

# Winchester Conservation Area Project

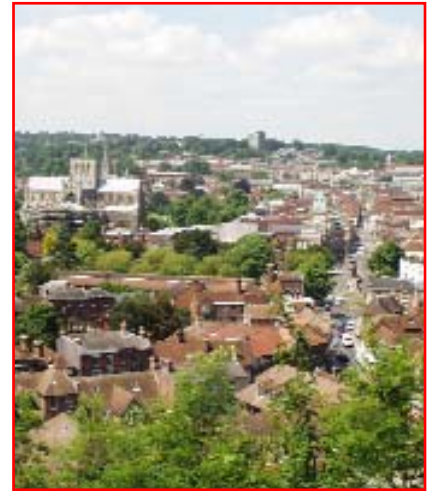


Winchester  
City Council

2003

# Winchester Conservation Area Project

The Winchester Conservation Area Project contains a Conservation Area Appraisal, Review and Strategy. The Project was commissioned by Winchester City Council with the support of English Heritage, Hampshire County Council and the City of Winchester Trust. The Project has been subject to extensive public consultation and relevant recommendations have been incorporated into the Winchester District Local Plan Review (Revised Deposit 2003). The Conservation Area Strategy provides Winchester City Council with a tool for the management of the Conservation Area and contains specific guidance on new development, and this has been adopted as Supplementary Planning Guidance.



Copies of the Winchester Conservation Area Project are available for inspection or purchase at the address below during normal opening hours. Copies can also be inspected at Winchester Library and viewed on the Council's website.

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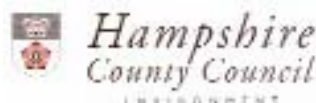
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Adopted June 2002

This study was prepared for Winchester City Council  
by Urban Initiatives and Alan Baxter Associates.



# Introduction

## Winchester Conservation Area Project

The Winchester Conservation Area Project has been informed by a three-part analysis of Winchester's Conservation Area (CA). The first part is formed by a Conservation Area Appraisal, the second part is a Conservation Area Review, and the third a Conservation Area Strategy. Together these three parts form the Winchester Conservation Area Project that will provide Winchester City Council with a tool for the management of the Conservation Area.

The Conservation Area **Appraisal** assesses the quality and character of the Conservation Area, it describes the City's development and its formative influences and identifies the City's historic assets, their contribution to the environmental quality of Winchester and their potential for enhancement. The Conservation Area **Review** highlights the issues raised in the Appraisal including detracting features and opportunities for enhancement. This part of the project also includes a review of boundary issues. The Conservation Area **Strategy** sets out a strategy for the management of the CA and identifies a range of policy vehicles for its implementation.

This study has been undertaken for Winchester City Council with the support of Hampshire County Council, the City of Winchester Trust and English Heritage. The project has involved a range of specialist expertise and extensive consultation with local interest groups and the general public. The study has been put on public exhibition and published on the Internet. The work will also provide a permanent resource in conjunction with the Urban Archaeology GIS Database developed by the Winchester Museums Service and the emerging Winchester Archaeology Strategy, which is being developed in parallel with the Winchester Conservation Area Project.

Throughout this project, the emphasis has been as much on the wider context of streets and spaces as it has been on individual buildings or artefacts. The network of public spaces is an essential part of the distinctive character of Winchester. "The historic environment is seen by most people as a totality. They value places, not just a series of individual sites and buildings." (Power of Place, English Heritage 2000).

The aim of the Winchester Conservation Area Project has been to identify the key qualities that the Conservation Area contributes to the City and Winchester's international heritage status.

It is not the underlying intention to freeze Winchester so that it is unchanging and deprived of the ability to continue to evolve. Neither is it intended to 'wind back the clock' to some arbitrary point in the past. Instead, this project has attempted to identify what is valuable in Winchester here and now - qualities that should be protected and enhanced. Along with identifying these qualities, this project has identified where detractors could be removed or mitigated and where opportunities lie for enhancement.

## **Structure of Document**

### **Part 1: Conservation Area Appraisal**

The Conservation Area Appraisal assesses the quality and character of the Conservation Area, describes the City's development and its formative influences; and identifies the contribution made by the City's historic assets to the environmental quality of Winchester and the potential for its enhancement.

### **Part 2: Conservation Area Review**

The Conservation Area Review follows on from the Appraisal that assessed the Conservation Area as eight Character Areas. It highlights the issues raised in the Appraisal including detracting features and opportunities for enhancement. It also includes a review of boundary issues.

The intention of this part of the study was to identify the essential characteristics and qualities that make Winchester unique in heritage terms and to assess these qualities in terms of the assets of the Conservation Area. The Review identifies the pressures on these assets and, with the aid of examples, illustrates some of the dilemmas which must be faced if the needs of Winchester as a 21st century city are to be reconciled with the true importance of its architectural and archaeological heritage.

