has proved its worth as a tool for conveying local distinctiveness into all phases of place-shaping (see Case Study 10), most evidently in the high-quality outcomes that it has helped to achieve in the Development Management process (see Case Study 20).

A place centred approach

By providing a relevant area-based definition and context for change in the form of Character Areas, the LTA affirms the central role of 'place' in place-shaping. Its use as a spatial structure and evidence-base throughout the plan-making and Development Management process means that there is a sharper focus on identifying, creating and maintaining distinctive places. In particular, the LTA enables the contribution of proposed development to be considered in a wider context beyond the boundaries of an individual site (see Case Study 19).

Increased recognition of local distinctiveness

The LTA's detailed descriptions of the City and individual Character Areas offer a robust foundation for future development to create, enhance and maintain high quality places. Its application by development managers, consultees and developers demonstrates the LTA's effective role as a shared resource. Its use to inform and enhance the contribution new development makes to the distinctive character of a place has been particularly successful. Furthermore, the LTA has been successfully used to consider design issues for developments of varying scales in a number of urban, suburban and peri-urban locations (see Case Studies 17, 18 and 19), illustrating its capability to help achieve high-quality development throughout Lincoln, and not just in the 'historic' core (see Chapter 4).

An agreed rationale for development

The LTA has had an inspiring and pro-active role in bringing high-quality development forward that responds to its context, including proposals that adopt traditional or contemporary design approaches. Detailed descriptions of the local distinctiveness of Character Areas have facilitated informed dialogue between all parties engaged in planning; helping parties set out, negotiate and agree clear design agendas that respond to the inherited character of places (see Case Study 16). Crucially, the LTA has not been used to advocate pastiche 'like-for-like' development, showing how it is a flexible and enabling tool focussed on achieving quality development outcomes.

Taking advantage of opportunities and solving issues

The LTA has predominantly been applied on a site by site basis for development proposals at the pre-application and post-application stages. Its input has helped create proposals that make a quality contribution to townscape and take better advantage of opportunities within it, often with improved economic outcomes for the developer (see Case Studies 14 and 18).

Next steps for using the LTA in creating 'high quality' places:

- Consolidate LTA Character Areas as the preferred area-based definition of place for use in all relevant place-shaping activities
- Promote the shared use of the LTA by all parties engaged in the development process, particularly at the pre-application stage
- Undertake analysis of the LTA, at appropriate stages of the planning process, to identify key opportunities and issues within the inherited character so that new development can engage with them from the outset
- Use the LTA in consulting communities about creating and maintaining high-quality places, raising awareness of the benefits and disadvantages of future development





AMBITION 3: Use the LTA to promote evidence-led planning for character

The ability to make transparent and robust decisions based on clear evidence is critical to achieving aspirations for streamlining the Development Management process, bringing sustainable development forward efficiently and increasing the accountability of local planning authorities (see [Case Study 22](#)). The LTA is now an established evidence-base, used at all stages of the place-shaping cycle, that is helping to take an evidence-led approach to planning for local distinctiveness (see [Case Study 23](#)). Its availability via www.heritageconnectlincoln.com has been key to its application by a wide range of groups involved in creating and achieving plans.

Greater ability to create and deliver plans for local places

The LTA is now recognised as an evidence-base for local distinctiveness in the Core Strategy for Central Lincolnshire, and is set to play a significant role in determining how places throughout the policy area develop in the future. At this strategic level the LTA has primarily been used to offer a defined spatial structure for place, in the form of Character Areas, as well as an overarching understanding of Lincoln's distinctiveness at the 'citywide' scale (see [Case Studies 3 and 4](#)). Ensuing elements of Central Lincolnshire's LDF, in particular those topic- and area- based planning policies with a more localised remit (e.g. [AAPs](#), [Development Management DPD](#)), present a further opportunity for the LTA to inform the creation of plans.

An improved toolkit for planning for places

The LTA is able to create and enhance tools for managing how places change in the future, as demonstrated by its use in conjunction with Lincoln's City Centre Masterplan, [CABE's Building for Life Criteria](#) and the review of the city's Conservation Areas (see [Case Study 14](#)). Additional tools, such as [SPD](#), [AAPs](#), and [LDOs](#), could also be easily developed using the LTA as a foundation, increasing the range of place-shaping tools available (see [Case Studies 12 and 13](#)). As an impartial evidence-base shared and used by all parties engaged in place-shaping, the LTA's potential use extends beyond the tools produced by local planning authorities and is set to have an important role in how communities plan for their places, in particular [Neighbourhood Plans](#).

Next steps for using LTA in promoting evidence-led planning:

- Promote and use LTA Character Areas as the preferred area-based definition used in plan-making
- Continue to use the LTA to assist the development of planning tools for improving and conserving the inherited character of places (e.g. [LDOs](#), [Local Lists](#))
- Review the statutory and non-statutory [evidence bases](#) used in plan-making and integrate the LTA into the methodologies behind their production where possible
- Use the LTA as a basis to develop [ancillary evidence-bases](#) that inform the creation of future planning documents, guidance, mechanisms (e.g. [Allocation DPD](#) and [SPD](#))





AMBITION 4: Use the LTA to promote sustainable development

The emerging Localism agenda, with its associated amendments to the national planning framework, has placed added emphasis on what 'sustainable development' means for local places. Future mechanisms for achieving sustainable development will need to be even more pro-active, robust, efficient and transparent, in order to strike an appropriate balance between the economic, social and environmental needs of future generations. As an evidence-base for the inherited character of places the LTA is now an established tool in helping to promote and achieve sustainable development in Lincoln.

More sustainable development outcomes

The results outlined in Chapters 2-5 above clearly show how LTA is an effective tool in helping spatial plans and development proposals account for the inherited character of the natural and built environment. This in itself is helping promoting a more sustainable and balanced approach to development in Lincoln, not least when developments benefit economically from taking advantage of opportunities presented by the inherited character of places (see [Case Study 19](#)).

A stronger voice for local distinctiveness

By helping to explore and expose relationships between people and their places, the LTA is promoting perceptions of place, which are an intrinsic element of character, sense of place and social identity, and therefore a fundamental part of the sustainability agenda. Effective community engagement and consultation (see [Case Studies 6](#) and [25](#)), undertaken as part of sustainability exercises and facilitated by the LTA, are, and will continue to be, helpful in ensuring that both environmental and social elements of character are considered in the sustainability debate.

Greater ability to account for character in creating sustainable plans

The LTA formed a key part of the [Sustainability Appraisal](#) framework for the Central Lincolnshire Core Strategy, helping it to adopt a robust and transparent approach when considering the effects of planning policies on the inherited character of places (see [Case Study 11](#)). Thereby the LTA demonstrated how it can support the creation and measurement of sustainability indicators for local distinctiveness that can better gauge the impact of policies. In addition, the LTA played an important enabling role in setting out how any adverse effects of policies could be effectively mitigated (see [Case](#)

[Study 9](#)). The LTA is likely to have an increased role in the appraisal of subsequent policies, especially those with more localised or topic-related remits, as the detail of individual Character Areas will come into play in identifying sustainability issues, defining related indicators, and designing effective [mitigation](#) strategies.

