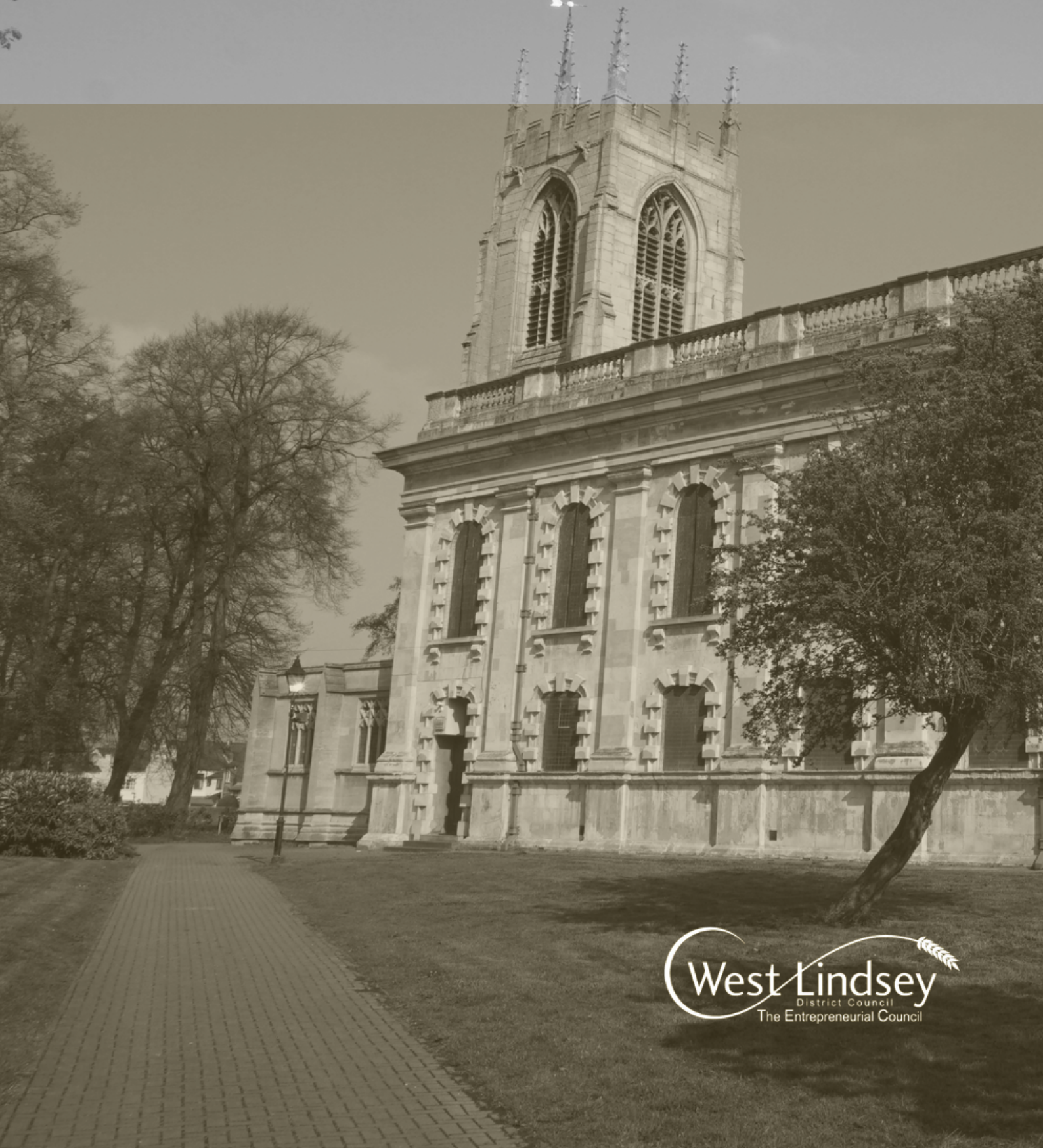
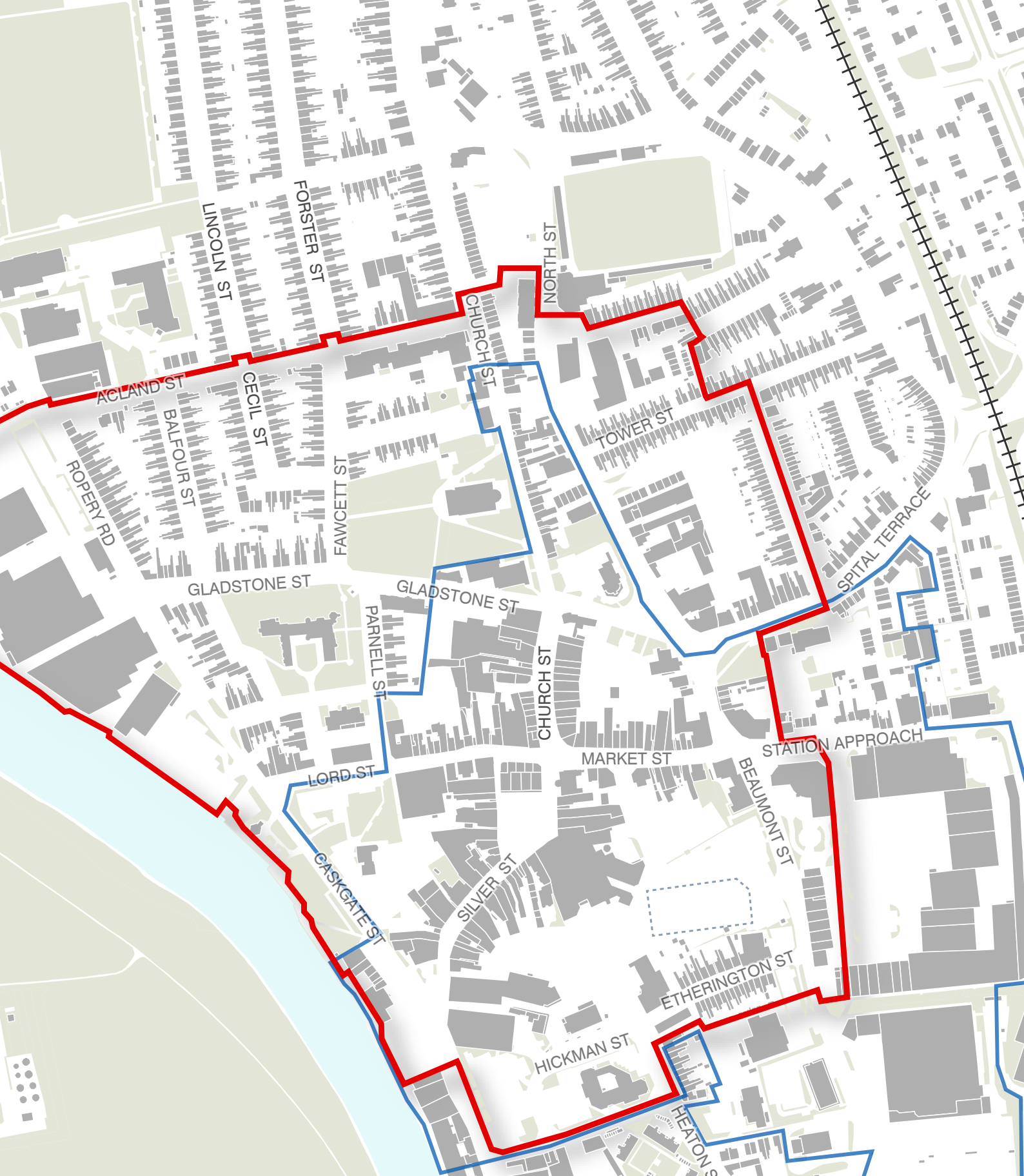


Gainsborough Town Centre

Heritage Masterplan





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FOREWORD

West Lindsey District Council has now embarked upon an ambitious regeneration and investment programme which seeks to positively transform both Gainsborough and the wider District. The Council recognise that for Gainsborough to thrive economically and socially, the historic town centre environment must be valued and actively supported.

The Heritage Masterplan follows the successful restoration of the public realm – a £3m project, funded by the East Midlands Development Agency and the Council - and will help to secure Gainsborough's position as an attractive and vibrant market town. The document sets out the strategies and principles that will restore and repair Gainsborough's historic core and safeguard its Conservation Area status, whilst delivering wider economic and social benefits.

The Heritage Masterplan will complement the wider growth and regeneration agenda for the town. This programme includes the redevelopment of key town centre sites immediately to the west of the existing town centre and within the Council's ownership. Key principles contained within this masterplan will be used to support the forthcoming Gainsborough Neighbourhood Plan.

The Council is committed to ensuring that its policies, investments and decision making, including the use of statutory powers, seek to protect, restore and enhance the historic centre of Gainsborough.

Councillor
Jeff Summers

Leader of West Lindsey District Council

When I was asked to co-write this foreword my first thought was where do I start, Gainsborough is an important town, its location has meant that it has been at the crossroads of history, not only in local but in national and international events.

It's entrepreneurs have seen their ideas help build the town until it became an engineering giant whose products are still revered and in use around the world today. The town gave birth to the father of the packaging machine, William Rose; we've been capital of England, given Queens to the country, fought battles, and much more.

It is this past that makes it important in any project moving forward that we have a heritage led initiative, and this is what is laid out within this document. A vision for the town's future that reflects the traditions of its past.

The town's history is fascinating, but so should be it's future, John F Kennedy said:

"Change is the law of life. And those who look only to the past or the present are certain to miss the future."

In our role at the Heritage Centre we are custodians of the town's rich past, and in this initiative project, all involved are purveyors of its future. I am excited to be involved in a project that is shaping that future, into what will ultimately become our generation's heritage legacy.

Chairman
Andrew D. Birkitt

Gainsborough & District Heritage Association



INTRODUCTION 1.0



Gainsborough Town Centre Heritage Masterplan

Purpose and Status

West Lindsey District Council (WLDC) have embarked upon an ambitious regeneration and investment programme which seeks to positively transform both Gainsborough and the wider District. The Council recognise that for their development plans (which include substantial housing growth) to succeed, it will be necessary to have a vibrant and attractive town centre at the heart of the District.

WLDC is therefore now committed to the renewal of Gainsborough's historic town centre and recognises that its future vitality and prosperity is, at least in part, dependent upon protecting and enhancing its unique character and identity.

The Gainsborough Town Centre Heritage Masterplan (GTCHM) has been prepared by WLDC in order to help provide a strategic framework which can guide physical interventions within the historic core. It also seeks to support and complement the wider regeneration objectives for the District by placing a town centre, which both current and future citizens of Gainsborough can be proud of, at the heart of West Lindsey.

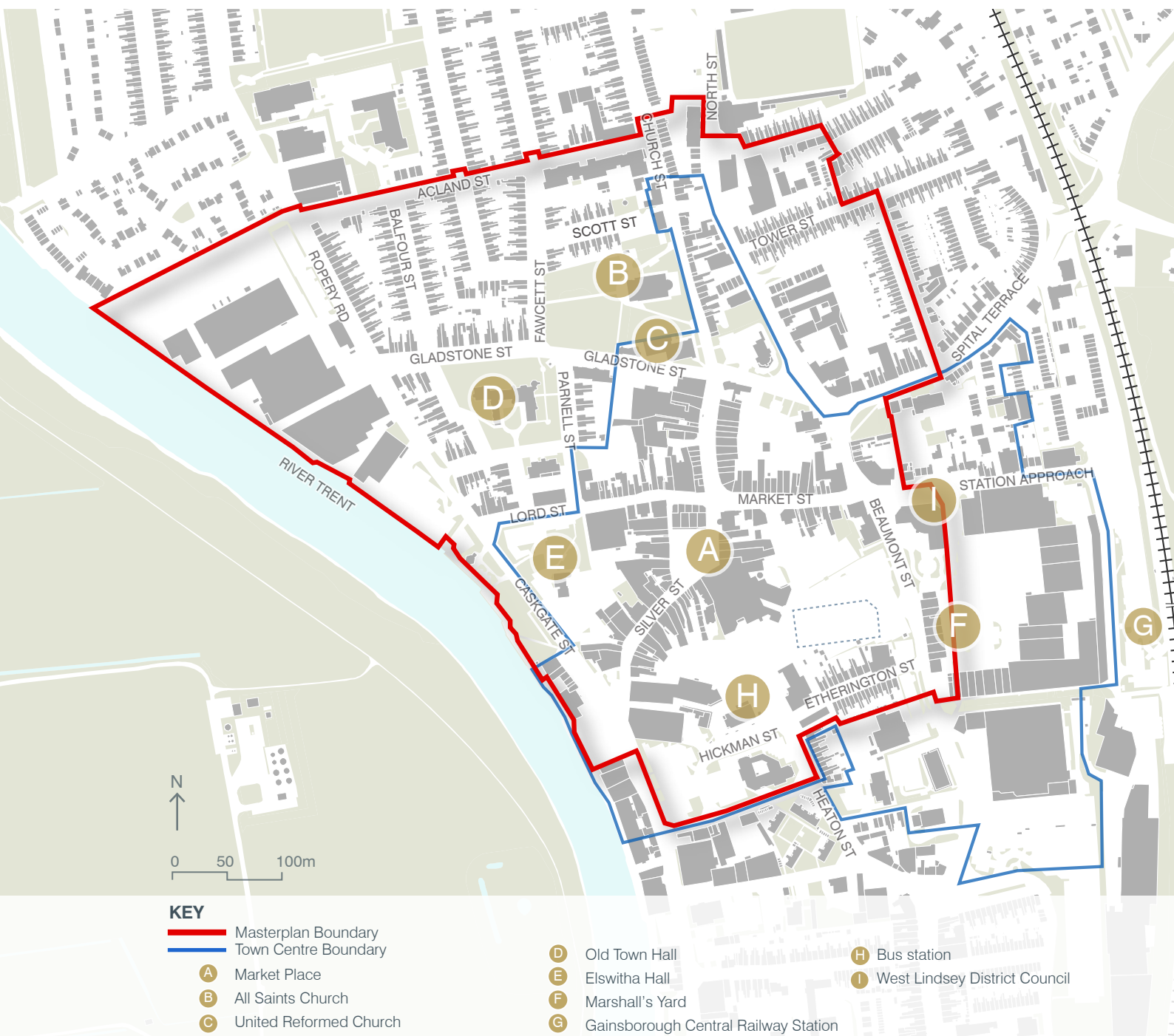
The GTCHM seeks to identify, co-ordinate with and respond to established and emerging opportunities for the transformation of the town's

historic core and to pull these together in a single compact location. The Masterplan explains where need and opportunity for intervention are located within the town centre and provides some guidance on what this intervention might consist of and how it might be delivered.