### **Part 3: Conservation Area Strategy**

This Strategy section sets out a strategy for the management of the CA and identifies a range of policy vehicles for its implementation:

- Development planning policy including policy recommendations, supplementary Planning Guidance (SPG) and Article 4 directions;
- Integrated planning policy;
- Public information and advice; and
- Management and organisational structures & procedures.

# 1 Conservation Area Appraisal

# 1 Introduction

## 1.1 The purpose of this Appraisal

This Conservation Area Appraisal is the first of three parts of this document which together will provide Winchester City Council with a tool for the management of the Conservation Area. It will assess the quality and character of the Conservation Area, describe the City's development and its formative influences; and identify the contribution made by the City's historic assets to the environmental quality of Winchester and the potential for its enhancement.

The Appraisal was undertaken in the Summer of 2000, so any references to sites or commercial premises, etc. reflects an accurate record at time of survey.

## 1.2 The city of Winchester

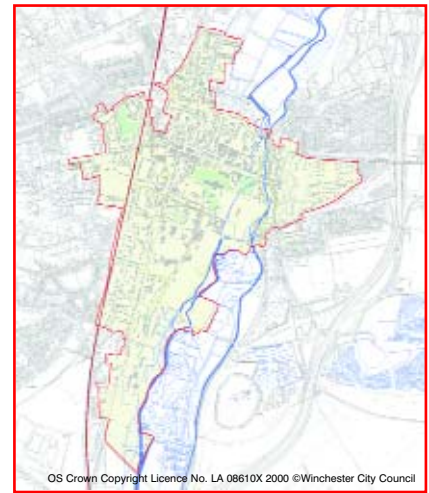
Winchester is a unique cathedral city. It has some of the richest historical associations and finest historic buildings to be found anywhere in Britain and a number of sites of international status, including the cathedral. The City has a distinct and harmonious relationship to the surrounding landscape and a compact urban form. Shops and employment are within easy reach of residential areas.

Winchester is the 'county town' of Hampshire and a centre for County administration, the headquarters of organisations including the Hampshire Constabulary, and the location of major hospital services for the area. The City also has long-standing associations with education: Winchester College, founded in the Middle Ages still remains as a major part of the City's historic fabric; Winchester School of Art and King Alfred's College are major centres for higher education.

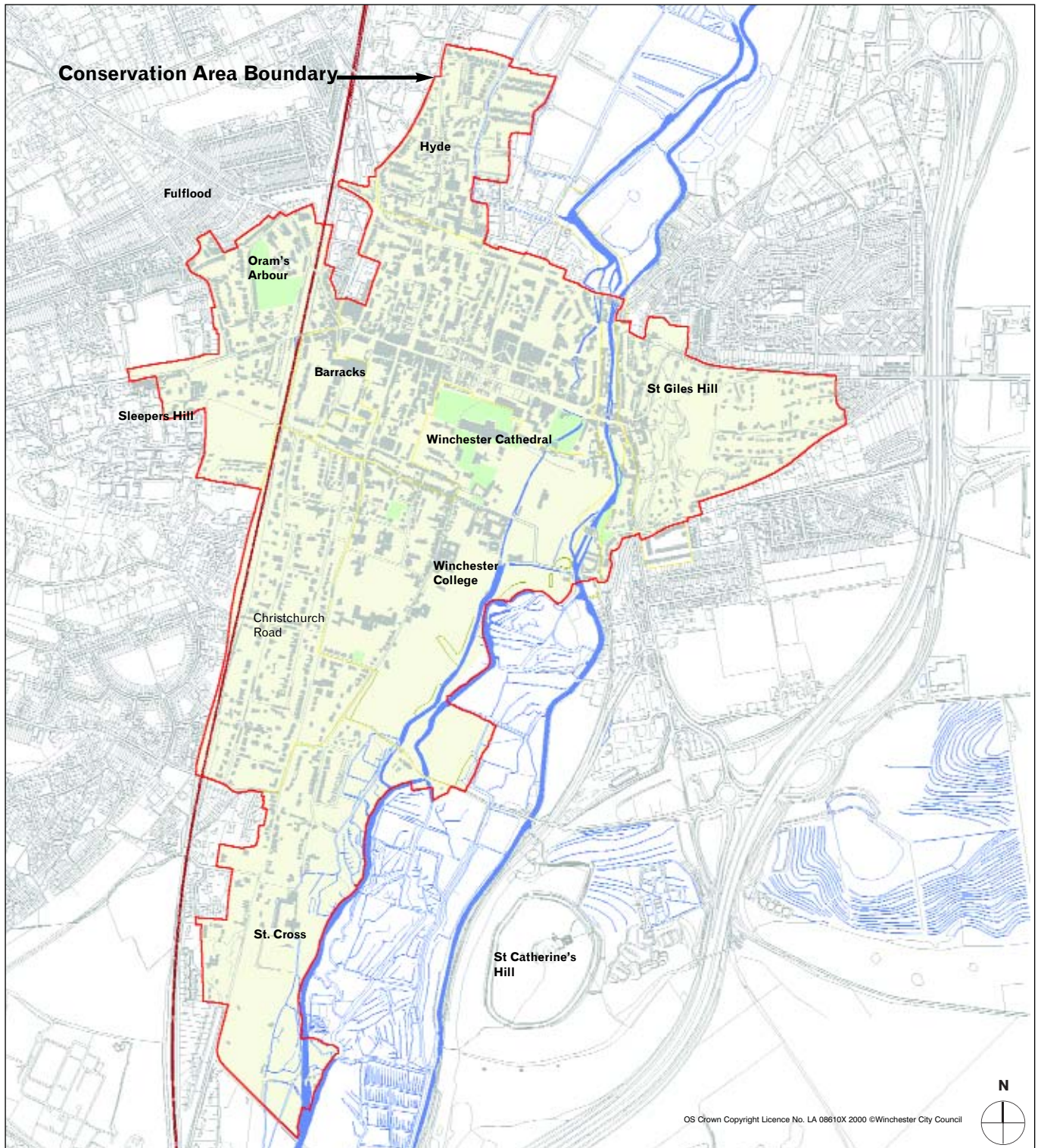
Small-scale industries including brewing and milling have, in recent years, given way to commercial uses. Winchester has a thriving retail centre, despite facing competition from Basingstoke, Southampton and out-of-town shopping centres such as Hedge End.