Next steps for using the LTA to achieve sustainable development:

- Use the LTA to research and assess the sensitivities, vulnerabilities and strengths of the inherited character of places and feed the results into relevant stages of the planning process
- Continue to use and promote the LTA, on a site by site basis, as a context for sustainable development
- Use the results of the assessment above to inform the sustainability appraisal of development plans and planning policies, particularly in accurately gauging and effectively mitigating against the effect of policies at the local level
- Use LTA as a mechanism to capture and promote community perceptions of place into the sustainability debate





AMBITION 5: Use the LTA to help effectively monitor the place-shaping approach

With fewer requirements to report back to central government, local authorities have greater autonomy and responsibility to set out how they are effectively delivering services in their area. The LTA is a key tool for evaluating the outcomes and considering the effectiveness of Lincoln's place-shaping approach.

An enhanced ability to assess and monitor development outcomes

The LTA is playing an important role in developing Lincoln's monitoring framework (e.g. through its input into the Sustainability Appraisal) for assessing how Lincoln, and places within it, are changing. In addition the LTA is supporting and enhancing existing monitoring frameworks, such as CABE'S Building for Life Criteria, by providing a detailed understanding of the wider context in which development occurs.

An improved toolkit for monitoring

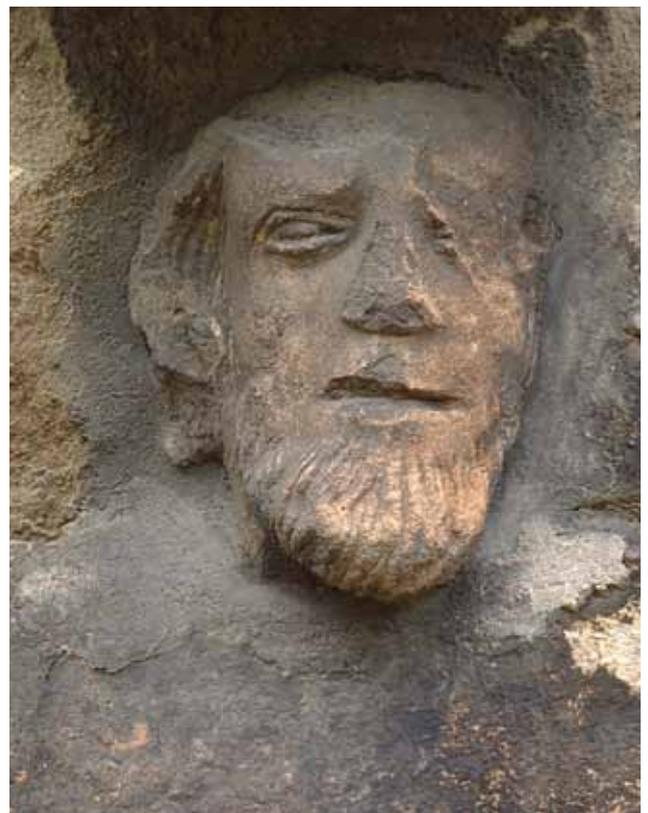
For the future, LTA offers a robust foundation and benchmark from which monitoring frameworks, containing more detailed indicators and criteria tailored to the individual characteristics of places in Lincoln, can be developed (see Case Study 11).

A spatial structure for monitoring place-shaping

The LTA is an established spatial definition of place and is an ideal framework and evidence-base for monitoring changes in places. It could also be used to measure and analyse information used to inform contextual indicators (e.g. employment, population). Analysis of such information and indicators according to LTA Character Areas would identify any links between the inherited character of places and issues such as well-being and prosperity (see Chapter 1: Spatial definitions used in place-shaping). In turn the analysis could help monitor and understand the social and economic effects of place-shaping policies and Development Management decisions that influence the inherited character of places. The overall results of the analysis would also help recognise and understand key drivers for change that could in turn help identify issues and opportunities for improving the inherited character of places.

Next steps:

- Continue to use the LTA to inform existing monitoring and assessment frameworks
- Use the LTA to develop indicators and criteria for monitoring the effects of place-shaping policies and new development on the inherited character of places
- Analyse social, economic and environmental data against LTA Character Areas to understand and identify any relationships between the character of a place and issues such as prosperity and well-being
- In so doing, understand economic and social trends and drivers for change in Character Areas, and use the information to more effectively plan for the inherited character of places





AMBITION 6: Use the LTA to promote efficiency and transparency in place-shaping

Proposed changes to the framework of national planning policies, the increased emphasis on bringing sustainable development forward and a strong desire to involve communities more in decision-making, matched with greater economic pressures on developers and local authorities, require efficient and transparent approaches to place-shaping. The LTA's current and potential applications in plan-making (see [Chapter 3](#)), Development Management (see [Chapter 4](#)) and community engagement (see [Chapter 5](#)) show how it can be used to great effect by all parties involved, promoting a shared, efficient and transparent approach to place-shaping.

A robust and consistent Development Management process

The LTA is now a well established tool used in several stages of Development Management in Lincoln. From pre-application (see [Case Study 16](#)) through to appeal (see [Case Study 23](#)), the LTA is being used by development managers to substantiate guidance, negotiate and form decisions about key issues, in particular the design of new development (see [Case Studies 18-22](#)). Its application at consecutive stages of the application process is instilling a robust, logical, transparent and efficient approach to tackling issues concerning the local distinctiveness of places. Use of the LTA in plan-making has successfully affirmed this approach in planning policies within the Design and Environment chapters of the Core Strategy (see [Case Study 10](#)).

A shared and pro-active approach to development

The LTA is proving a valuable resource for an increasing number of developers, who use it when preparing planning applications (see [Case Study 15](#)). Use of LTA by developers is key to streamlining the planning process, as it will encourage the submission of consistent and high-quality planning applications that recognise the character of the wider context within which development is proposed. In turn this will enable development managers to respond to planning applications more efficiently.

A confident approach to decision-making

By raising awareness of the complex elements that combine to make a place locally distinctive, the LTA is helping to build skills in related disciplines such as design, conservation, and heritage management amongst officers in Lincoln. In so doing, the LTA is raising confidence amongst City of Lincoln Council

officers engaged in plan-shaping; in particular by supported them in planning for and achieving high-quality development outcomes. Officers are more skilled and confident in dealing with planning matters concerning the local distinctiveness of places, improving outcomes and increasing efficiency at all stages of the place-shaping cycle. Continuing use of the LTA can only increase understanding and develop skills in managing how places change, improving this highly efficient and transparent approach to place-shaping.