The GTCHM is not an adopted policy document and is produced for information and guidance only. It is anticipated however that the evidence gathered to inform the Masterplan will be used to help inform the Gainsborough Town Centre Neighbourhood Plan and that some of the strategic objectives which it sets out might contribute to the shaping of heritage policies which will be contained within the Neighbourhood Plan. This evidence will also be made available to those responsible for undertaking the renewal of the character appraisals for the town centre conservation areas. Both the Neighbourhood Plan and the replacement Conservation Area Appraisal will be adopted by WLDC and will form part of the Local Development Framework.

Masterplan Area

The area covered by the GTCHM consists of the Town Centre Conservation Area and adjacent parts of the Riverside and Britannia Works Conservation Areas along with a buffer area which surrounds the historic core. The buffer area includes a number of opportunity sites - the development of which will affect the setting of the historic core and the various designated heritage assets within it. The GTCHM area covers much of the designated retail core and falls wholly within the boundary of the Gainsborough Neighbourhood Plan.



Masterplan Approach and Format

The Masterplan has been informed by a survey of the current condition of the historic town centre which has helped to identify areas of heritage significance and areas of vulnerability. The findings of the physical audit of the town centre have been shared with partners including Historic England, the Heritage Lottery Fund and the Gainsborough Neighbourhood Plan team. Community and business engagement will form an essential component of the Neighbourhood Plan and Town Centre Conservation Area Character Appraisal development process.

The Masterplan sets out a series of strategic objectives which respond to the identified challenges and opportunities within the historic core.

View of the Gainsborough Public Library on Cobden Street



View from Church Street looking west towards Gladstone Street

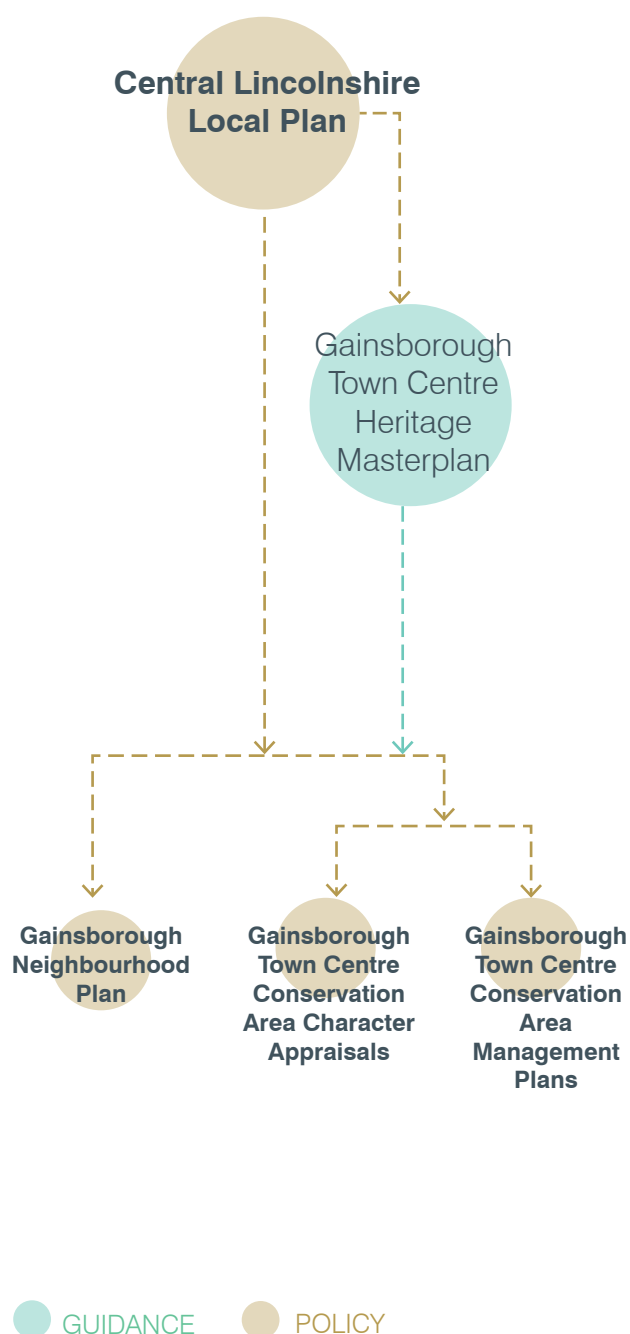


Policy Context

Central Lincolnshire Local Plan (2017)

Planning policy for West Lindsey is provided by the Central Lincolnshire Local Plan (CLLP) which was formally adopted on the 24 April 2017. The CLLP replaces the policies contained within the West Lindsey Local Plan 2006. The objectives and guidance set out within the GTCHM are consistent with the policies set out within the CLLP. Policies which are particularly helpful to the objectives of the Masterplan and which should be read in conjunction with it, are as follows:

- Policy LP17 Landscape, Townscape and Views
- Policy LP25: The Historic Environment
- Policy LP 26: Design and Amenity
- Policy LP 27: Main Town Centre Uses - Frontages and Advertisements
- Policy LP38: Protecting Gainsborough's Setting and Character
- Policy LP41: Regeneration of Gainsborough
- Policy LP42: Gainsborough Town Centre and Primary Shopping Area



Conservation Area Character Appraisals & Management Plans

WLDC is undertaking the renewal of the three conservation area character appraisals which cover Gainsborough town centre. It is recognised that the review must be informed by public consultation and that this may lead to boundary changes, and the possible merger of the conservation areas.

The conservation area character appraisals will be supported by management plans which will provide guidance on how to monitor and control change with the designated areas. The Neighbourhood Plan team will be provided with evidence emerging from the appraisal and management plan work and will be consulted on possible boundary change and management policies which might affect the Neighbourhood Plan.

The Conservation Area Appraisals and Management Plans will form part of the Development Plan for West Lindsey.

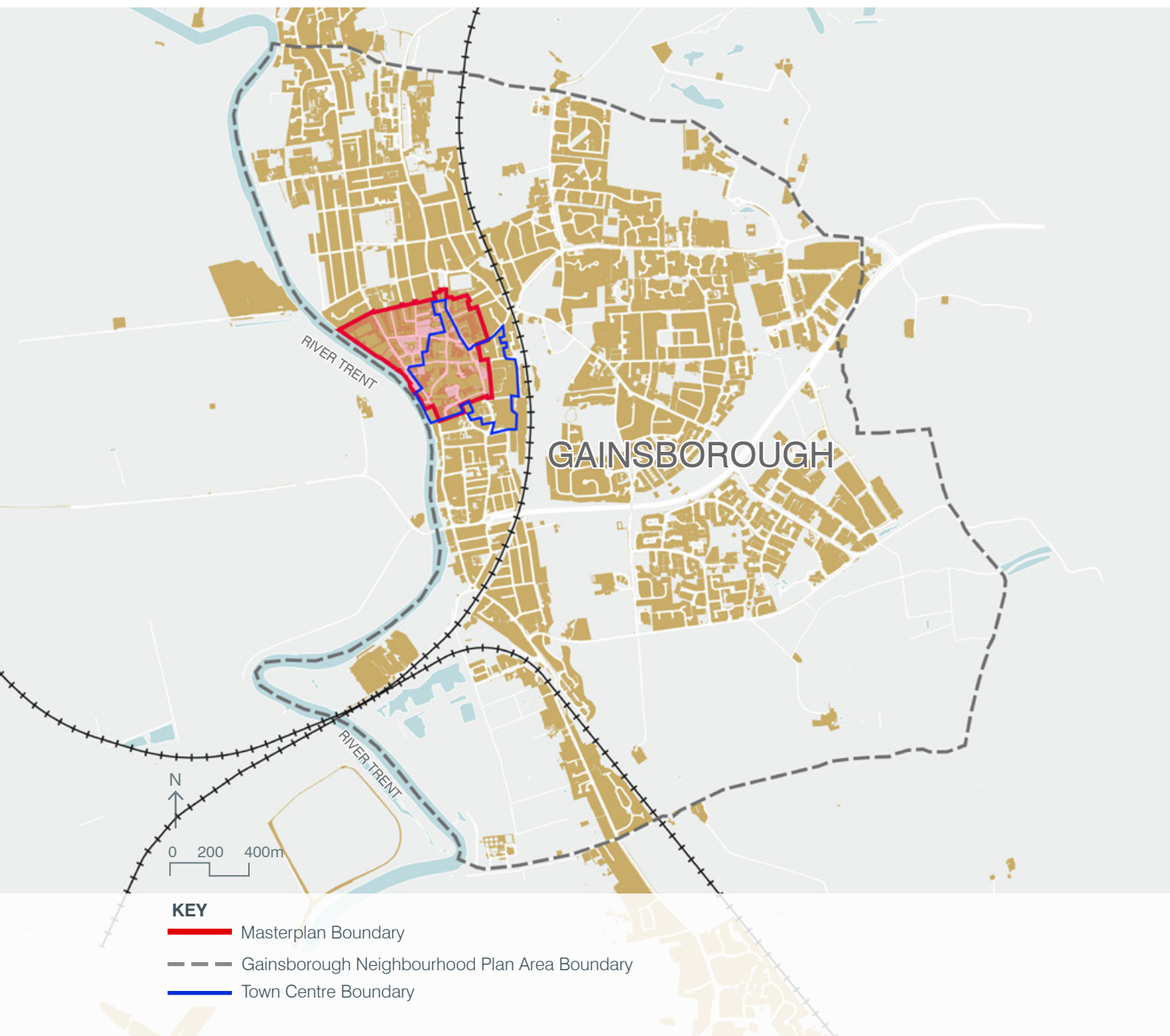
The Gainsborough Town Centre Neighbourhood Plan

The Gainsborough Town Centre Neighbourhood Plan was designated in January 2017. The Plan area covers the Gainsborough Town Parish area which includes all of the urban area of the town including its historic core.

The Neighbourhood Plan is currently in its early stages of production however it is anticipated the historic environment will be an important theme within it. The Neighbourhood Plan must endorse the adopted policies contained within the CLLP. The GTCHM will provide its evidence base to the Neighbourhood Plan and will promote its heritage focused strategic objectives to the Neighbourhood Plan team for consideration as part of the policy formation process.

The Neighbourhood Plan, once adopted, will form part of the Development Plan for West Lindsey.

- The full details of adopted planning policy for West Lindsey District Council can be found by following the link below:
<https://www.west-lindsey.gov.uk/my-services/planning-and-building/planning-policy/>



Regeneration Context

Overview

The Housing Zone status which West Lindsey has secured will lead to a significant increase in Gainsborough's population. Although housing growth is largely anticipated within designated urban extensions, some will take place within the established urban core. Regardless of where new housing is to be delivered those considering the move to Gainsborough will inevitably take into account the physical quality of the town centre and its retail vibrancy prior to committing to move. For this reason the renewal and enhancement of the town's historic core is vital to the success of District wide regeneration initiatives.