Historically a base for the military, the army's presence in the City is now greatly reduced but five regimental museums are open to the public.

The rail service to London and Southampton/Bournemouth and the M3 motorway provide excellent links to London and the region. These links, together with the attractions of the City and good housing, have helped to establish Winchester as a commuter satellite for the capital.



Top: Winchester Cathedral  
Bottom: The Square



Above: The Conservation Area



### 1.3 The Landscape and Topographic Setting

The City is set in the valley of the River Itchen, between two hills overlooked by surrounding high chalk downland with a series of prominent escarpments including Magdalen Hill Down, Deacon Hill, Telegraph Hill and Fawley Down, and the steep escarpments surrounding St Catherine's Hill.

The earliest form of settlements on the site of modern Winchester was a direct response to the natural topography and geology of the site. Winchester grew around a strategic crossing point on the Itchen, a low chalk spur providing a safe route across the marshy river valley to the higher ground on either side.

A variety of semi-natural habitats—the river, chalk downland and ancient woodland—penetrate the urban area, providing social and recreational benefits and continuing enjoyment.

The Itchen valley is the most extensive area of semi-natural vegetation within Winchester. The river meadows are a major component of the City providing the setting for many of the City's historic buildings, including Winchester College, Wolvesey Palace and the Hospital of St Cross.

The 18th century saw the opening of a navigable stretch of canalised water running alongside the Itchen to the east.

Beyond the City walls lie the nuclei of historic suburbs. St Cross, with its Norman church, hospital and associated lodgings represents a unique group of buildings. Other important sites include Hyde, Oram's Arbour, St John's, St Giles' Hill, West Hill, Peninsula Barracks, Weeke, and the buildings of Winchester College.

The valley landscape setting distinguishes Winchester from many other English cathedral cities: Winchester and its cathedral are subservient to the landscape. The City and cathedral form a significant focus for long distance views, particularly from the south. However, because of the tight, narrow streets and the landform restricting mid range views, the Cathedral is experienced as a fragmentary series of partial views and 'rediscovered' when emerging into the Cathedral Close.

There is a remarkably distinct sense of arrival at Winchester's urban area with clear-cut divisions between city and country on most approaches; reinforced by mature tree cover beside the roads.

Water is an ever-present phenomenon in Winchester, appearing and disappearing from view, often in surprising and delightful ways. The historic development of the City, beginning in the Roman period, has seen the partial concealment of the water ways below ground and has resulted in this unique relationship between buildings and urban watercourses.



**Top:** View from St Giles' Hill  
**Centre:** The river Itchen  
**Bottom:** The relationship between buildings and topography—Magdalen Hill

## 1.4 Planning context

The Planning Context for this Appraisal is set out in the following documents:

- The Hampshire County Structure Plan 1996-2011 (Review) as adopted Sept 2000;
- Winchester District Local Plan (adopted 1998);
- Winchester District Local Plan Review 2001;
- Relevant Planning Policy Guidance documents (e.g. PPG 15 and PPG 16) are covered in more detail in Part 2 (Conservation Area Review); and
- 1990 Planning (Listed Buildings and Conservation Areas) Act;

The Act requires Local Planning Authorities to identify "Areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". The Act also requires Local Planning Authorities to review and publish proposals for the preservation and enhancement of Conservation Areas.