Next steps:

- Promote the use of the LTA in standing guidance and other advice (e.g. via SPD) available to the development community
- Consistently apply and reference the LTA in feedback about development proposals, increasing its profile amongst the development community
- Assess the LTA to develop ancillary evidence-bases that can further enable planning officers to efficiently flag up issues and opportunities within areas that development should respond to
- Continue to develop skills in disciplines related to the use of the LTA (e.g. urban design, architecture) amongst council officers involved in place-shaping
- Continue to support and guide the use of the LTA in planning documents within the LDF and through other Development Management tools (e.g. Masterplans, LDOs)



Glossary of Terms

Area Action Plan (AAP)

An optional Development Plan Document within the Local Development Framework which relates to a specific location or area which is subject to conservation or significant change

Commission for Architecture and the Built Environment (CABE)

A public body advising on the design and creation of buildings, places and spaces in England, now incorporated within the Design Council

Community Infrastructure Levy (CIL)

A levy charged by local authorities on new developments in England and Wales. Proceeds support development by funding infrastructure needed by councils, local communities and neighbourhoods. The levy applies to most developments and is proportionate to the size and type of the new development

Community Right to Build Order

An order that enables a community group to bring forward certain developments for a number of purposes, such as new homes and community/business facilities

Design and Access Statement (D&A)

A document prepared by a developer for submission to the local planning authority as an accompaniment to pre-application discussions and/or an application for planning consent. The statement provides a written description and justification of the design of a development, and demonstrates how it is accessible to potential users

Development Management

The process by which applications for planning consent are received, considered and determined by a Local Planning Authority, taking into account the framework of planning policies and other material considerations

Development Plan Document (DPD)

Documents which set out the key development goals and associated planning policies for achieving them, in a Local Planning Authority Area. DPDs form the main element of the Local Development Framework, and Development Management decisions should be made in accordance with them

Joint Planning Unit (JPU)

A local partnership of City of Lincoln, North Kesteven, and West Lindsey Councils together with Lincolnshire County Council who are working together to create a Local Development Framework for Central Lincolnshire

Local Development Framework (LDF)

A local plan comprising a portfolio of policy, management and guidance documents (see DPDs, SCI and SPDs) that set out a Local Planning Authority's approach to the future development of an area in detail

Local Development Order (LDO)

An order that extends permitted development rights for certain forms of development in specific parts of a Local Authority area

Neighbourhood Development Plan

Established by the Localism Act (2011), a plan led by a Neighbourhood Forum or Parish Council that establishes planning policies for the use and development of land within a parish or Neighbourhood Area

Neighbourhood Development Order (NDO)

An order created by the Localism Act (2011) that permits a Neighbourhood Forum or Parish Council to grant planning permission, in full or outline, for development they want to see in their area, without the need for a standard planning application to the Local Authority

Neighbourhood Forum

A neighbourhood forum is a group of 21 or more people who live or work in an area, that is established for the express purpose of promoting or improving the social, economic and environmental wellbeing. In parished areas, the Parish Council takes the lead role in a Neighbourhood Forum

New Homes Bonus

The New Homes Bonus Scheme will provide cash to Local Authorities that allow new homes to be built in their areas. Under the scheme the Government will match fund the council tax raised from new homes for the first six years. There are no restrictions on how funds are spent, but the intention of the scheme is for the proceeds to benefit the communities in which development is taking place

Place-shaping

'Place-shaping' is now widely understood to describe the ways in which local players collectively use their influence, powers, creativity and abilities to create attractive, prosperous and safe communities, places where people want to live, work and do business¹⁶

Planning Policy Statement (PPS)

Issued by the government, PPSs set out national policies on land use and other planning matters. The statements explain statutory provisions and provide guidance on planning policy and the planning system. The existing group of PPSs is in the process of being condensed into a single Draft National Planning Policy Framework

Section 106 Agreement

A legal agreement, made between a planning authority and a developer, that requires certain works, to make a development acceptable in planning terms, to be undertaken. The agreements are often used to support the provision of infrastructure (e.g. highways and affordable housing)

Site- Allocations Document

A Development Plan Document that identifies sites within a plan area needed to accommodate a range of different land uses necessary to achieve the vision and growth set out by policies within the Local Development Framework

Statement of Community Involvement (SCI)

The Statement of Community Involvement sets out a local authority's approach to involving the community in the preparation and review of planning documents and Development Management decisions

Strategic Housing Land Availability Assessment (SHLAA)

The Strategic Housing Land Availability Assessment is a statutorily required evidence-base used in planning that identifies sites suitable for housing development and assesses their potential for development

Supplementary Planning Document (SPD)

A Supplementary Planning Document is a Local Development Document that tackles a range of thematic or site specific issues, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

Sustainability Appraisal (SA)

An appraisal of the economic, environmental and social effects of a plan. The SA is an iterative process that runs concurrent to the process of creating a plan, enabling it to inform consecutive stages of the plan-making process

¹⁶ www.futurecommunities.net/why/place-shaping-0

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'Plans in Place: Taking a local approach to character in Lincoln' (also known as the Lincoln Townscape Assessment Implementation Project) is the culmination of a series of partnership projects undertaken between 1999 and 2011 by the City of Lincoln Council, English Heritage and, most recently, the Heritage Lottery Fund. Taken together, the projects have led to a profound understanding of the inherited character of Lincoln, and have gone on to inspire an enduring approach to managing the city's heritage and distinctiveness.

The Lincoln Townscape Assessment Implementation Project was managed by Adam Partington (CoLC), and drew upon the resources and expertise of a number of teams within the City of Lincoln Council and English Heritage. The LTA was used enthusiastically in 'Design and Development' by members of the Development Management Team, including Simon Cousins, Pete Harness, Mark Foster, Gemma Till, Kieron Manning, Julie Mason, and Zoë Raygen. In spatial plan-making, Toby Forbes-Turner, Richard Whitlam, Helen Blenkharn (Planning Services, CoLC) and Amy Steer, Charlotte Robinson, Suzanne Roberts (Central Lincolnshire Joint Planning Unit) played an essential role in developing the LTA as a strategic tool for guiding future change. Jennie Chapman, Paul Carrick and Jose Bruce promoted the Lincoln Townscape Assessment in their work as neighbourhood managers in the city. Particular acknowledgement goes to members of the Heritage Team at the City of Lincoln Council, including Mick Jones, Yvonne Rose and John Herridge, who have proved an unfaltering source of expertise, enthusiasm and support.

Special thanks go to the project steering group who have had an influential role in ensuring that the LTA was used to effect across a wide range of disciplines concerned with improving places in Lincoln. The Steering Group included Graham Fairclough, David Stocker and David Walsh (English Heritage), Gill Wilson, Arthur Ward, Pete Boswell, Paul Seddon (CoLC), and Jon Fox (Joint Planning Unit). Alongside Glyn Stocker and Keith Laidler (both formerly of CoLC), many of those mentioned above were responsible for laying the first foundations of the series of projects that led to the LTA Implementation Project.