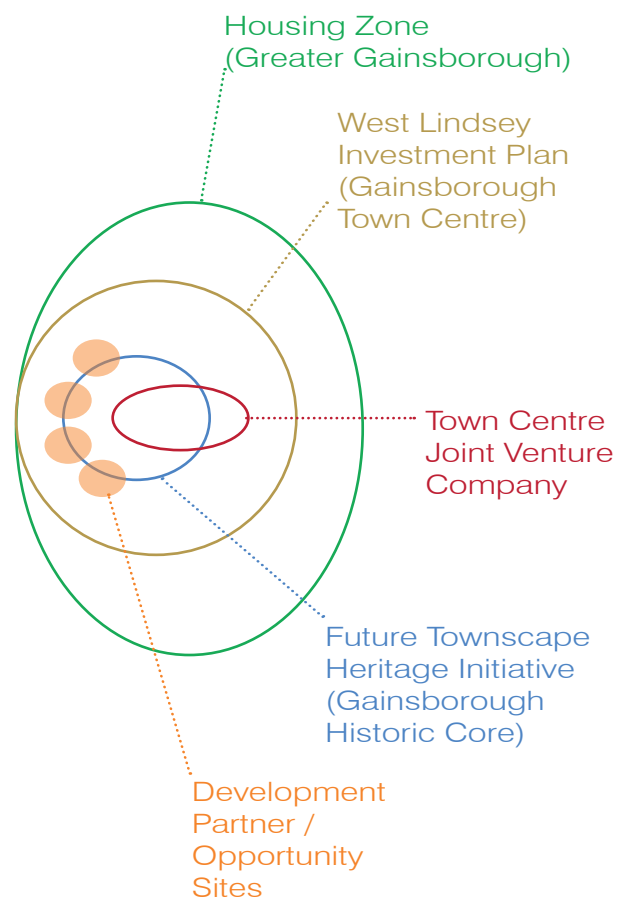
Projects which directly affect the physical environment within the historic town centre are subject to change as the Council's Regeneration team has to continually respond to Government funding initiatives, however, the following are of particular importance:

West Lindsey Investment Plan

This plan includes £5 million of Council funding which has been specifically allocated for the regeneration of Gainsborough town centre. It is anticipated that the Investment Plan resources will in part provide gap funding to unlock private sector investment in various major town centre projects.

Development Partner

WLDC are procuring a development partner to assist with the implementation of its Regeneration Delivery Plan for Gainsborough. Initially, this will include the development of the Council assets in Gainsborough town centre. It may also potentially deliver the Council's wider housing plans for Gainsborough, namely the Housing Zone agenda with the Homes and Communities Agency and assist in the delivery of the Urban Extensions.



Town Centre Joint Venture Company

WLDC has formed a joint venture company with Dransfield Properties Limited – Market Street Renewal Limited. Its purpose is to acquire vacant shops, refurbish and re-let these and undertake environmental improvements in Market Street, Chapel Alley and around Roseway. The joint venture company will bid for grant funds from other public bodies including both Lindsey Action Zone and the Council's own Gainsborough Fund and pilot targeted lettings pot. The joint venture company aims to act as a delivery vehicle capable of attracting investment into Gainsborough which might otherwise not have been available to the Council (acting alone).

Townscape Heritage Initiative

In 2016 West Lindsey District Council submitted a Round 1 application to the Heritage Lottery Fund for Townscape Heritage Initiative funding for the Lord Street area of the town centre. This application was unsuccessful. However, the Council has been encouraged by the HLF to submit a new one. The geographic extent of this application is to be determined but will cover properties and spaces within the Town Centre Conservation Area. Works eligible for funding will include: frontage and envelope improvement, bringing under-used properties back into full use, and public realm works.

Other Initiatives

The Council is discussing other initiatives which will support town centre renewal and enhancement with partners including the Home and Communities Agency, the Greater Lincolnshire Local Enterprise Partnership and Historic England.

- The range of local economic and regeneration initiatives currently being pursued by West Lindsey District Council can be found at:
<https://www.west-lindsey.gov.uk/my-business/growth-and-regeneration/>

Consultation

The GTCHM has been informed by stakeholder consultation and those engaged with include WLDC Officers, Historic England, the Heritage Lottery Fund and the Gainsborough Neighbourhood Plan team.

The Masterplan is not an adopted policy document but has used evidence to inform a series of objectives and priority interventions which are consistent with and supportive of the WLDC planning policy and regeneration strategy as set out above. The evidence gathered to support the GTCHM will be shared with those taking forward the Gainsborough Neighbourhood Plan and the renewal of the town centre Conservation Area Character Appraisals. The objectives and priorities set out in this document will, where supported, be submitted to community consultation as part of the Neighbourhood Plan and Conservation Area Character Appraisal development process.



GAINSBOROUGH TOWN CENTRE 2.0



Overview

The heritage significance of Gainsborough's town centre is recognised by its designation as a Conservation Area. Many of the buildings within the Town Centre Conservation Area are further protected by statutory listing (39 buildings).

The area covered by the GTCHM also includes the northern section Riverside Conservation Area and the western section of the Britannia Works Conservation Area (ie the parts which affect the setting of the historic town centre).

The buffer area included within the Masterplan boundary, contains little of any heritage significance but does provide the visually sensitive context to the historic core. Any change within the buffer area will have the capacity to affect the character of the historic core and may impact upon the settings of designated heritage assets (including the three conservation areas and the various listed buildings within them).

Despite the protection of the historic core its commercial fragility represents a serious threat to its survival. Historic England in their publication, *Heritage at Risk, East Midland Register 2016*, note that the condition of Gainsborough Town Centre Conservation Area is 'very bad' and that its vulnerability is 'high'.

The Conservation Area Character Appraisals for the three conservation areas are now all very dated and are in need of replacement with documents which reflect both the current condition of the town centre and current Historic England guidance and best practice. There are currently no Management Plans available for the three conservation areas.

WLDC is now reviewing the condition of the three conservation areas which cover the town centre, and will be publishing updated character appraisals in order to ensure that the anticipated town centre development responds appropriately to the historic environment. There are currently no Management Plans for these conservation areas and WLDC recognises that these will need to be put in place to complement the updated character appraisals.

View of the Market Place and the former Town Hall



View from Church Street looking towards Lord Street



View of Grade II listed building on Lord Street



Historic Development

The origin of Gainsborough dates back to at least the early medieval period when the first settlement was probably located between the Market Place and the River. Gainsborough had some importance to both Anglo Saxon and Danish settlers. King Alfred the Great married Elswitha, daughter of the chief of the Gaini (the people of Gainsborough) in 868.

Sweyn Forkbeard and Canute are both associated with the town. Canute was crowned King in Gainsborough and it is reputed that it was on the banks of the Trent that he failed to turn the tide (the Trent's tidal bore is called the Aegir).

During the Middle Ages both Richard III and Henry VIII visited Gainsborough Old Hall. The Old Hall and the town generally have associations with the Pilgrim Fathers. 2020 will be the 400th anniversary of the Pilgrim Fathers departure to the New World and will be celebrated throughout Gainsborough and centred on the Old Hall

The town was damaged during the English Civil War but saw much redevelopment during the C18th when a largely timber settlement started to be replaced by brick ones still evident today. The underlying morphology of the town survived the process of rebuilding with the Medieval street pattern around the Market Place remaining largely untouched.

Gainsborough grew as an inland port during the C18th and C19th serving the surrounding agricultural areas. The 1887 Ordnance Survey map shows an intensely developed riverfront with ship building and timber yards, oil and flour mills and malt-houses alongside the wharves and landing places.

Riverfront activity began to decline after the arrival of the railway in 1849 however around this time the Marshall's Engineering Company was established, which located to the east of the historic town centre at the Britannia Works site (now Marshall's Yard) in 1855. Marshall's helped to underpin the economy of the town until its closure in the mid 1990's.

William Rose of Gainsborough patented the world's first commercial wrapping machine in 1881 and Rose Brothers went on to manufacture equipment that was exported worldwide. During the Second World War the Rose Brothers developed the famous Rose Turret for the Lancaster bomber. Gainsborough suffered some bomb damage during the war including the partial destruction of the Town Hall.

The post war period saw ambitious plans developed for the 'improvement' of the historic town centre and these were in part implemented. Changes included the realignment of Caskgate Street and the creation of the open space facing the Trent, the clearance of the areas to the east of Silver Street and the Market Place, as well as the redevelopment of the north side of Market Street. Fortunately for Gainsborough the interventions of the 1960's left the early Medieval street pattern of the historic town centre largely intact.

Little Church Lane



Caskgate Street



Market Place



Heritage Audit

The production of the GTCHM has been informed by a comprehensive heritage audit. This exercise consisted of a street by street, building by building visual assessment of what Gainsborough's historic town centre consists of today. The audit assessed a number of themes, which when reviewed together, combine to provide an understanding of the relative condition of the town centre streets, the location of areas of vulnerability and the distribution of buildings and sites where intervention is desirable. The findings of the heritage audit are summarised below.



Heritage Audit extract

Silver Street South East Elevation



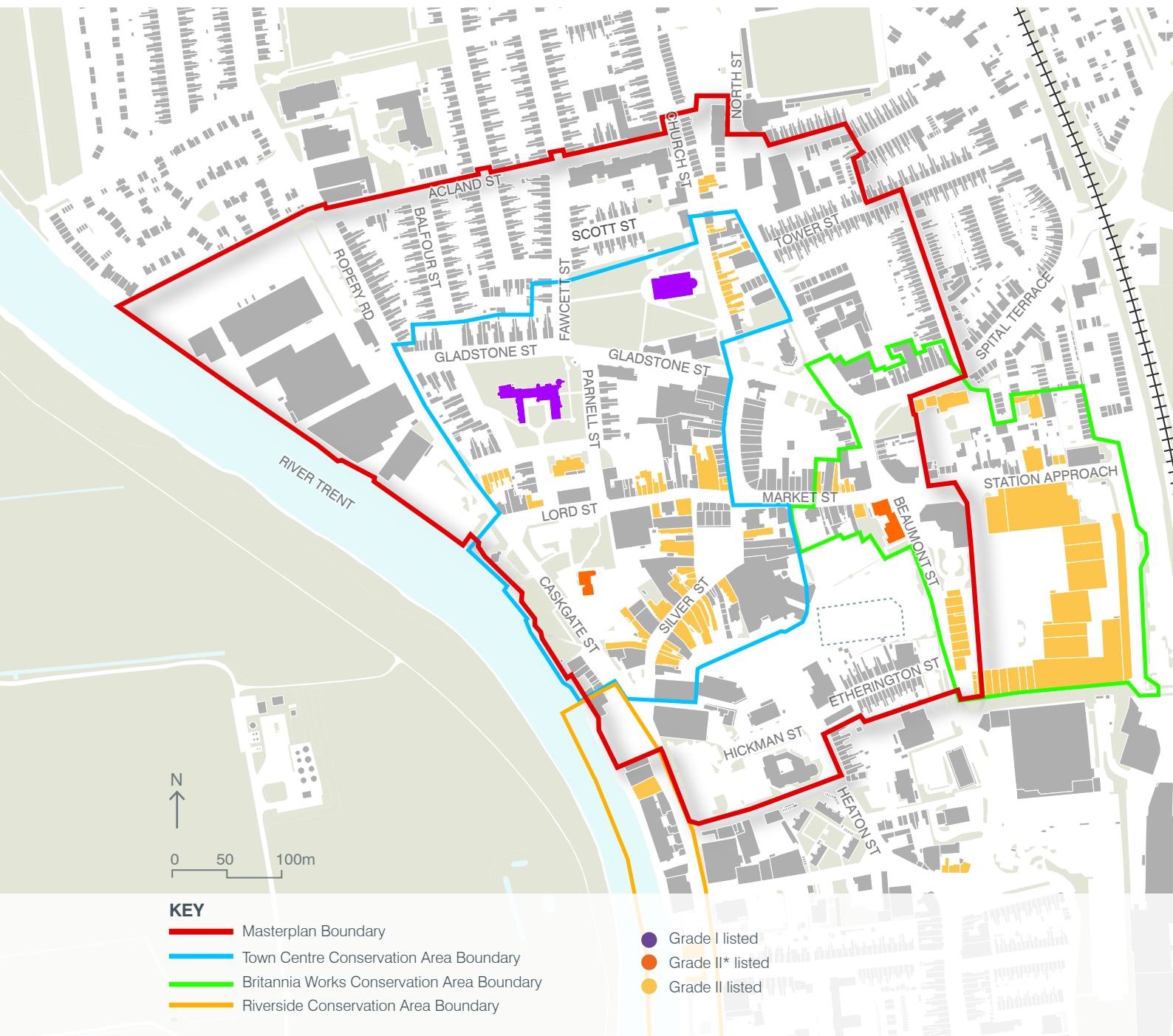


Building Significance

The heritage significance of the town centre is established by its designation as a conservation area by WLDC and its unique character is described by an appraisal. Whilst much of the content of Gainsborough Town Centre Conservation Appraisal remains relevant, inevitably the passage of almost 30 years since its publication means that some aspects of the historic environment within the Conservation Area have changed.

In addition, the best practice guidance concerning the production of Conservation Area Character Appraisals has progressed (Conservation Area Designation, Appraisal and Management - Historic England Advice Note 1, February 2016). West Lindsey is now committed to updating the Gainsborough Town Centre Conservation Area Character Appraisal as well as those for both Gainsborough Riverside and Britannia Works. This process will be informed by public consultation and is likely to include a review of the current Conservation Area boundaries and the possibility of introducing an Article 4 Direction (this limits certain permitted development rights in order to protect the character of the conservation area). There are two Grade I listed buildings within the town centre; All Saints Church, and Gainsborough Old Hall, along with two Grade II* listed buildings: Elswitha Hall and the former County Court Buildings.