## 1.5 The Conservation Area

### Location and boundaries

Three Conservation Areas were designated in response to the Civic Amenities Act of 1967: Town Centre (1967), Hyde Abbey (1967) and St Cross (1969): these were amongst the first to be designated in the country. These initial areas were extended and united in 1981 to include the following:

- St Giles' Hill and environs;
- North Walls;
- City Road and Staple Gardens;
- Oram's Arbour and environs;
- Christchurch Road;
- Romsey Road, St James' Lane and West Hill Cemetery;
- Winchester meadows; and
- The Hyde Abbey Conservation Area was also united with the larger Town Centre/St Cross Conservation Area in 1990.

The current Conservation Area covers the entire city centre and a substantial portion of its inner suburbs. The western boundary of the Area is defined in large part by the railway, including Oram's Arbour and part of Fulflood and West Hill, up to but not including the Royal Hampshire Hospital. The eastern boundary is largely formed by the western branch of the river Itchen with St Giles' Hill south of Alresford Road. The Conservation Area extends north as far as Hyde and south as far as St Cross including the Hospital of St Cross.

The Conservation Area therefore includes a variety of landscape and topography, including the undulating ground to the west, the steep St Giles' Hill and the varied landscape of the river valley. This topography is an essential characteristic of the Conservation Area, providing elevated views onto the city and a natural backdrop (see Strategic Views Plan). The Conservation Area also includes a variety of patterns and periods of development; from the underlying Saxon street pattern, the close-knit medieval Cathedral Close and High Street, individual pockets of Georgian building; to extensive Victorian suburbs.



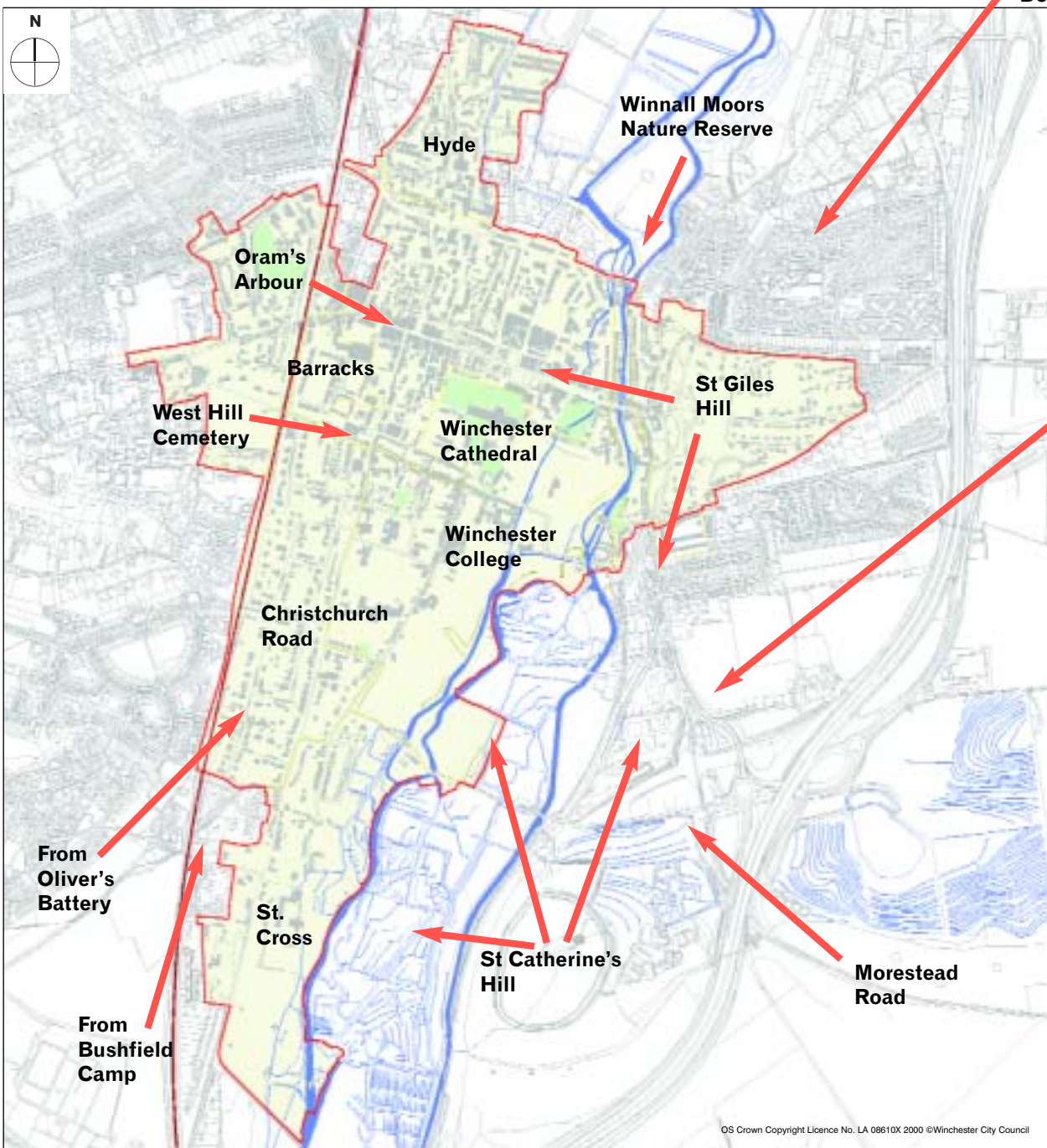
**Top:** Winchester and the surrounding landscape  
**Above:** Public art—Barbara Hepworth's sculpture in the Cathedral precinct  
**Centre:** The river Itchen supports a varied landscape and natural habitats  
**Below:** Avenue of trees in the Cathedral precinct  
**Opposite top:** St Catherine's Hill seen from St Cross  
**Opposite right:** Key views