The established role that the 'inherited character' now has in creating distinctive and high-quality places in Lincoln is testament to their vision, creativity and perseverance. Of particular mention is the contribution and tutelage of Dr. David Walsh, manager and architect of the original Lincoln Townscape Assessment Project, which provided the inspirational foundation for www.heritageconnectlincoln.com and for LTA Implementation Project.

Thanks also go to the project officers in English Heritage's National Heritage Protection Commissioning Programme who, by generous grant, made the publication of this report possible.

A list of acknowledgements for the Lincoln Townscape Assessment and Heritage Connect can be found at:

www.heritageconnectlincoln.com/article/acknowledgements

Appendix

APPENDIX 1: EXTRACT FROM: CASE OFFICER'S REPORT FOR LAND TO THE REAR OF THE SHAKESPEARE PUBLIC HOUSE, 40 HIGH STREET, LINCOLN (CASE STUDY 22)

Design, Visual Amenity and the Character and Appearance of the Area

The character of the site and its surrounding area has been assessed within the Lincoln Townscape Assessment (LTA) [St Botolphs Character Area Assessment](#). The document states that buildings are generally two or three storey, mainly constructed in brick and slate, with limited public and private open space. Building is high density, particularly domestic dwellings which include a high proportion of late Edwardian/Victorian terraces and these are typically displayed on Robey Street. The urban grain is strong within the area, with buildings running on an east / west alignment adjacent to High Street, and a north/south alignment fronting High Street.

Burgage building plots remain discernable in the orientation of some plots along High Street, and this is the case with the site accommodating the Shakespeare public house. The building is first recorded on the 1842 Padley Map within a burgage plot which extended down to the River Witham, with this and subsequent maps detailing outbuildings to the rear of the public house, probably used as stables or additional accommodation, in a similar configuration to what is being proposed. The Robey Street properties and the outbuildings which form the northern boundary of the site can be seen on the 1905-07 Ordnance Survey map, which clearly show the outbuildings/stables to the rear of the public house abutting the outbuildings belonging to the Robey Street properties, and there is evidence that this relationship was present at least until 1966.

The footprint of the buildings seeks to mirror the historic pattern of development, and the blocks have been positioned to reflect this. The linear style of the main block reflects the established urban grain of Robey Street to the north, whilst Block B offers a focal point when entering the site. The design and elevational treatment also takes its inspiration from the traditional building styles appropriate for development to the rear of 19th Century public houses/Inns. This usually took the form of stables, coach houses or additional staff accommodation and this has been reflected in the design, scale and massing of the buildings proposed here.

PPS 3 states that, when assessing design quality, development should be 'easily accessible and well-connected to public transport and community facilities and services, and is well laid out so that all the space is used efficiently' whilst being 'well integrated with, and complementing, the neighbouring buildings and the local area more generally in terms of scale, density, layout and access'. The Civic Trust have objected on the grounds of density, however this is high in line with the established character of the area identified within the character area assessment, and, being two storey, the proposal responds to its setting in terms of scale.

The design results in a bespoke proposal which is symptomatic of back land development of this type in similar locations and reflects, together with the siting of the blocks, the historic development of the site. This design approach, together with the mixture of landscaping styles and pedestrian routes here, creates an individual sense of place which responds successfully to its setting and I am therefore satisfied that it is acceptable.

APPENDIX 2: EXAMPLE OF CITY OF LINCOLN PRE-APPLICATION GUIDANCE RELEVANT TO THE LTA (EXTRACT)

NON-HOUSEHOLDER PRE-APPLICATION GUIDANCE NOTE

We are able to provide you with advice and information if you are considering submitting a development proposal and encourage contact before you submit your application. We acknowledge the advantages of providing good quality advice to anyone carrying out development prior to the formal submission of a planning application in order to help speed up the development process and avoid unacceptable proposals. Open and constructive pre-application discussions are an opportunity for local authorities and developers to work together to achieve developments that deliver benefits to the community and the economy. This can save time, costs and frustration and optimise the potential of a site. For these reasons The City of Lincoln Council encourages discussion on proposals before a planning application is formally submitted.

What we expect of you

Before contacting the Council's Development Management service with your draft proposals we ask you first to:

- Check the Development Plan designation of the site and any policies relevant to your proposals
- Visit the site and make a detailed analysis to establish site characteristics, constraints/opportunities and the surroundings
- Analyse the character of the area. The Lincoln Townscape Assessment is particularly useful at **www.heritageconnectlincoln.com**
- Prepare draft design principles for the site based on the findings of the site survey work

The better and more comprehensive the information you provide to us the better able we will be to provide you with advice. Pre-application advice is given in good faith and will represent the case officer's professional view. The advice given will be as accurate as possible, but it will be based only on the information available at the time of the enquiry, and the case officer's personal judgment. The advice given will depend on the complexity and nature of the proposed development as well as the selected option but could include:

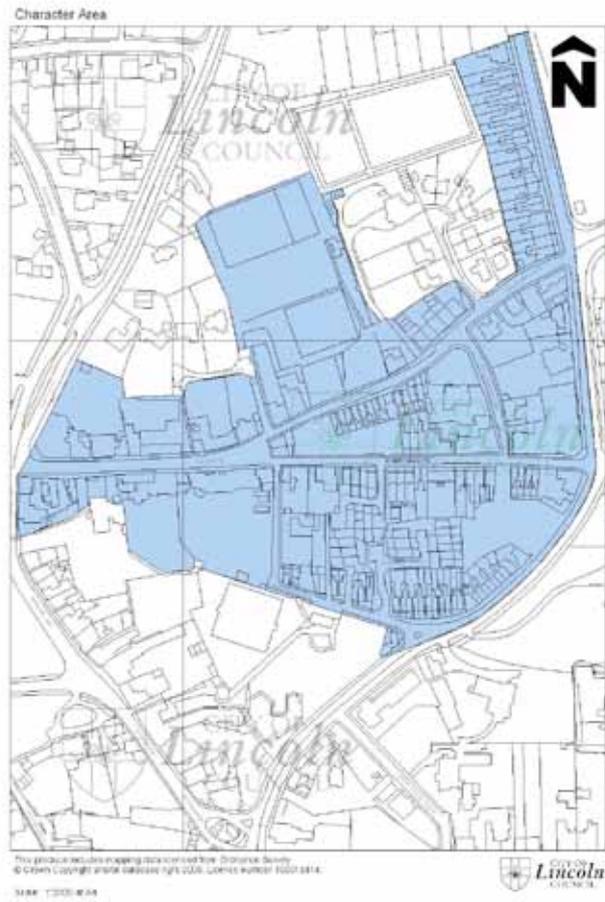
- Relevant Planning Policies: an assessment as to whether the proposal complies with local, regional and national policies
- Design: comments on built form, scale, massing, views, street scene, historic context etc.
- Amenity: which properties may be affected and how, what further assessment is required in terms of daylight/sunlight studies, noise studies, tree surveys and landscape assessment
- Transport and Highways: advice and comment on servicing, access, parking standards, cycle parking, disabled parking, requirements for a transport statements/assessments and Section 38/278 matters (Highways Act 1980)