A further 35 Grade II listed buildings are located within the Gainsborough Town Centre Conservation Area. In addition to these heritage assets which have had their significance recognised by statutory designation, all other buildings within the Conservation Area have been assessed for heritage and townscape significance. Lord Street, Market Street, Church Street, Silver Street and the Market Place all contain high concentrations of listed buildings which are complemented by non-designated heritage assets of clear value or townscape value. The character and townscape quality of these streets and spaces is, in most cases, compromised by poor quality late C20th interventions. These include shop fronts and signage which can be enhanced, poor quality boundaries which can be replaced, as well as negative buildings (which can be contextually harmful) which present a more substantial, but not insurmountable challenge.



Building Condition

Many of the buildings within Gainsborough town centre are well maintained and appear to be externally in good order. There are however a few buildings which are in a poor condition and these have a disproportionately negative impact upon the perception of the streets within which they are located.

Where poorly maintained buildings have the potential to enhance the character of the historic town centre these must be prioritised for intervention. Where there are also visually harmful contemporary structures, replacement may be the most appropriate long term objective.

Although listed buildings identified as requiring some maintenance are well distributed throughout the historic core there is a clear concentration along the east side of Church Street, opposite All Saints Church. Silver Street also contains a number of listed buildings which require maintenance and repair.

There are a number of buildings on Lord Street and Market Street which are poorly maintained and although many of these are not listed they nevertheless have a negative impact upon the character and perception of the town centre.

The buildings located within the Market Place are, with a few exceptions, generally well maintained.

Building Occupancy

Much of central Gainsborough is under-occupied. If a commercial building within the town centre is either empty or only partially occupied then the revenue it generates, particularly in an area where rental levels are weak, will struggle to ensure that the building is well maintained. There is therefore a direct link between occupancy and condition.

Within the town centre many of the buildings which appear to be fully occupied are the large floorplate mid to late C20th structures which in some cases are harmful to the character of the Town Centre Conservation Area. This highlights the need to reconcile occupier need for efficient retail floor space with the strategic objective of protecting and enhancing the character of the historic town centre.

There is a particularly high concentration of vacancy and under occupancy along Silver Street and this directly affects a number of listed buildings. However all town centre streets contain buildings of heritage significance which are under-occupied.

WLDC is actively seeking to ensure that the buildings which it owns within the town centre are brought back into full occupancy. They are also supporting other owners of vacant town centre property to bring vacant buildings and sites back into full economic use through both their planning powers and regeneration resources.

All Saints Church, Grade I listed



Gainsborough Old Hall, Grade I listed



Elswitha Hall, Grade II* listed



Open Spaces

Until the end of the C19th the largest open space within the town centre was the Mart Yard. This space was located between the Old Hall and Lord Street. The most important surviving public open space within historic town centre is the Market Place. This space is located at the junction of the principal historic north-south and east-west routes through the town. C20th changes to the highways system in Gainsborough have resulted in through traffic and car parking being removed from the Market Place. The Market Place has benefited from a major public realm investment project which included the introduction, throughout of natural stone sets.

The Market Place is an attractive townscape composition which is partially compromised by a number of poor quality mid-late C20th buildings, unsympathetic shop fronts and poor quality signage and fascias which surround it. The space could benefit from intensive and varied use and from some form of visual focus.

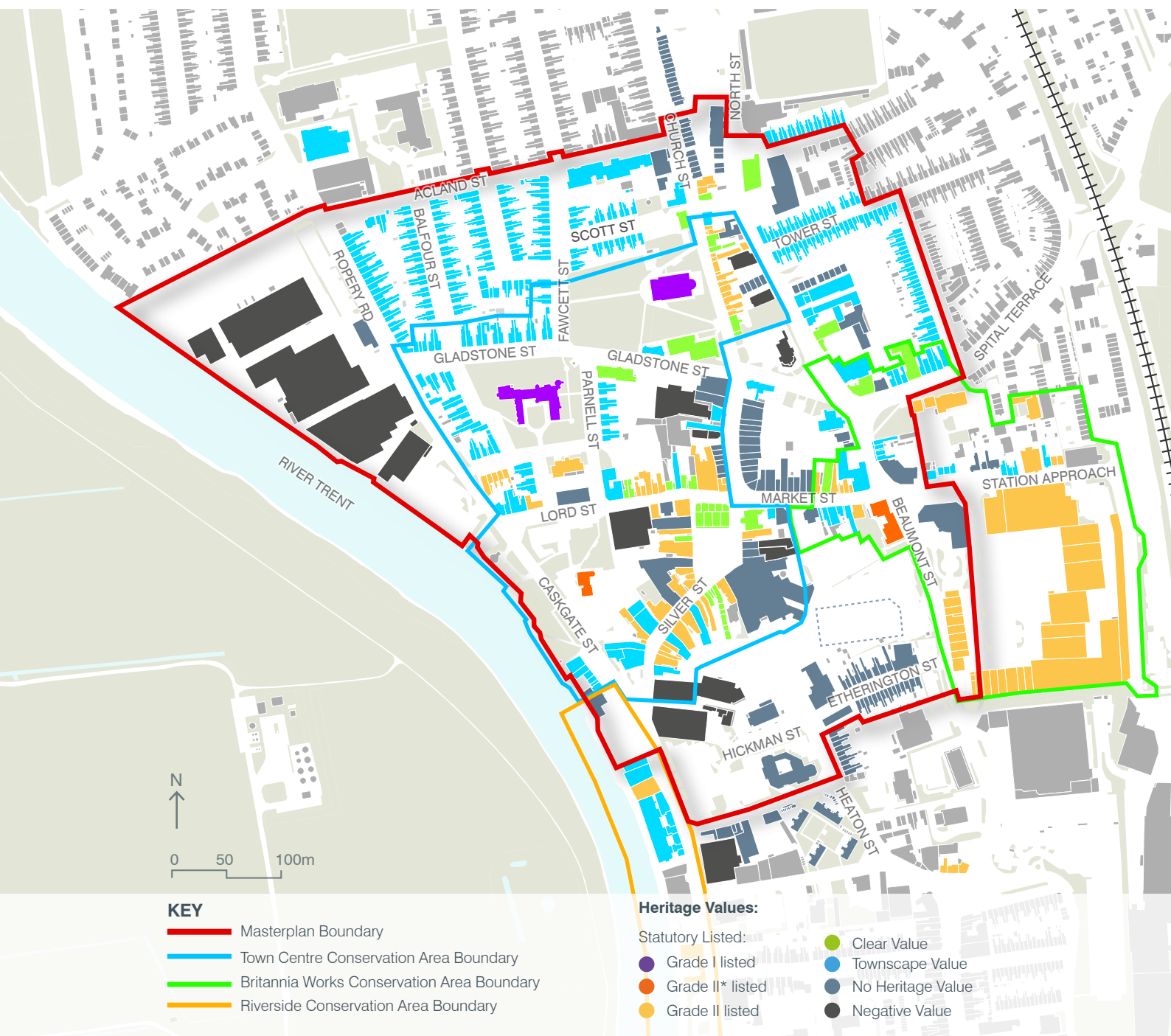
The All Saints Church Yard and the grounds surrounding the Gainsborough Old Hall both offer the potential for considerable enhancement both in terms of their amenity and appearance. The reinstatement of the lost railings to the Church Yard would be a major enhancement to the character of Church Street.

Whitton's Gardens were established after the introduction of Caskgate Street in the 1970's and are sandwiched between the highway and the Trent. The space is poorly connected to the town centre and it lacks natural surveillance due to tree cover. The definition of this space should be considered as part of an integrated approach to the renewal of Gainsborough Riverside.

Frontages

The main streets and spaces within the historic town centre contain a concentration of retail frontages. Where units are unoccupied they fail to contribute to the overall vitality of the town centre and have a negative impact on the performance of neighbouring retailers.

A further challenge for town centre retail frontages is the quality of design. Although Gainsborough town centre contains a number of examples of well-designed shop fronts there are many more which are unsympathetic to the character of the Conservation Area and in some cases frontages, fascias and retail signage are visually harmful. WLDC has recently prepared comprehensive guidance on the design of shop fronts and signage within Conservation Areas.



Opportunity Sites

The poor condition of many of the historic properties located within the town centre combined with significant levels of under-occupancy present a challenge for those seeking to deliver lasting and sustainable renewal. Paradoxically some of the most visually harmful developments, which took place within the town centre as recently as the late 1960's have been unpicked and now present Gainsborough with physical and economic opportunities.

WLDC is promoting the development of a number of major town centre sites which it controls and is in the process of procuring a delivery partner to bring these forward. Additional town centre sites may be brought into this process.

The opportunity sites include those which are recognised by WLDC as being critical to the successful regeneration of the town centre. The future development of these sites must result in the enhancement to the conservation areas affected.

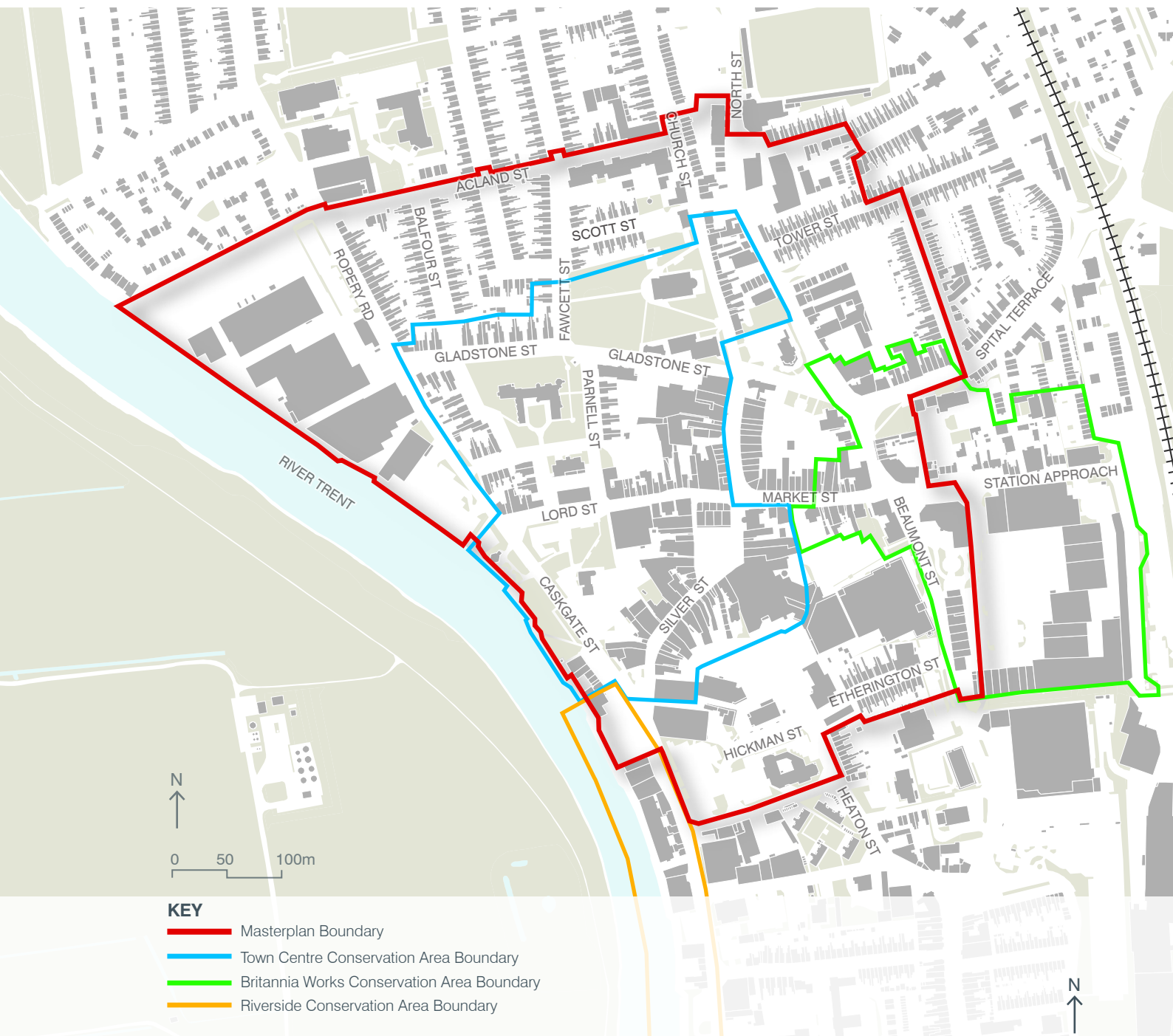
Most of the opportunity sites are proximate to listed buildings whose settings will be affected by development. As such future development proposals must, as a basic requirement of the planning process, consider the potential visual impacts which might result from delivery and ensure that appropriate design mitigation is put in place.

A further group of sites are those where commercial interest is established and the delivery of new development is being driven forward by the market. WLDC will employ its statutory planning powers to ensure that design quality is appropriate to the heritage significance of the context when proposals are brought forward for these sites.

Within the town centre there are a number of existing buildings which are visually harmful to the character of the conservation areas. In some cases it must remain a longer term ambition to see these buildings replaced however WLDC will consider acquisition where an economic case can be made for intervention.