### 1.6 Nature conservation

The River Itchen is of international importance for its wildlife. It includes four Sites of Special Scientific Interest (SSSIs). St Catherine's Hill SSSI, lies immediately to the south-east of the City.

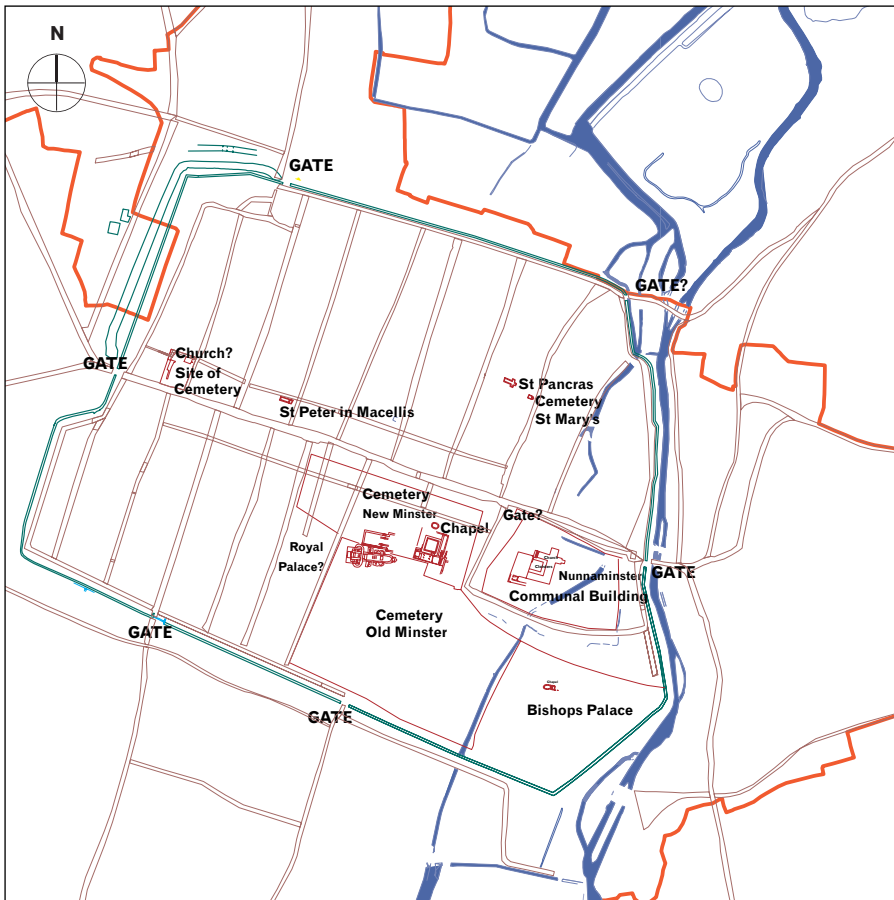
Other areas are also of value for wildlife and provide valuable amenities for local people, including the:

- Cathedral precinct, Winchester College and the Hospital of St Cross;
- combination of mature trees and buildings in the older areas of the City, such as Abbey Gardens and the Cathedral Close; and
- mature trees, particularly beech, and associated wider grass verges, which line many of the routes into the City.