APPENDIX 3: EXAMPLE CHARACTER AREA STATEMENT

Lincoln Townscape Assessment

Eastgate Character Area

Inherited Character Statement



Funnelled views towards the city centre from the east end of Eastgate, crowned by the Cathedral towers

Table of Contents

Overview.....	96
Historical development of current townscape character	96
Urban Form	98
Views	101
Condition of buildings and streetscape.....	102
Use	102
Relationship to city and surrounding areas	102
Key townscape characteristics	102

OVERVIEW

Eastgate Character Area is a residential area located immediately outside of the former east gate of the upper Roman and Medieval city. The area has a complex townscape influenced by the full spectrum of the city's evolution since its foundation in the Roman Military Period.

The area has a loose grid pattern of Roman and Medieval streets that converge on the former east gate of the Roman and Medieval cities. The funnelling of streets reflects the shape of a former High Medieval market in the area. Roads are well connected to the east and west carrying high volumes of vehicular and pedestrian traffic, retaining its historic status as one of the main entrances to the city. However, there is poor connectivity to the south and north as result of the strong boundary formed by the High Medieval Close Wall and plots of large-scale houses respectively.

There is an observable pattern in the townscape from east to west. Properties increase in age towards the west, and this is accompanied by the more frequent use of stone and other 'traditional' materials. There is a relative increase in building scale, and smaller and mostly individual build units lead to complex and varied building lines. Buildings are also set at the back of the footway. The east-to-west pattern creates a sense of arrival when entering the city, which is heightened by the terminating view of the cathedral towers and the converging of streets onto the former east gate.

Properties throughout have doors and windows facing out onto the street, creating a feeling of activity and security along the street, although tall walls lead to a high sense of enclosure and feeling of insecurity in parts.

Several buildings survive from the Early Modern Era, mainly in the west of the area. However, there are a handful of similar buildings and features in the east, which help to develop more of a transition between western and eastern parts of the Character Area.

Eastern and central parts of the area are dominated by Late Victorian/Edwardian houses which mostly consist of small rows of terraced houses as well as a small number of semi-detached and detached houses. The properties introduce a greater regularity of scale and form, and style, leading to a finer grain of buildings and plots, and a more regular townscape character.

Buildings dating to the Post-War and Modern Periods are mostly located in the far east of the area and are comparably more varied in form, although within build units properties are highly coherent. Properties are often constructed of modern materials and incorporate features that try to imitate earlier 'traditional' features. The buildings have a strong emphasis on the incorporation of car parking into developments with

properties blanked off at first-floor level or built around cul-de-sacs or courtyards. This often leads to inactive frontages in many parts of the area.

A considerable amount of public realm survives from the Late Victorian/Edwardian Period and earlier, complementing the medieval pattern of streets and building plots in the area.

HISTORICAL DEVELOPMENT OF CURRENT TOWNSCAPE CHARACTER

Eastgate Character Area lies on the eastern side of Lincoln's historic city centre, north east of the ecclesiastical core of the upper city. Alongside many features surviving from Lincoln's Roman history, the townscape of the area includes many elements associated with the city's growth and re-organisation during the High Medieval Era [850-1350 AD].

Upper parts of the northern escarpment have had a defensive role since the founding of Lincoln during the Roman Military Era [60-90 AD], when a Roman legionary fortress was constructed. The remains of the Roman Colonia Era east gate to the former defensive enclosure survive immediately west of the Character Area on the north side of Eastgate. Langworthgate and Greetwellgate, which converge from the east to form Eastgate, are all likely to date from the Roman period, and would have been important in establishing Lincoln as a market and administrative centre during the Roman and subsequent Medieval periods.

During the Early Medieval Era [410-850 AD] the city underwent a period of decline, and settlement probably retracted almost entirely within the former Roman defences. Lincoln experienced a comparably more prosperous period during the High Medieval Era, during which time much of the city was re-organised and re-built, including the city's walled defences. Growth and re-organisation of the townscape led to the creation of new roads, including the routes of Winnowsty Lane, St. Leonard's Lane, and the length of Wragby Road forming the east of the Character Area. St. Leonard's Lane formed the eastern boundary to St. Leonard's Church, which was built as part of the city's expansion. The initial St. Peter's church was built during the same period, and the surviving 18th-century church on Eastgate occupies the former plot of the church (although the original plot probably extended further to the north). During the High Medieval and Early Modern [1350-1750 AD] Eras, the former Roman roads of Eastgate, Greetwellgate and Langworthgate are likely to have formed a wide funnel-shaped market, the shape of which survives in the current townscape. As part of the re-organisation of the city during the High Medieval Era, a new ecclesiastical core centred on the Cathedral, developed immediately south west

of the Character Area. Towards the end of the High Medieval Era, the religious area was enclosed by the 'Close Wall' in order to protect the clergy moving between their homes and the Cathedral at night. The wall, considerable lengths of which survive, forms much of the southern boundary of the Character Area running from the southern boundary of 29 Eastgate to the defensive tower on Winnowsty Lane.

During the High Medieval and Early Modern Eras, the Character Area is likely to have been established as a genteel suburb, most probably due to its proximity to the religious elite within the Close as well as its location adjacent to the upper city centre. Two boundary markers on Eastgate, the southern one of which survives from the Early Industrial Period [1750-1845 AD] if not before, define the boundary of the historic city core known as the Bail. Many of the standing buildings in the Character Area survive from the Early Modern Era, particularly in the west of the area, such as 1 Greetwellgate, 17 Eastgate, and 3 Priorygate. Many buildings in the area have complex structures, having undergone several phases of redevelopment, such as the amalgamated pair of cottages at 20 Eastgate, and 23 Eastgate with its stone-built southern gable end and re-fronted brick façade. Furthermore, several buildings in the area, such as the house and former hotel of D'Isney Place, have changed in use over time. The stone-built boundary walls either side of the Bull and Chain Public House also illustrate the complexity of the townscape, most clearly to the east, where the former ground-floor doorway and windows of a stone house have been filled in to make the boundary wall. The ground floors of several houses along Eastgate are lower than the road surface itself, illustrating the sustained use and redevelopment of the road and therefore its continued importance as an eastern gateway to the city.