The successful delivery of contextual development on Council owned town centre sites will result in the repair of streets and townscape within the conservation areas, and will also provide improved retail capacity and residential occupancy which will help to bring footfall and vitality back to the historic centre.

The historic town centre streets which link the various opportunity sites to Marshall's Yard (successful edge of centre retail destination) and the Riverfront (future mixed use central destination) will be positively transformed by the successful delivery of appropriate development on these sites.





VISION

3.0



Potential

The decline in traditional industries in and around Gainsborough and changes to the patterns of retail within the town centre have contributed to a gradual decline in the vitality of the historic core. In the past the struggle to attract investment has occasionally led decision makers to approve development within the historic town centre which has, in some cases, contributed to the erosion of its unique character. Character built up over centuries, once lost, is impossible to replace and the town centre has now been taken to the point where any further loss cannot be absorbed without the risk of irreversible harm to distinctiveness and identity.

It is now recognised that for the town centre to thrive economically and socially, the environment and in particular the historic environment, must be valued and supported through both policy and investment with WLDC taking the leadership role.

The anticipated population and housing growth in and around Gainsborough resulting from its Housing Zone status has the potential to help revitalise the town centre. It is acknowledged that a vibrant and attractive historic core will contribute towards encouraging a diverse range of households, including wealth creators, to move to the town.

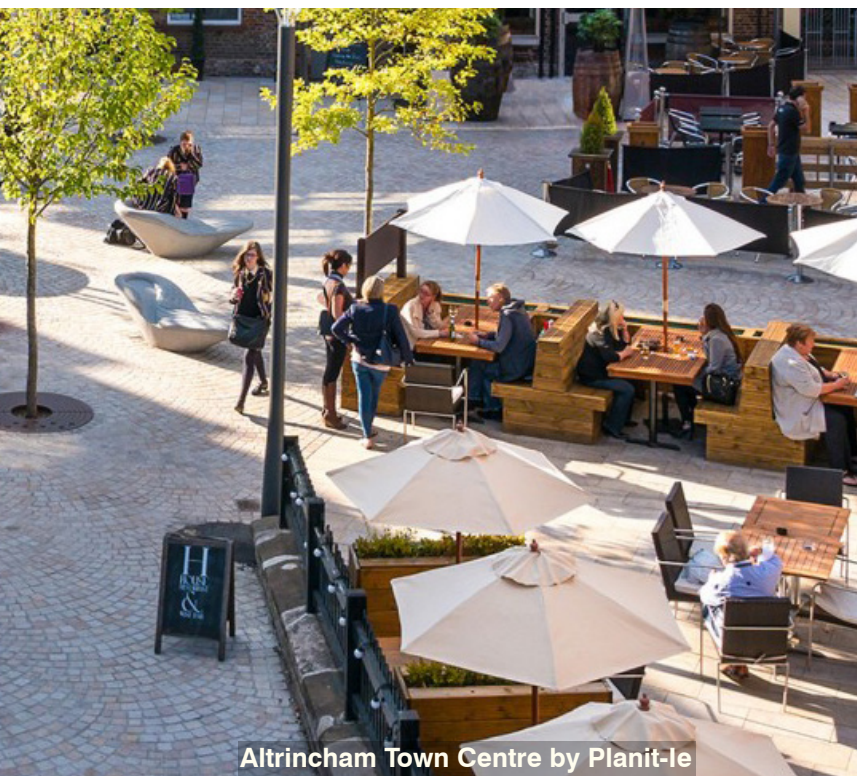
Vision

The Vision for the historic town centre is supportive of the heritage, design and Gainsborough town centre policies set out within the recently adopted CLLP and the ambition for the town described within the Gainsborough Development Framework (promotional document). The vision sees WLDC as both the guardian and the promoter of the historic town centre for the socio-economic benefit of all current and future residents and users.

- *“WLDC is committed to ensuring that its policies, investments and decision making will protect and enhance the fabric and vitality of the historic centre of Gainsborough. Any future development both within and impacting upon the Town Centre Conservation Area must seek to avoid visual harm to its townscape and the historic environment. Poor quality design and inappropriate land uses which will harm the historic environment of the town centre will be forcefully resisted by WLDC.”*

Objectives

The objectives set out overleaf act as a link between the ambition of the Vision for the future of the historic town centre and future projects. The objectives are interconnected and are largely, but not exclusively, focused on managing change within the historic environment.



Altrincham Town Centre by Planit-le



Kingston Market Place, 2014



Wigan Market Place by Re-Form



Altrincham Town Centre by Planit-le

UNDERSTANDING

Effectively communicate the history of Gainsborough

The history of Gainsborough and its connection to events and characters of national and even international importance will be revealed. Through interpretation material, signage, public art and promotion the town will celebrate its past, including its connection to the Pilgrim Fathers. The Mayflower 400 project, which will celebrate the Pilgrim Fathers voyage in 2020, will be complemented with material covering other aspects of the towns past.

Promote access to sources of heritage knowledge

WLDC will encourage those planning physical interventions within the historic core to access readily available sources of local heritage information to help inform design and development proposals. Valuable archival material relevant to Gainsborough town centre is kept by the Gainsborough Heritage Centre, Gainsborough Library and Lincolnshire Historic Environment Record.

Improve understanding of heritage significance

WLDC is renewing the three Conservation Area Character Appraisals which cover the town centre and adjoining areas. These will explain what is significant about the heritage of the town centre and will define its unique and distinctive character. The updated Conservation Area Character Appraisals will be adopted as policy and will inform future planning decision making.

Support the preparation and maintenance of a list of locally important heritage assets

WLDC will support the Gainsborough Neighbourhood Plan team with its ambition to compile a list of locally important heritage assets. Material produced in connection with the production of the GTCHM which is being produced to inform the renewal of the town centre Conservation Area Character Appraisals will be made available.

PROTECTING AND ENHANCING

Repair and Re-use

Where town centre buildings of recognised heritage significance are vulnerable as a result of neglect and/or full or partial vacancy, WLDC will engage with owners to encourage appropriate intervention. Where adaption of historic fabric is required to unlock a sustainable future for a building this will be supported subject to appropriate justification.

Employ existing statutory powers

Where the neglect of historic buildings (and others) within the town centre cannot be addressed by offering access to financial and technical support, WLDC will employ its statutory powers to intervene.

Provide technical and financial support

Where buildings of recognised heritage significance (designated and non-designated heritage assets) are in a poor physical condition WLDC will seek to identify mechanisms that will provide financial support and technical expertise to owners.

Shop Fronts

WLDC has recently published a Shop Front Design Guide which provides comprehensive guidance on how replacement shopfronts should be treated within the Town Centre Conservation Area. Planning applications and listed building consent applications for shop front replacements should reference this document

INTERVENING

Remove or otherwise mitigate visually harmful features

The town centre contains a number of visually harmful buildings and spaces which negatively impact upon the settings of designated heritage assets and also harm the character of the Town Centre Conservation Area. Where resources and opportunity allow, WLDC will acquire and mitigate harmful features either as landowner or development promoter.

Ensure that new development responds to identified character

All new development proposed for sites within the Town Centre Conservation Area, or impacting upon it, must demonstrate an understanding of heritage significance and townscape (including views). Heritage and Townscape and Visual Impact Assessments will be required to support and justify all major planning applications within Gainsborough's historic core. Assessments must be prepared by appropriately qualified individuals.



MONITORING AND MANAGING



Improve understanding of heritage significance

WLDC will ensure that a suitably qualified Conservation Officer is available to monitor the quality of future town centre planning applications and listed building consent applications. The Conservation Officer must also be able to direct applicants and building owners to grant funding.

Management plans

WLDC will prepare management plans for the Town Centre Conservation Areas which will set out the guidance on how interventions, including highways maintenance, works by statutory undertakers as well as repair and maintenance of buildings should be carried out. The management plans (subject to consultation) may contain Article 4 Directions which limit permitted development rights.



HERITAGE FRAMEWORK

4.0







Intervention Strategy

The area covered by the GTCHM includes all of the Gainsborough Conservation Area, along with the northern part of the Gainsborough Riverside Conservation Area and the western section of the Britannia Works Conservation Area which are both contiguous with it. The current review of the three areas may conclude that mergers or boundary changes are required. The GTCHM also includes buffer areas to the north and south of the designated conservation areas. Change within these buffer areas will have the capacity to impact visually upon both the character of the conservation areas and the settings of other designated heritage assets within them.

The GTCHM recognises that change within the area as a whole (including both the currently designated conservation areas along with the buffer area) is both inevitable and, in certain locations, desirable. The areas where intervention must be prioritised are those where high levels of heritage significance coincide with high levels of vulnerability. In addition locations (including some existing buildings) within the conservation areas that are harmful to its character or which harm the settings of listed buildings are equally important targets for intervention.

The identification of heritage significance and building vulnerability was carried out in 2016 and was used to help inform a Townscape Heritage Initiative application. This 'heritage audit', the findings of which are summarised within section 2 of this document, was supported by cost information for the repair and adaptation for individual buildings. The heritage audit focused on the historic streets and spaces which define Gainsborough's historic and commercial heart:

-  Lord Street/Market Street
-  Market Place
-  Silver Street
-  Church Street

Locations and buildings within the Town Centre Conservation Area which are of the greatest heritage significance but which are not considered vulnerable (ie All Saints Parish Church and Gainsborough Old Hall) are not identified as intervention areas but are nevertheless covered by the objectives of the GTCHM as set out within section 3.

The areas where sites and buildings which are harmful to the character of the Town Centre Conservation Area and which have been identified as priorities for intervention are as follows:

- 1 Elswitha Hall site
- 2 Baltic Mill site
- 3 Hickman Street
- 4 Riverside

With the exception of the Riverside site all the others are within the ownership of WLDC giving them significant control of both the design approach and the ultimate procurement and delivery mechanism. This control will allow WLDC to use these sites as potential demonstrators setting out the standards of design that will be required from others seeking development sites within or adjacent to the historic town centre.

All the above opportunity sites are sensitive and are either within conservation area boundaries or are adjacent to them. The Elswitha Hall site is located within the Town Centre Conservation Area boundary and contains the Grade II* listed Elswitha Hall. The Baltic Mill site is located within the Gainsborough Riverside Conservation Area. Both the Hickman Street and Riverside sites are proximate to conservation area boundaries.

Whilst all parts of the historic town centre are important there is nevertheless a need for an informal intervention hierarchy. This reflects the fact that resources are finite and therefore locations which have the greatest potential catalytic and regenerative impact must be prioritised. Successful early delivery will help to build vital investor, developer, occupier and community confidence which will help the entire town.

The most important area is determined to be Lord Street/Market Street which links commercially successful Marshalls Yard to the cluster of development opportunity sites which line the Trent to the west. The successful renewal of Lord Street/Market Street will help to encourage east-west footfall which will then flow into adjacent streets. This priority route is followed by the Market Place, Silver Street and finally Church Street.

Should windfall opportunities, in terms of public sector funding or private sector development, emerge which are outside this sequence they should be welcomed. The delivery of all the town centre opportunity sites is important to WLDC however, the Elswitha Hall is the highest priority in heritage terms.

Intervention Areas

The GTCHM sub-divides the historic core into four intervention areas. These are based upon the main surviving historic routes or spaces within the town centre and also contain high concentrations of both designated and non-designated heritage assets. The intervention areas (with the exception of the Horse and Jockey public house and the KFC car park, Church Street north and Market Street east) all fall within the boundary of the Town Centre Conservation Area. The Market Street east area falls within the Britannia Works Conservation Area.

The intervention areas do not include the All Saints Church or Gainsborough Old Hall for reasons explained above and do not include the residential streets or the development opportunity sites which largely constitute the buffer area. The GTCHM is focused on restoring vitality to the retail and commercial heart of the town in order to secure its long term sustainability.

Where buildings within intervention areas are designated as heritage assets (or are assessed as being important non-designated heritage assets) and where they are compromised by inappropriate alterations and additions, lack of maintenance or under occupancy, intervention leading to enhancement of the asset, including its return to full economic use, should be prioritised.