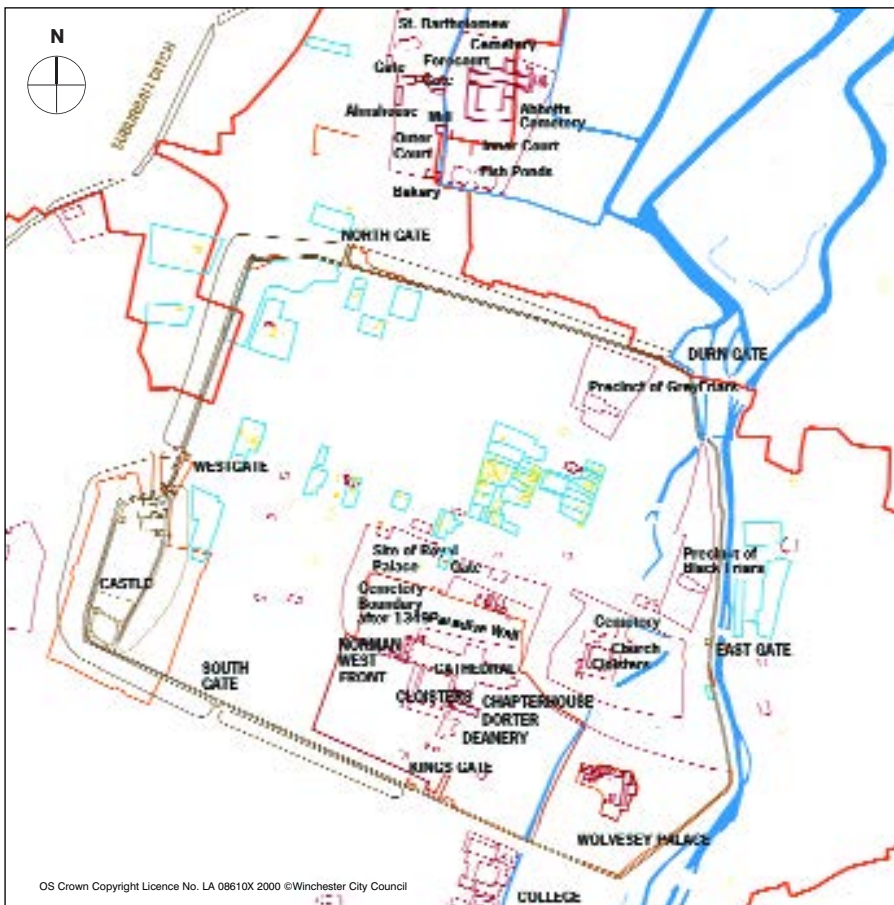


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# 2 The Historical Development of Winchester



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**Top left:** Plan of Saxon Winchester  
**Top right:** Plan of the Roman Settlement of Venta Belgarum  
**Bottom:** Plan of medieval Winchester

Both plans show modern watercourses and the Conservation Area boundary for reference

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## 2.1 Original early development

In almost any city it is possible to speak of a period when its essential form and character came into being. For Winchester that period was the 9th-12th centuries, when it became recognised as a royal and ecclesiastical stronghold, second only in importance to London. Before then there had been a Roman city on the same site—the fifth largest in Britain—and the Romans had made Winchester the focus of the principal roads in the region. Even earlier there had been Iron Age settlements above the river Itchen, on St Catherine's Hill, around Oram's Arbour and at Oliver's Battery. But it was under the late Saxons, notably Alfred (871-899), that the long-term importance of Winchester was established.

The population of the City was at least 8,000 by the early 12th century, a figure which it did not reach again until the 1800s. The surviving evidence of that active and successful period is principally the layout of streets and properties within the walls: the High Street and its two parallel back streets, the side streets which run north-south from it, and the streets which follow the line of the walls. Within that pattern the outstanding monuments are the Cathedral (begun in its present form in 1079), portions of the medieval walls, the Great Hall of the Castle (1222-36), and the remains of Wolvesey Palace. Far outside the walls, Henry de Blois founded the Hospital of St Cross in 1136.