Figure 13 Stone-built boundary walls to the east of the Bull and Chain Public House incorporating the remains of the ground floor of a stone house

During the High Medieval and Early Modern Periods the suburb was located on the eastern fringes of the upper city, bordering open space with the city's East Common Field. At some point during the Early Modern Period, land within the area is likely to have become enclosed, probably through a series of piecemeal agreements and exchanges between residents of Lincoln with common rights to farm the field. Unenclosed parts of East Field were later enclosed by an Act of Parliament in 1803, which stipulated the enclosure of many of Lincoln's open fields. Field boundaries most probably associated with the piecemeal enclosure of land survive in the current townscape, such as in the orientation of St. Giles Avenue, the eastern boundary of Lincoln Lawn Tennis and Bowls Club, and the northern plot boundary of 27 Wragby Road. The complex and irregular pattern of housing plots in the west along Greetwellgate, Eastgate and Langworthgate also derives from the piecemeal division of land over an extended period of time. Several large plots have been subdivided by later development, notably during the 19th century; however, two large plots on the west of the area to the rear of 25/27 Eastgate and D'Isney Place survive from the Early Industrial period, if not before. The lack of infill development may in part be a result of the strong boundary of the Close Wall to the south.

The area may have been a focus for small-scale open limestone quarrying, probably in the form of localised areas of 'digging' mostly in the High Medieval and Early Modern Eras. The use of stone in the construction of many properties and walls in the area is illustrative of the availability of local stone, much of which may have come from quarries within the area. The Cloisters development in the east of the area also incorporates a former quarry dating to the Early Modern Era, if not earlier.

From the Early Industrial Period, as well as subsequent periods, Lincoln's population increased dramatically, requiring the provision of services and public buildings, as well as residential housing. Much of the early housing, which was in the form of small rows of dwellings, was cleared during the Post-War Period [1946-1966 AD], to make way for new houses or for car parking, such as the area immediately north of the Morning Star Public House. As a result, properties surviving from this period of expansion date from the Late Victorian/Edwardian Period [1869-1919 AD], and include housing for workers (e.g. 8-32 Langworthgate, 1-18 Winnowsty Lane and 43 to 49 Greetwell Gate) as well as a number of middle class residences (e.g. Number 1-19 St. Giles Avenue, Winnowsty House and 27-29 Wragby Road). Properties were constructed on remaining open land, including the former market area between Greetwellgate and Langworthgate. As part

of the city's expansion, services were also built in the area, including Eastgate Church of England Primary School on the site of St. Leonard's Church.

Development during the Inter-War [1920-1945 AD], Post-War [1946-1966 AD] and Modern [1967–2009 AD] Periods mostly entailed the clearance and development of existing plots, such as the development at 25-33 Langworthgate on the former site of Early Industrial cottages. Towards the end of the Modern Period development has become increasingly larger in scale, such as the complex of apartments at the corner of Greetwellgate and Wragby Road, as well as the Cloisters development to the south.

URBAN FORM

Eastgate Character Area is located at the summit of the **north escarpment** immediately east of the historic eastern gateway to the upper city. The majority of the area is composed of residential properties dating from the Early Modern Era to the Modern day, resulting in a complex townscape that has been strongly influenced by the full spectrum of the city's evolution since its foundation in the Roman Military Period.

The suburb is arranged around a loose grid pattern of streets which converge on the former east gate of the Roman and Medieval cities, immediately west of the area. To the east and west, roads are well connected to the main Wragby and Nettleham radial roads taking **traffic** in and out of the north of the city. Consequently Eastgate, which connects the roads, carries high volumes of vehicular and pedestrian traffic, retaining its historic status as one of the main entrances in and out of the historic city. However, from within the Character Area, connectivity to the south and north is poor as result of the strong boundary formed by the High Medieval Close Wall and the impenetrable plots of large-scale houses respectively. As a result, the Character Area is largely made up of small-to-medium **urban blocks**; however, the edges of the area either border, or are within, larger urban blocks which extend outside of the area itself.

A key characteristic of the area, which illustrates its staged evolution until the Inter-War Period, is the increasing age of properties towards the west of the area on approaching the historic city centre. The **west/east chronology** introduces a sense of arrival when entering the city, which is reinforced by the terminating view of the cathedral towers and the converging of streets onto the former east gate. The wide road funnels towards the city centre, assuming a shape typical of other markets in the city such as Newport to the west. The east-to-west pattern is accompanied by several changes in the townscape, most notably an increasing use of stone and other 'traditional' materials in building construction, smaller and mostly individual **build**

units leading to a more complex and varied **building line**, an increase in building scale from **two to three storeys** (with the exception of Modern buildings), and the more forward setting of buildings at the back of the footway. Properties are built in **large plots** and often occupy the full width of plots with their longest façade facing the road, resulting in a strong building line of attached buildings. In contrast, the majority of houses to the east of Eastgate (with the exception of some Modern buildings and a handful of detached buildings) are often part of larger build units of up to 23 properties (e.g. Wainwell Mews), are smaller in scale and are built of brick. Houses are set in smaller rectangular plots with their shorter sides facing the road, leading to a more repetitive pattern of building façades and a higher overall **building density**. Properties in the east of the area mostly have small 2-3m deep forecourts, reducing the **sense of enclosure** and giving a more suburban feeling. There are a handful of buildings and features, e.g. Eastgate Church of England Primary School boundary wall, 1 and 2 St. Leonard's Lane, and 27 Wragby Road, which are more akin in character to properties in the west of the area. These houses help to develop more of a transition between western and eastern parts of the Character Area, drawing out some of the characteristics of properties typical of the west of the area into the east. **Civic or public buildings** within both areas are set back more deeply within plots, such as St. Peter in Eastgate Church and Eastgate Church of England Primary School.



Figure 14 Strong building lines along Eastgate

Properties throughout the area have doors and windows **facing out onto the street**, creating a **feeling of activity and security** along streets. However, tall walls along many sections of streets, most notably the Close Wall along Winnowsty Lane, lead to a **high sense of enclosure and feeling of insecurity** in places. Strong building lines, coupled with the tall boundary walls, and buildings set close to



Figure 15 Number 2 St. Leonard's Lane which, alongside other elements, draws out some of the characteristics of properties typical of the west of the area into the east



Figure 16 Numbers 17 and 18 Eastgate with use of stone in their construction/decoration

or at the back of the footway lead to a high sense of enclosure and an urban feeling in many parts.

Buildings along Eastgate, as well as 1 and 2 St. Leonard's Lane, are two to three **storeys in height** and up to seven/eight **bays in width**. Properties are generally plain in style, with some large-scale stone **decoration** on some buildings such as the neo-classical porch and Venetian windows on 18 Eastgate, and ashlar quoins on D'Isney Place. **Projections** are few, and include a handful of oriel windows at first-floor level (e.g. 19, 22 and 23 Eastgate) as well as a few porches (e.g. 18 Eastgate and D'Isney Place).