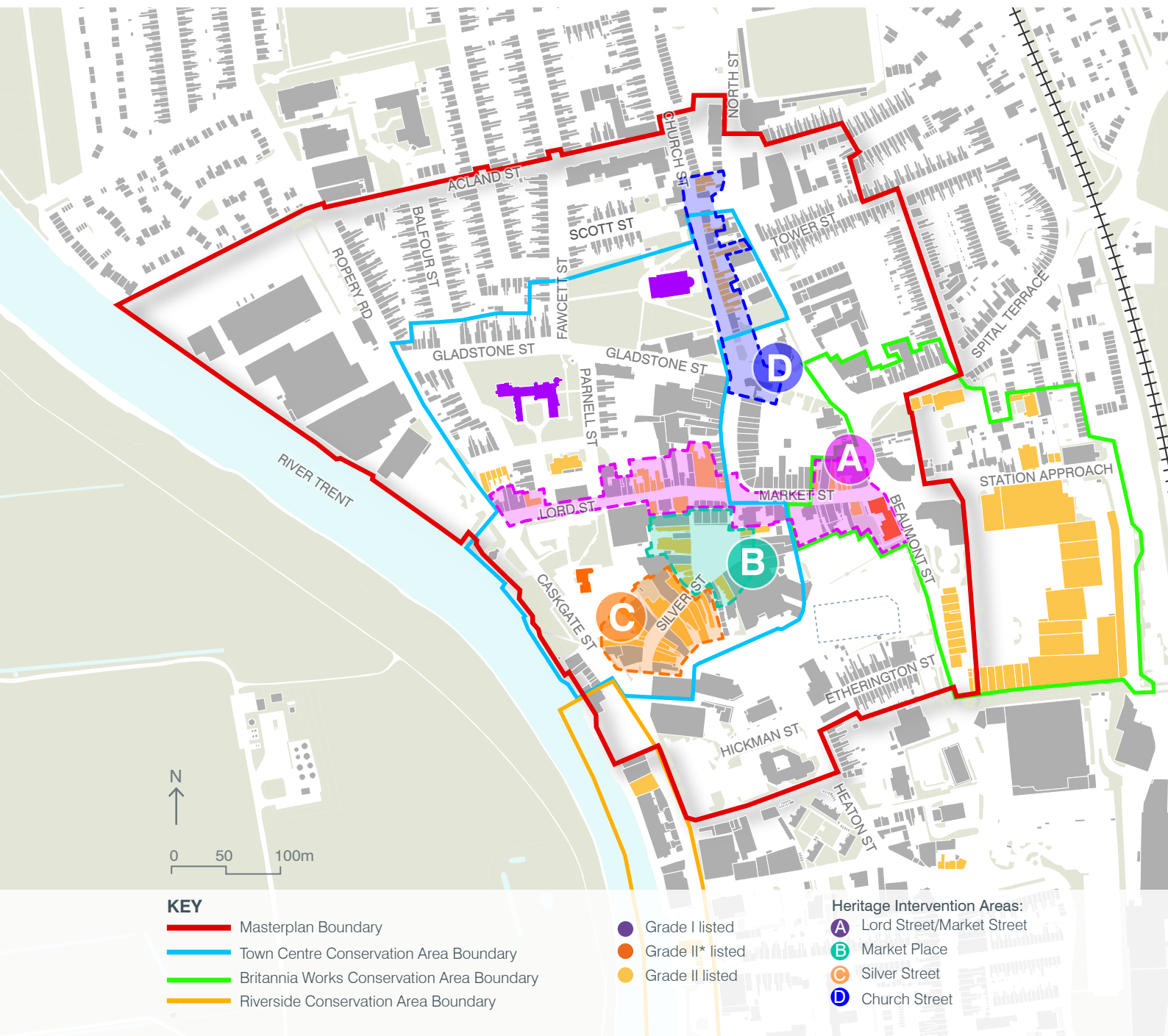
Where buildings are of no heritage value but compromise the setting of a heritage asset or harm the character of the conservation area then intervention should be considered when delivery is assessed as being feasible.

Where deliverability is likely to prove difficult due to ownership, funding or viability issues interventions should not be prioritised unless the building concerned is either a designated heritage asset or a non-designated heritage asset of acknowledged significance.

The four intervention areas are described on the following pages. Each has a different character presenting unique challenges and opportunities. The heritage audit of the significance, which also assessed vulnerability and the potential/need for intervention on a building by building basis has informed the approach to intervention.

The following pages provide a summary of each of the town centre intervention areas. Those who wish to review the detailed heritage audit and costings which inform these summaries should contact the Regeneration team at WLDC.

- Details of the heritage audit can be found within the Gainsborough Town Centre Heritage Masterplan - Intervention Projects document (Nov 2016)





Lord Street and Market Street

Description

This is the principal east-west axis of the historic town centre and although it has witnessed a number of significant and not always sympathetic interventions during the C20th it has managed to retain its distinctive character. This is particularly important at the Lord Street/Market Street junction where a number of designated and non-designated heritage assets are clustered.

The western end of Lord Street was until the early C20th dominated by the Mart Yard, an open space which addressed the Old Hall. The introduction of Parnell and Bright Streets in the late C19th was followed by the development of the town library within the Mart Yard immediately prior to WWI.

To the south of the Mart Yard a tight network of lanes, including Caskgate Street, surrounded Elswitha Hall. This tight grained morphology began to disappear in the 1960's when the new Guildhall was constructed on the south side of Lord Street followed by the introduction of the re-aligned Caskgate Street in the late 1970's.

The western end of Market Street (north) saw the development of a major mixed use block which extended to the eastern side of Church Street during the 1960's. This block attempted to follow some of the material, massing and height conventions common to the town centre and facilitated the widening of Church Street (south).



Lord Street

The regeneration of Gainsborough town centre will be dependent upon the success of transformation and renewal of this route. At its eastern end is the successful Marshalls Yard retail development and the offices of WLDC. At its western end is the River Trent and a number of large development opportunity sites that will introduce new footfall generators to the town. At the mid-point of the route is the Town Hall/Butter Market building which will seek to provide focus not just to this route but to the town as a whole.

Improving the condition of this route by both enhancing existing properties and introducing sensitively designed new buildings, containing active ground floors and town centre uses, is a priority which must establish the aspirational quality benchmark for the rest of the town centre.



Heritage Significance:	
Gainsborough Town Centre Conservation Area (Lord Street and Market Street west)	
Britannia Works Conservation Area (Market Street east)	
Grade I (Elswitha Hall visible)	
Grade II* Buildings	1
Grade II Buildings	10
Other buildings of heritage and townscape value	13
Intervention (based upon assessment vulnerability and visual harm mitigation):	
Priority 'A' buildings	6
Priority 'B' buildings	3
Priority 'C' buildings	8
Negative buildings	2
Intervention Area Priority:	A



B The Market Place

Description

The Market Place, together with the Town Hall/Butter Market (former Town Hall) is the geographical and perceptual heart of Gainsborough. King John granted the town its Market Charter in 1204 and it is fair to assume that both the market and the Market Place have been commercially important to the town for over 800 years.

Historically the Market Place was located on the main north-south route through the town with Silver Street entering from the south and Church Street entering from the north. Through traffic was removed from the Market Place in order to create a large pedestrianised space which extends to include Lord Street (east) and Silver Street. One of the consequences of the removal of vehicular traffic is the perception of emptiness at certain times of day. Lack of movement and vibrancy are generally a threat to successful retail environments.

The Market Place is accessed by only two main routes, together with a few minor alleys, and this limited permeability contributes to the limited vibrancy of the space.

The Market Place is lined by a variety of buildings constructed at various times throughout the last 200 years and although these differ in architectural quality there is an overall unity to the enclosing frontages. None of the ground floor occupiers



Market Place

currently make use of the adjacent Market Place. The public realm within the Market Place consists of porphyry sets and is of a good quality however this is a large space and the treatment is uniform with no visual focus.

The challenge for the Market Place is to change it from being geographically and perceptually at the heart of Gainsborough to it being commercially at the heart of Gainsborough (ie a destination). The future of the Town Hall/Butter Market building is key to unlocking the future of the Market Place. This building links the Market Place to the streets to the north and could contain a mix of uses, including leisure, culture and food/drink (and other uses) which could spill out into the space to the south and activate it. Improved and specialist day markets and some experimentation regarding access and movement would contribute to restoring vitality to the Market Place.



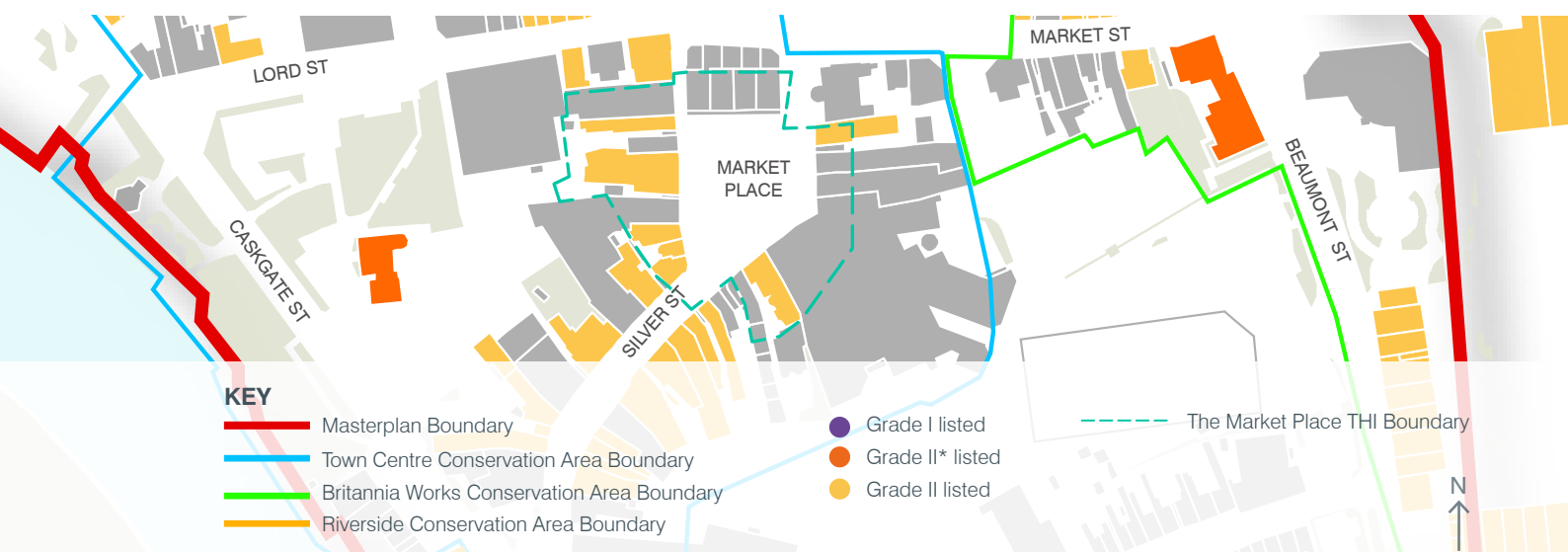
Heritage Significance:

Gainsborough Town Centre Conservation Area	
Grade II Buildings	7
Other buildings of heritage and townscape value	3

Intervention (based upon assessment vulnerability and visual harm mitigation):

Priority 'A' buildings	2
Priority 'B' buildings	5
Priority 'C' buildings	4
Negative buildings	0

Intervention Area Priority: **B**





Silver Street

Description

Silver Street was the main route south from the Market Place until the construction of the re-aligned Caskgate Street in the 1970's. Routes off the south western section of Silver Street, including Chapel Staith connection to the Market to the Trent.

A busy main route was transformed into a truncated dead-end with no connection to the River when the highways work took place. The street now suffers from lack of footfall with no strong destination at its southern end.

In order for Silver Street to be returned to a vibrant retail and commercial thoroughfare it will be necessary to establish improved pedestrian links to the River and to provide a strong destination along the Riverfront. Developments being promoted by WLDC on the Baltic Mill site and at the Elswitha Hall site have the potential to provide the required western 'anchor'.

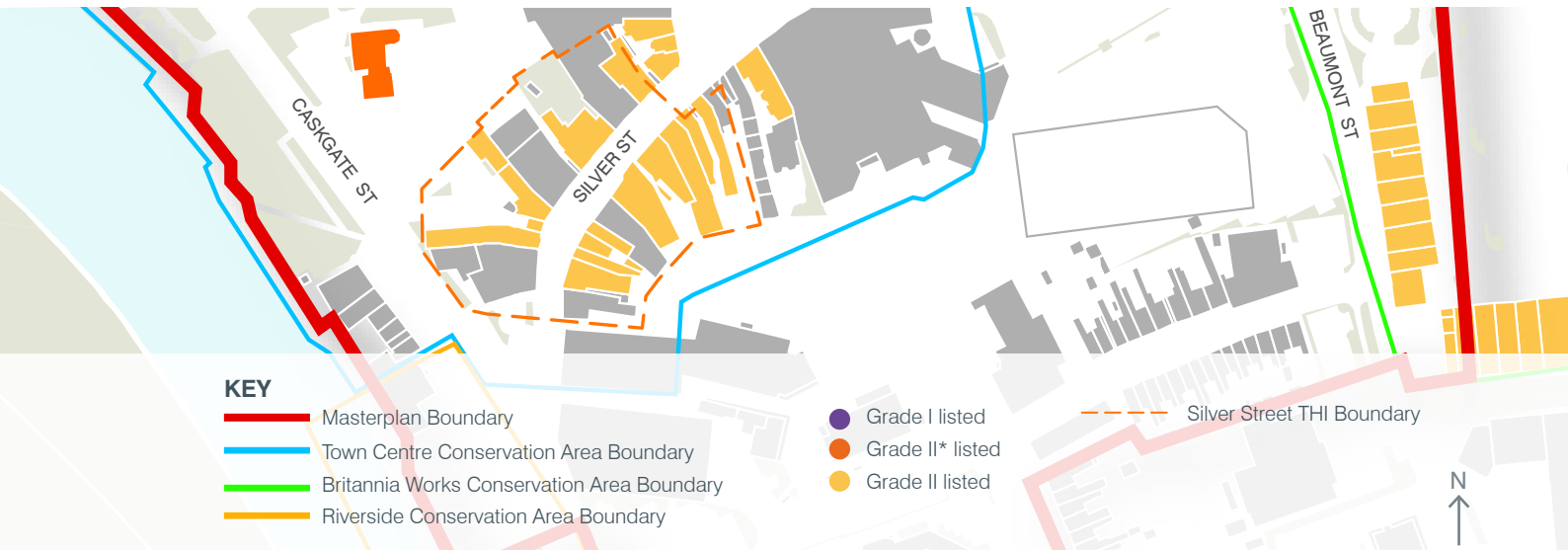


Silver Street



Silver Street

Heritage Significance:	
Gainsborough Town Centre Conservation Area	
Gainsborough Riverside Conservation Area (Adjacent)	
Grade II Buildings	7
Other buildings of heritage and townscape value	6
Intervention (based upon assessment vulnerability and visual harm mitigation):	
Priority 'A' buildings	6
Priority 'B' buildings	1
Priority 'C' buildings	5
Negative buildings	1
Intervention Area Priority:	C



D Church Street

Description

Church Street is the historic route which entered Gainsborough from the north, passing All Saints Church before entering the Market Place to the south. The buildings ranged along the eastern side of Church Street (north) generally occupy narrow deep (burgage) plots which have survived from the medieval period and provide an excellent setting for the Church.