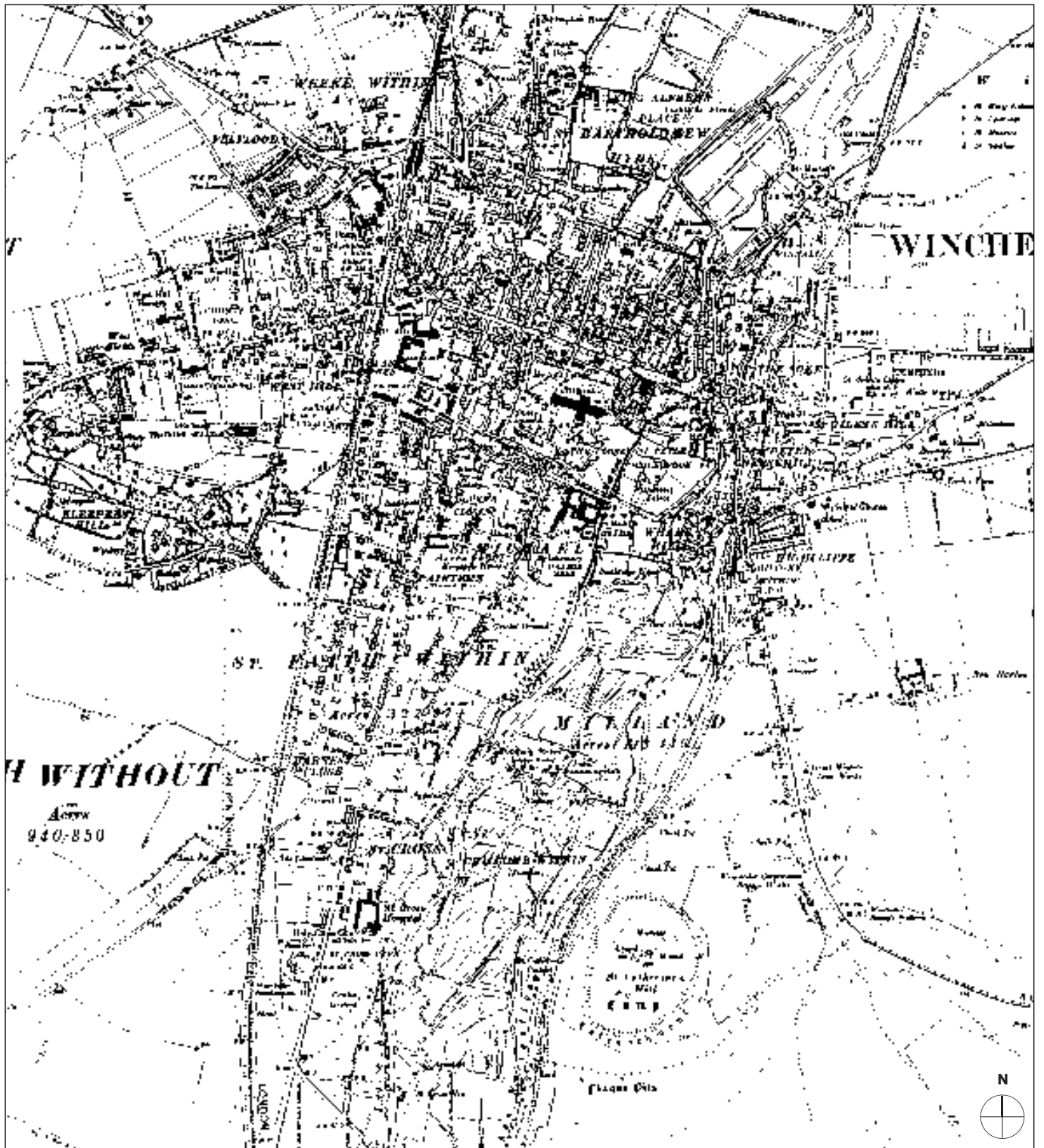
On the evidence of the surviving fabric, Winchester remained a thriving city after 1300. In particular William of Wykeham, Bishop from 1367, was able to finance the remodelling of the cathedral nave and the foundation of Winchester College. There was a successful textile industry. However, the City had begun to lose some of its former glory, above all because royal power and administration became increasingly concentrated in London. That fundamental change, plus the effects of the plague and the gradual decline of its cloth industry after 1500, led to a decline in the City's population and the abandonment of properties. There were 26 parish churches in 1500, but only 12 in 1600.

But Winchester has always had the advantage of being a market city and administrative centre for the region, so although it lost its main industry it experienced a gradual recovery, starting in the late 17th century, from which it has never looked back. Some historians have dated this recovery to Charles II's decision in 1683 to build a new royal palace at Winchester on the site of the medieval Castle. Though only partially completed, this project confirmed the City's status as a regional centre; a place of "good company" and "sociableness" as Defoe put it. The King's House survived until a fire in 1894.

Buildings such as Avebury House, St Peter's Street (1690) and Serles' House, Southgate Street (1715), testify to the revival in the City's fortunes. By 1704, there were 90 shops within the walls. The City became an important administrative and military centre, and it led the way nationally in its provision of medical facilities. The County Hospital was founded in Colebrook Street in 1736 and because of the demand generated by its reputation had to move to a new site in Parchment Street in 1758.



**Top:** The West Gate  
**Bottom:** The history of Winchester is visible in the layers of additions



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Above: Winchester in the 1890s

## 2.2 18th and 19th Century expansion

During the late 18th and 19th centuries Winchester expanded far beyond the walled area, mainly in the form of terraced and villa development infilling between the main roads. Institutions and functions—the prison and the county hospital—also moved to the suburbs. The military presence in Winchester became increasingly important not just the barracks on Castle Hill, but housing for officers. There was modest industrial growth, for instance in brewing, but the City attracted no large-scale industry in the 19th century as it had done in the Middle Ages and therefore escaped the potentially damaging effects of industrial development and pollution. Even when the railways came, they skirted the city centre. The main line to Southampton (1839-40) on the west side passed beyond the line of the medieval castle ditch (moat) and a less important line from Didcot and Newbury to Southampton (1885), now abandoned, on the east side of the river valley. In the post-war period, the City wisely did not pursue the sort of major redevelopment and civil engineering projects which have damaged other historic centres, although some central areas of dense housing and light industry were cleared away. Fortunately, the Conservation Area designation in 1967 curtailed insensitive, large-scale redevelopment.