Windows are almost entirely vertical multi-paned wooden sliding sash windows, except for some small openings on industrial buildings around the Cathedral workshops. **Window lintels** have simple and generally plain stone lintels or segmental brick arches, the keystones of which are occasionally emphasised in stone. **Roofs** are commonly of pantile, Welsh slate or plain tile, with plain eaves and verges. With the exception of the single-storey industrial buildings within the Cathedral workshops, all buildings along Eastgate have the ridgelines running parallel to the road. Roofs often have one or a pair of dormer windows set either wholly within the roofspace or at eaves level. The dormers often have small wooden multi-paned casement windows.

Late Victorian/Edwardian houses in the area mostly consist of small rows of **terraced houses** (e.g. 8 to 32 Langworthgate, and 1-11 Winnowsty Lane), as well as a small number of **semi-detached and detached** houses at the eastern end of Langworthgate and along St. Giles Avenue. Houses are generally two storeys in height and two bays in width, with some larger properties extending to three bays in width and two and a half storeys in height. **Build units**, which

range in size from one to ten houses, are usually identifiable by coherences in the built form and decorative style of houses, (e.g. harling on 1-6 St. Giles Avenue). Properties are built of red **brick**, and are relatively plain in style with simple brick **decoration** in the form of dentilation in the eaves and stringcourses in a beige or blue brick. Several features such as the porch on the Bull and Chain Public House, bay windows and the pediment on the gable end of 34 Greetwellgate are loosely classical in style. A small number of detached properties along Wragby Road are more ornate, possibly emphasising their more prominent location facing the main road, such as 27 Wragby Road with its moulded entranceway, and the Gothic-style building at the corner of Wragby Road and Langworthgate. As well as being a **corner building** the latter property forms a terminating building along Wragby Road. The house carries the name 'Wolds View' on a plaque at first-floor level, emphasising its easterly prospects.

Buildings set back from the footway have one- or two-storey canted bay **windows** (e.g. 1-11 Winnowsty Lane), The bays are mostly constructed of wood and are loosely classical in style. The majority of windows are vertical sliding sashes, although a handful of properties of Late Victorian/Edwardian date have horizontal casement windows. **Window lintels** are mostly simple carved stone blocks or segmental brick arches, and sills are mainly thin stone blocks. **Doors** are located within sunken porches, at the back of the footway, or within shared alleyways. Many doors have been replaced with uPVC substitutes, although some wooden panelled ones survive or have been replaced 'like for like'. Recessed **porches**, a number of which along St. Giles Avenue are shared, often have semi-circular carved stone lintels, such as the properties along Winnowsty Lane, many of which are ornate.



Figure 17 St. Giles Avenue. Gabled ends on Late Victorian/Edwardian properties

Roofs on Late Victorian/Edwardian houses run parallel to the street and are generally shallow in pitch. The majority of roofs are of Welsh slate, although several have been re-roofed with concrete tile. Dormer windows are infrequent, although a number of properties have gabled ends above windows or on shallow projecting wings (e.g. St. Giles Avenue).

Eastgate Church of England Primary **School** is located towards the centre of the area, and consists of two school buildings set back within a large plot surrounded by playgrounds and car parking. The buildings are built of brick with stone dressings in the windows and on a number of decorative features such as buttresses and kneelers in the verges. Windows are steel-framed and multi-paned, and are very tall on the building in the south. The school's plot is formed by a waist-high stone wall, which echoes materials within buildings in the west of the area. Both buildings have steeply gabled roofs of Welsh slate.

St. Peter in Eastgate **Church** is a subtle, but **landmark building** in the Character Area. The church was built in the Late Victorian/Edwardian Period in the Early English and Early Decorated styles. The building is constructed of coursed square stone and rockfaced ashlar, with Westmorland slate roofs. Set back within a deep plot, the façade of the church is partially obscured by mature trees which bring a more suburban character to the area.

Buildings dating to the **Post-War and Modern Periods** are comparably more varied in form, although within build units properties are highly coherent. Properties within the Wainwell Mews development are similar in scale to surrounding terraces, being two bays in width and two storeys in height. The properties are arranged in short stepped rows of three or four houses, fronting onto Greetwellgate or within the small cul-de-sac of Wainwell Mews itself. The houses are **plain** in



Figure 18 Mature trees and open space around St. Peter in Eastgate Church

character with simple brick stringcourses, shallow single-pitch hanging porches and dentilated brickwork in the eaves. The houses have vertical single and two-light windows with dark brown frames.



Figure 19 Houses within the Cloisters development backing onto Wragby Road. Modern buildings are often constructed of materials that try to imitate characteristics of earlier buildings

Houses within the Cloisters development immediately to the east are larger in scale, being two and a half storeys in height and two bays in width, and are built within large rows of houses. The properties **face into a central courtyard** accessible off Greetwellgate, and back onto Wragby Road, leading to a strong and tall building line along the road, which, due to the lack of doors is relatively **inactive** compared to the remainder of the area. Houses are extremely **plain** with decoration limited to brick dentilation in the verges and two-storey bay windows with swept fibreglass roofs. Window lintels consist of a plain brick soldier course, and sills are made of synthetic stone. Windows are square in emphasis and are uPVC imitation sash windows which open as a horizontal

casement. Roofs are of synthetic slate and have large oversized dormer windows at eaves level, with the same imitation sash windows as on the ground and first floors.

44 Greetwellgate is the largest building in the area, being nine bays in width and four and a half storeys in height. The **apartment block** faces the junction of Greetwellgate, Greetwell Road and Wragby Road. The ground floor of the building is mostly car parking, leading to very **inactive frontages** along both Wragby Road and Greetwellgate. The building is steel framed with brick walls and is very plain in style with limited decoration. The ground-floor level is rendered in an imitation coursed stone/stucco, and parts of the front façade and the upper storey are covered with steel panels and imitation slate respectively. Windows are square/vertical steel-framed casement windows, and in some areas larger feature windows and door-sized openings. The building is served by a single pedestrian entrance and a large car park entrance with security mesh, both of which lead to a high sense of inactivity and a low sense of security in the vicinity.



Figure 20 Number 44 Greetwellgate with inactive ground floor due to internal car parking

The **Close Wall** forms much of the southern boundary of the Character Area, and is a conspicuous linear feature along the east/west stretch of Winnowsty Lane, forming a strong and impermeable linear boundary. The tall walls, which include the remains of a bastion at their eastern end, are constructed of stone rubble

with two courses of pantile at the top. At approximately three metres in height the walls dramatically increase the sense of enclosure, and define Eastgate Character Area as an extra-mural suburb.



Figure 21 Strong impermeable boundary along Winnowsty Lane

Roads in the Character Area are mostly a narrow two lanes in width, with narrow 1m wide pavements, although Winnowsty Lane is a single lane in width.