The survival of a fascinating collection of C18th and C19th buildings has been compromised by developments which have failed to appreciate their sensitivity and has resulted in visual harm and possibly contributed economic harm.

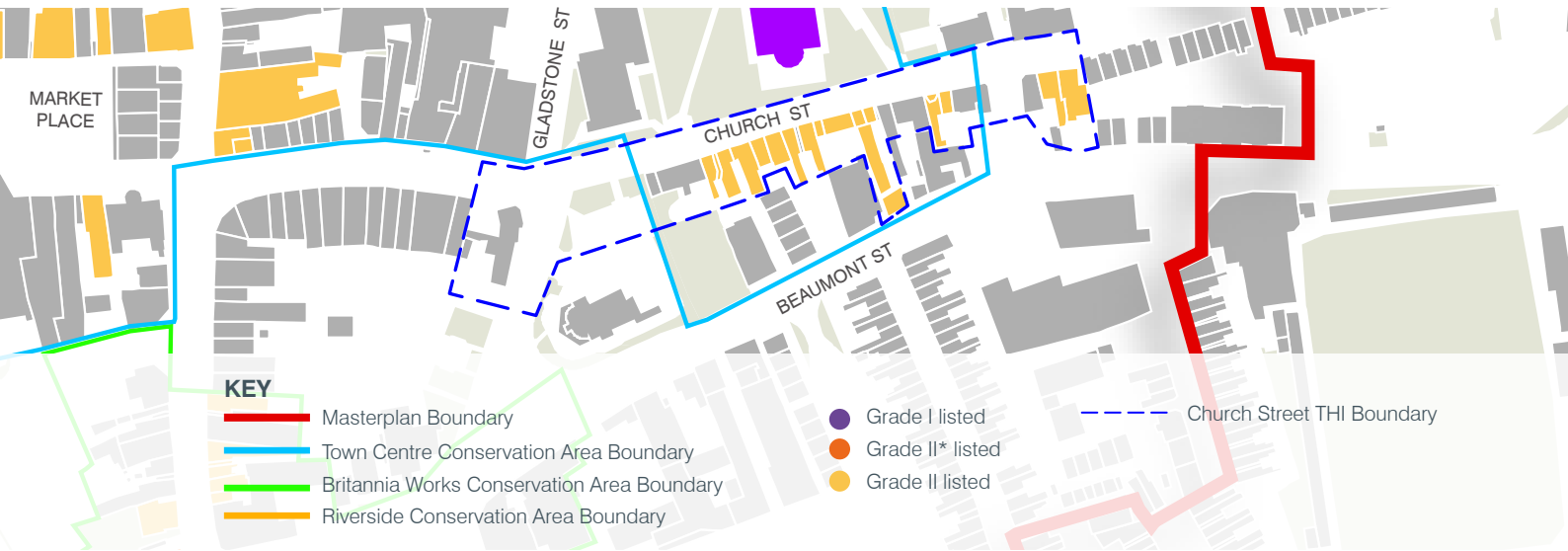
The introduction of Roseway during the inter-war period resulted in Church Street being cut in two. The recent introduction of a drive through restaurant and its associated surface car park located to the north of Roseway has exacerbated pedestrian movement and visual severance helping to detach the area from the core to the south. This appears to have proved problematic for the surviving retailers.

It is desirable to see the connection between the two sections of Church Street visually strengthened and to see pedestrian movement improved to help stimulate footfall along its retail frontage.





Heritage Significance:	
Gainsborough Town Centre Conservation Area	
Grade I (All Saints Church adjacent)	
Grade II Buildings	8
Other buildings of heritage and townscape value	5
Intervention (based upon assessment vulnerability and visual harm mitigation):	
Priority 'A' buildings	5
Priority 'B' buildings	3
Priority 'C' buildings	2
Negative buildings	1
Intervention Area Priority:	D

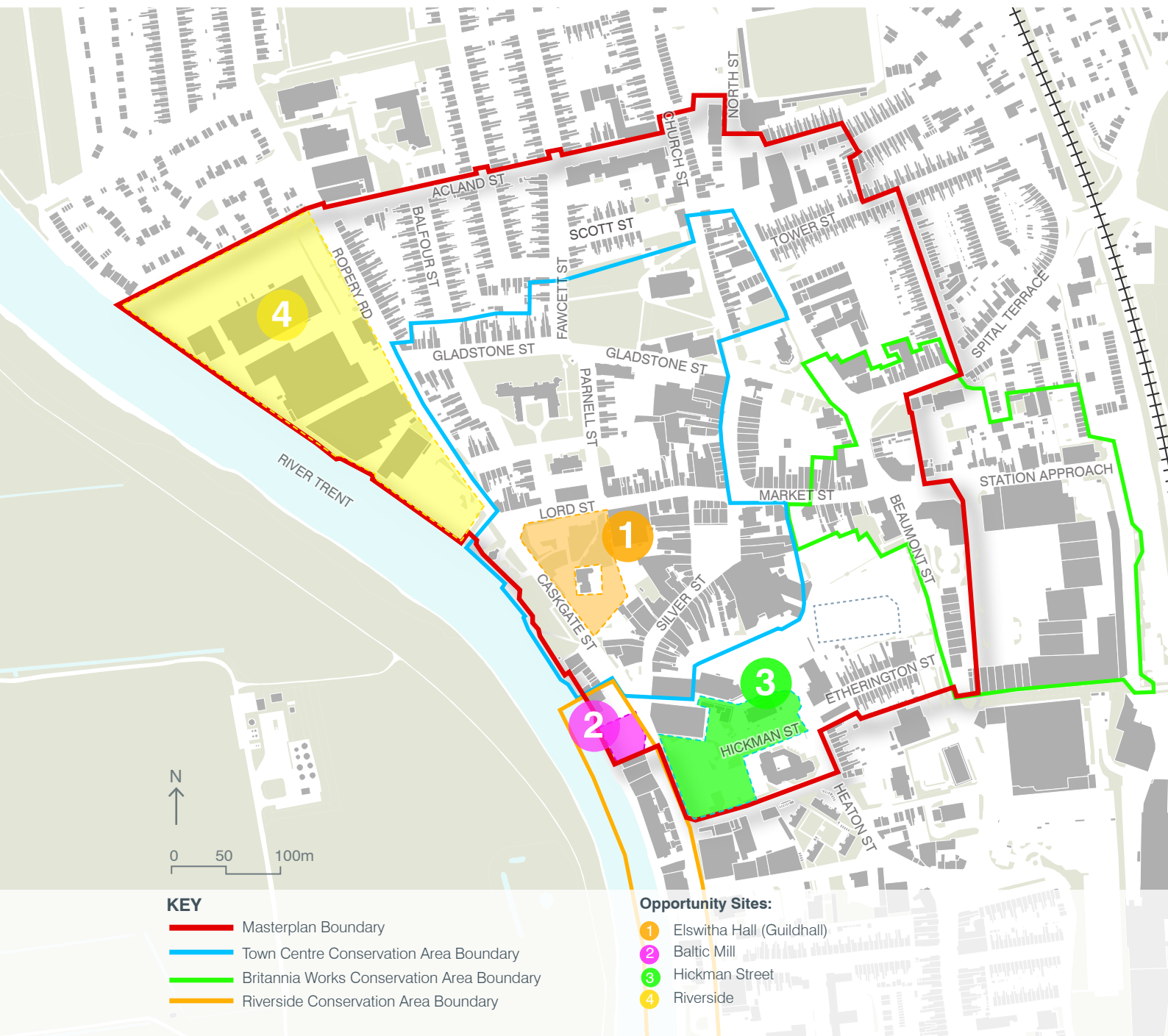


Opportunity Sites

The development of the priority town centre opportunity sites will lead to heritage, townscape and visual impacts. It is important therefore that the significance of each site is fully understood prior to detailed design being commenced. The designs for each site must show, within the Design and Access Statement supporting any future planning application, how an understanding of heritage significance has informed the design process. Evidence of post rational design where inappropriate proposals seek to justify visual harm (or harm to fabric) will be resisted by WLDC.

Heritage impacts (including potential below ground archaeology), townscape and visual impacts must be considered, and, where appropriate, justification for the design response, together with an explanation of appropriate design mitigation measures, must be set out. Methodologies for assessing heritage, townscape and archaeology must be agreed in advance with WLDC Conservation and/or Planning Officers.

The above should not be seen as a constraint on ambitious and imaginative development. Many of the priority opportunity sites have been occupied by very high density development in the past, and subject to careful consideration of significance and impacts, they are all capable of accommodating new development that can balance the deliverability needs of commercial viability with that of protecting the historic environment.



1 Elswitha Hall (Guildhall)

Description: Car parks and land associated with the former Guildhall. The site may be expanded to incorporate the adjacent retail unit (B&M Bargains) subject to negotiation. New development must protect and enhance the setting of Elswitha Hall (Grade II*) and must reinstate the Lord Street frontage.

Area: 0.874 hectares

Heritage Significance (Site):

Elswitha Hall Grade II*

Site within Town Centre Conservation Area

Context

Site visible from:

Gainsborough Old Hall (Grade I)

16-18 Silver Street (Grade II)

7 Lord Street (Grade II)



Planning Requirements:

Heritage Assessment

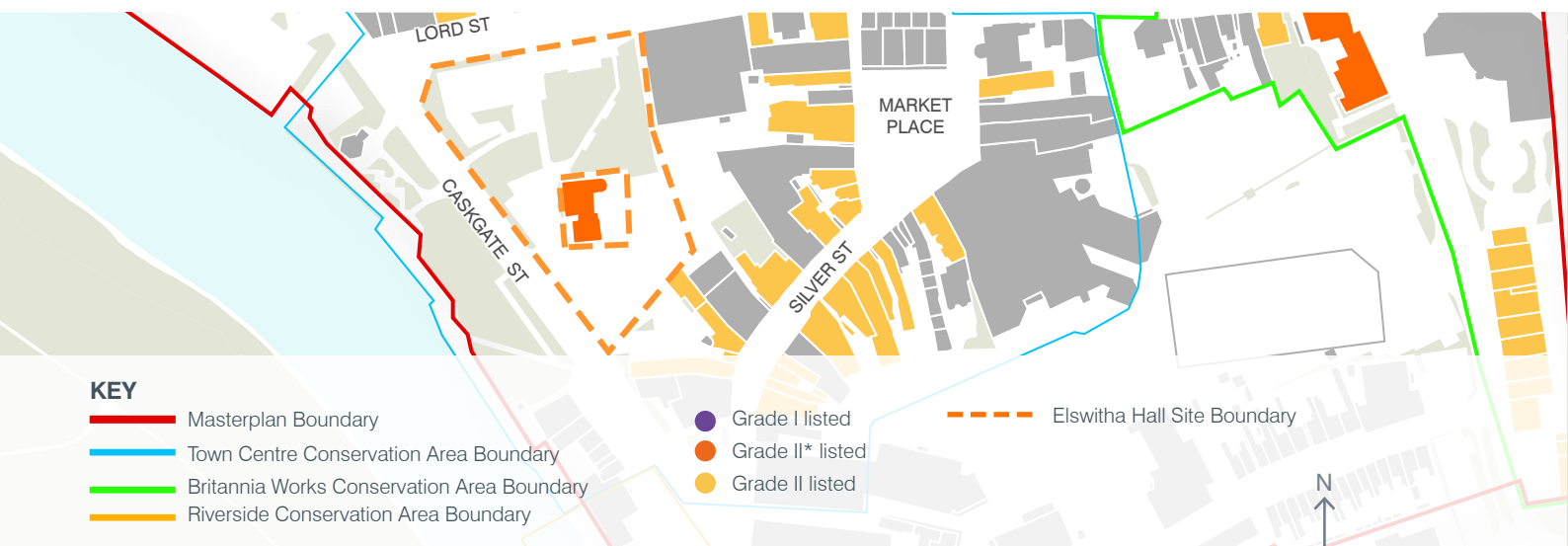
Heritage Impact Assessment

Townscape and Visual Impact Assessment

Archaeological Assessment of Site

Heritage Priority

A



2 Baltic Mill

Description: The site of the former Baltic Mill together with unoccupied buildings located to the south. The site is located within the Riverside Conservation Area, but terminates the important view from the Market Place and Silver Street. New development must respond to this view whilst exploiting the potential of a prime riverfront site.

Area: 0.274 hectares

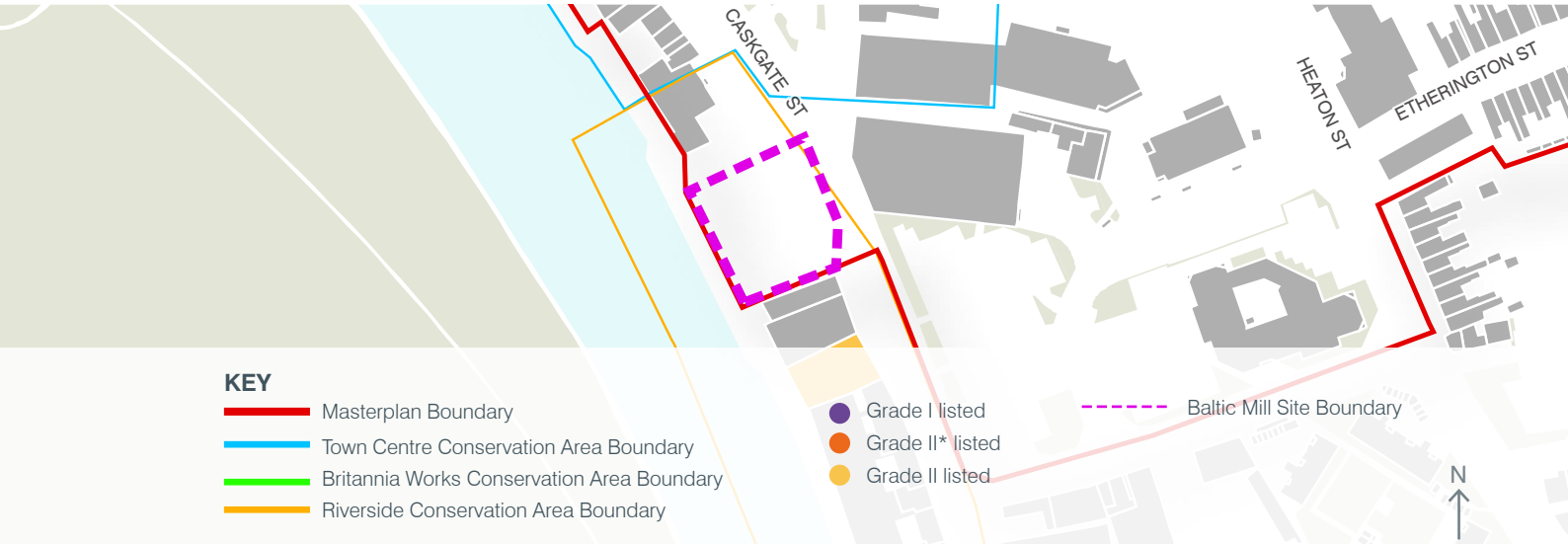
Heritage Significance (Site): Site within Gainsborough Riverside Conservation Area
Site adjacent to Town Centre Conservation Area

Context:
Site visible from:
Elswitha Hall (Grade I)
10 Silver Street (Grade II)
16-18 Silver Street (Grade II)
Dog Island Moat (SoM)



Planning Requirements (Guidance Only):
Heritage Assessment
Heritage Impact Assessment
Townscape and Visual Impact Assessment
Archaeological Assessment of Site

Heritage Priority B



3

Hickman Street

Description: The site consists of surface car parking and is located to the south of the Town Centre Conservation Area and to the east of the Riverside Conservation Area. New development must respond to the character of the conservation areas.

Area: 0.844 hectares

Heritage Significance (Site):

Site adjacent to Gainsborough Riverside Conservation Area.

Site adjacent to Town Centre Conservation Area.

Context:

Site visible from:

20 Bridge Street (Grade II)



Planning Requirements:

Heritage Assessment

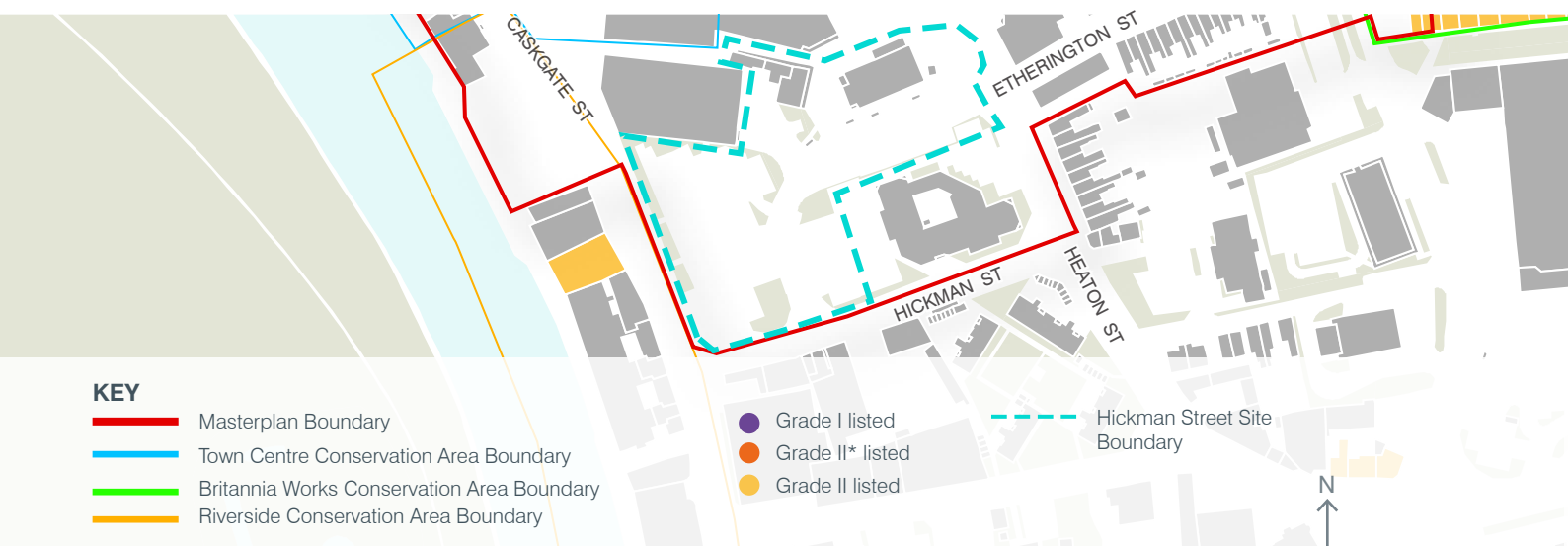
Heritage Impact Assessment

Townscape and Visual Impact Assessment

Archaeological Assessment of Site

Heritage Priority

C



4 Riverside

Description: The Albion Works site occupies a prime riverfront location to the west of the Town Centre Conservation Area. The scale and central location of the site provide the opportunity to develop mixed use scheme which should exploit the riverside to establish a destination. Any development will need to carefully consider potential visual impacts upon the adjacent Conservation Area and nearby listed buildings.

Area: 4.2 hectares

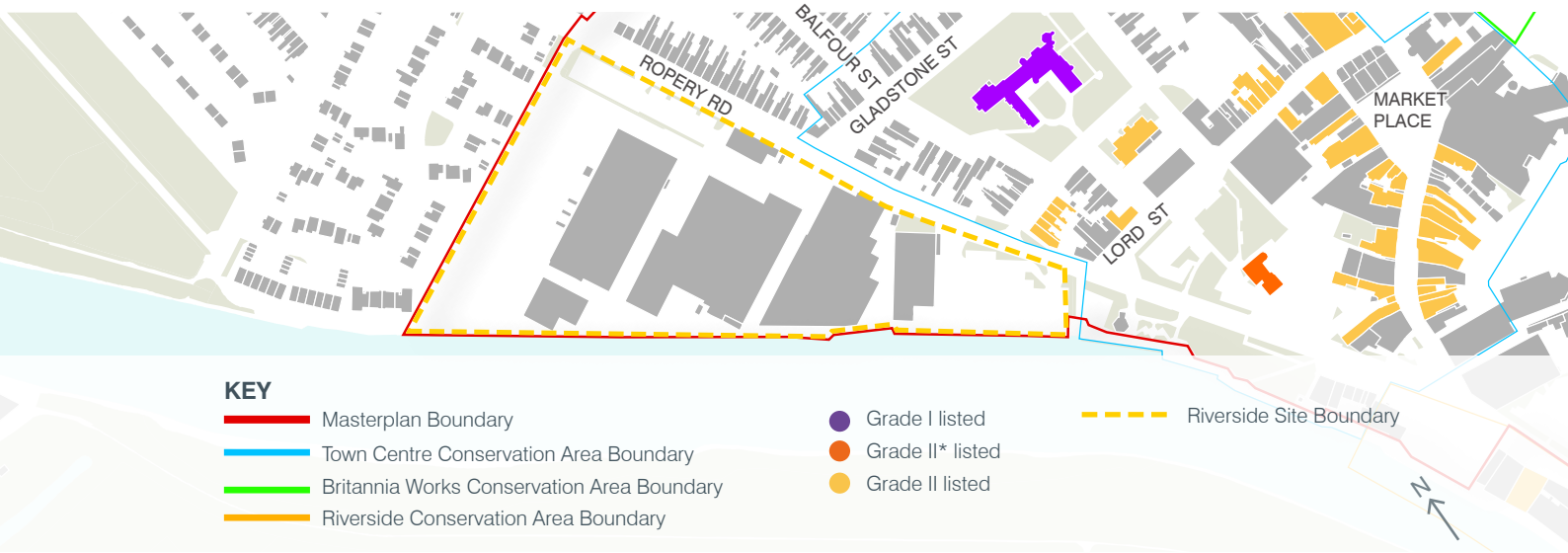
Heritage Significance (Site): Site adjacent to Town Centre Conservation Area

Context:
Site visible from:
Gainsborough Old Hall site (Grade I)
2A Ropery Road (Grade II)



Planning Requirements:
Heritage Assessment
Heritage Impact Assessment
Townscape and Visual Impact Assessment
Archaeological Assessment of Site

Heritage Priority C





DELIVERY

5.0



Delivery

The delivery of GTCHM will ultimately be dependent upon funding. Without financial resources from the private, public or third sector nothing will happen; regardless of policy, guidance or capacity building. It is important as a first step towards seeking to attract investment and funding to acknowledge the extent of what needs to be done whilst drawing attention to the massive potential of this unique riverside town.

Policy

The Central Lincolnshire Local Plan (2017) contains a number of policies which are designed to protect the historic environment and which seek to promote the delivery of high quality design. The policies within the Plan which are specifically concerned with Gainsborough town centre include that which is focused on protecting the town setting and character.

The GTCHM translates these adopted policies into area and site specific objectives for Gainsborough's historic core set within a broader delivery focused framework. The Gainsborough Neighbourhood Plan now has the opportunity to take the proposals within this Masterplan, consult on them and where appropriate recommend that these are incorporated into the adopted Plan. Additional weight for historic environment policies will help to ensure that future development within Gainsborough will enhance the environment and contribute to the towns economic renewal.

WLDC will assist the Neighbourhood Plan team by:

- Providing background heritage information to the NP team
- Assisting with the development of the Local List (ie offering to co-ordinate this activity with the Conservation Area Appraisal renewal process)

Funding

WLDC is committed to taking forward a new Townscape Heritage Initiative Stage 1 application for Gainsborough town centre. The geographic definition of the application will be determined by agreement with both the HLF and Historic England.

In advance of any application, WLDC will undertake the following activity:

- Provide ring fenced and dedicated project officer resources to the THI application (and delivery if successful)
- Develop links with Gainsborough College to explore building and craft skill development
- Contact property owners and occupiers within the agreed THI area

WLDC will also continue to seek funding for heritage projects and projects which enhance the historic environment from other public and third sector bodies.



Gainsborough Riverside

Promotion

WLDC will need to attract private sector investors, developers, occupiers and users to Gainsborough if the historic core is to witness a sustained recovery. The Council will therefore ensure that every opportunity is taken to promote the town in a targeted, and where appropriate, segmented manner. Where more detailed information is required to support and encourage future commitment to the town from different critical groups, the Council will endeavour to provide this.

Monitoring

The vision and objectives along with the site and area specific proposals contained within GTCHM will be in full or part be absorbed into the Gainsborough Neighbourhood Plan. Subject to progress to the NP WLDC will:

- Review the GTCHM on an annual basis
- Review the Gainsborough NP heritage and town centre policies on an agreed cycle.

Resources

WLDC recognise that in order to protect and enhance the quality of the historic environment within Gainsborough town centre, appropriately qualified and experienced officers need to be in place. Planning, Conservation and Building Control officers need to be able to guide and support those seeking to intervene within the historic environment. WLDC will ensure that appropriately skilled officers are in place to:

- Enforce adopted policy
- Provide technical advice
- Provide funding advice



Gainsborough, 1887



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