Roads and pavements are surfaced in tarmac, except along Eastgate, the pavements of which are surfaced with concrete slabs. However, a considerable amount of public realm survives from the Late Victorian/Edwardian period and earlier, such as white limestone and red granite crossovers, York Stone channels, kerbs and dished surface drains. The retention of traditional elements of public realm throughout the area complements the Medieval pattern of streets and building plots in the area.

Open space in the area is limited, and includes the Lincoln Lawn Tennis and Bowls Club in the north of the area and the car park in the centre of the area. Much of the remaining open space in the Character Area is taken up by private gardens, many of which are large in the west of the area.

VIEWS

There are narrow confined views along many streets leading to more open views along the eastern boundary of the area. Views along streets towards the city centre are frequently crowned with the Cathedral, emphasising the area's location adjacent to the city and its ecclesiastical core. Views from the east end of Eastgate funnel towards its junction with Northgate, leading to a sense of arrival at the city centre.



Figure 22 Funnelling view west along Eastgate

CONDITION OF BUILDINGS AND STREETScape

Buildings are well maintained and in good condition throughout the area. Several buildings, predominantly to the east of the area have had rainwater goods and doors and windows replaced with uPVC/plastic substitutes.

Although pavements and roads are surfaced with modern materials, there is a high retention of traditional elements of public realm throughout the area.

USE

The area is almost entirely residential, with a small number of local services including the Bull and Chain and Morning Star public houses, the Eastgate Church of England Primary School, and the Lincoln Lawn Tennis and Bowls Club.

RELATIONSHIP TO CITY AND SURROUNDING AREAS

The area is a busy corridor for traffic entering and leaving the east of the upper city. Furthermore, the area is delineated by strong boundaries to the north and south, emphasising the east/west movement through the area.

The area's maturing character from east to west, which takes on an increasingly urban form, remains a prominent historic gateway to the upper city.

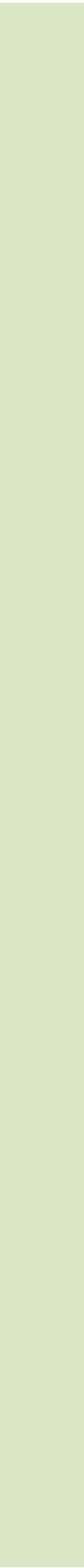
KEY TOWNSCAPE CHARACTERISTICS

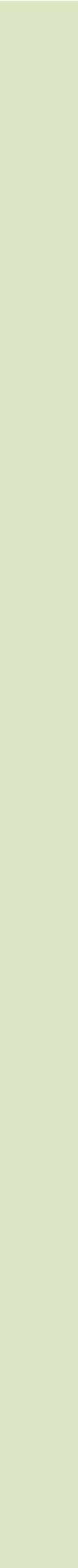
- Residential area located immediately outside of the former east gate of the upper Roman and Medieval city
- Complex townscape influenced by the full spectrum of the city's evolution since its foundation in the Roman Military period:
 - Loose grid pattern of Roman and Medieval streets which converge on the former east gate of the Roman and Medieval cities

- Funnel shaped Eastgate reflecting shape of former market
- Surviving sections of the Close Wall
- Buildings dating to the Early Modern Era
- Alignment of early field boundaries in streets and plots
- Remains of a quarry in the Cloisters development
- Well connected to main roads to the east and west, carrying high volumes of vehicular and pedestrian traffic, retaining its historic status as one of the main entrances to the city
- Poor connectivity to the south and north as a result of the strong boundary formed by the High Medieval Close Wall and plots of large-scale houses respectively
- Increasing age of properties towards the west of the area on approaching the historic city centre. Observable pattern from east to west:
 - Increasing use of stone and other 'traditional' materials
 - Smaller and mostly individual build units leading to complex and varied building line
 - Increase in building scale
 - Forward setting of buildings at the back of the footway
- Sense of arrival when entering the city created by the terminating view of the cathedral towers and the converging of streets onto the former east gate
- Properties throughout have doors and windows facing out onto the street, creating a feeling of activity and security along streets. Tall walls lead to a high sense of enclosure and feeling of insecurity in parts
- Strong building lines, coupled with the tall boundary walls, and buildings set close to or at the back of the footway lead to a high sense of enclosure and an urban feeling in many parts
- Buildings along Eastgate, as well as 1 and 2 St. Leonard's Lane:
 - Occupy the full width of large plots with their longest façade facing the road, resulting in a strong building line. Two to three storeys in height and up to seven/eight bays in width
 - Plain in style, with some large-scale stone decoration
 - Projections are few, and include oriel windows and porches
 - Vertical multi-paned wooden sliding sash windows
 - Simple and generally plain stone or brick window lintels
 - Pantile, Welsh slate or plain tile roofs, with plain eaves and verges
 - Ridgelines running parallel to the road with one or a pair of dormer windows

- There are a handful of buildings and features (e.g. Eastgate Church of England Primary School boundary wall), which are more akin in character to properties in the west of the area. These houses help to develop more of a transition between western and eastern parts of the Character Area, drawing out some of the characteristics of properties near the centre into the west
- Late Victorian/Edwardian houses in the area mostly consist of small rows of terraced houses as well as a small number of semi-detached and detached houses:
 - Two storeys in height and two bays in width
 - Coherent within build units of one to ten houses
 - Built in small rectangular plots with shorter sides facing the road
 - Small 2-3m deep forecourts, reducing the sense of enclosure and giving a more suburban feeling
 - Properties are built of red brick, and are relatively plain in style with some stone elements
 - Some loosely classical style features
 - Detached properties along Wragby Road are more ornate
 - Vertical sliding sash windows
 - Mostly set back from the footway
 - One or two storey canted bay windows
 - Doors to front often with porch
 - Shallow gabled Welsh slate roofs with ridgelines parallel to the street
- Two key public buildings of Late Victorian/Edwardian date include Eastgate Church of England Primary School and St. Peter in Eastgate Church, which are set back deeper within plots
- Buildings dating to the Post-War and Modern Periods are comparably more varied in form, although within build units properties are highly coherent:
 - An apartment block and terraced houses ranging from two to four and a half storeys
 - Houses are built in rows, often backing onto the road facing a courtyard or cul-de-sac
 - Extremely plain in character
 - Constructed of modern materials and features that try to imitate earlier 'traditional' features
 - Strong emphasis on car parking incorporated into developments with properties blanked off at first-floor level or built around cul-de-sacs or courtyards
- The Close Wall is a conspicuous linear feature forming a strong and impermeable linear boundary. The tall walls are constructed of stone rubble with two courses of pantile at the top. At approximately three metres in height the walls dramatically increase the sense of enclosure, and define Eastgate Character Area as an extra-mural suburb
- Considerable amount of public realm survives from the Late Victorian/Edwardian period and earlier, complementing the Medieval pattern of streets and building plots in the area
- Open space in the area is limited, and mostly includes private gardens and a sports club

Notes








ENGLISH HERITAGE

 CITY OF
Lincoln
COUNCIL