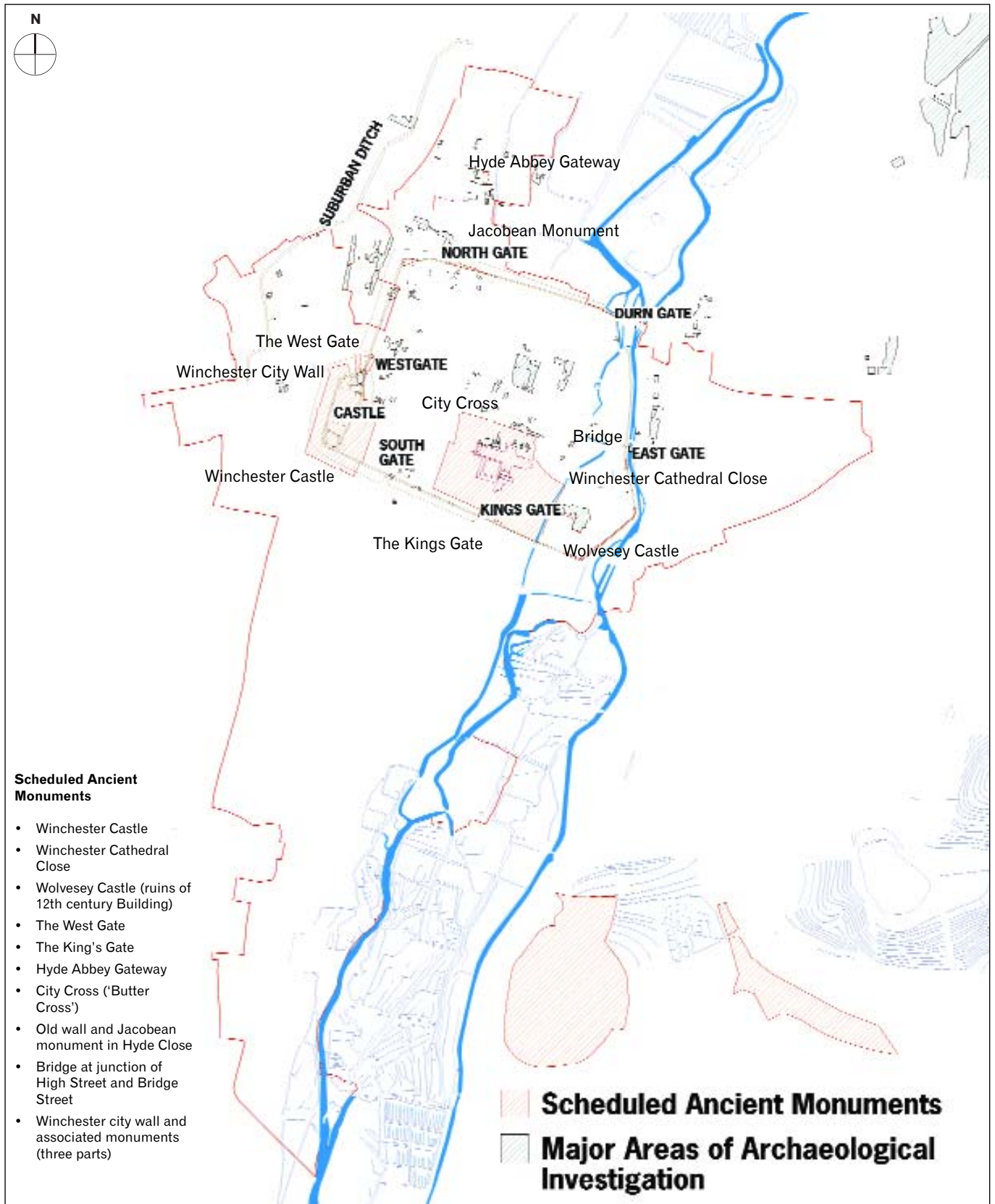
Throughout these transformations, an underlying morphology has endured. The elements which gave rise to the early settlements: the crossing point traversing a waterlogged valley, plus the essential form of the man-made elements—the City's defences and street pattern—have been an enduring influence on the evolving shape of the City to the extent that they are still legible, both in the surviving fabric and in the form of subsequent changes and additions.

When people talk about historic Winchester they usually have in mind its surviving Saxon and medieval fabric. Yet what is equally important is that within the City's historic layout and street pattern most of the buildings are of the last three hundred years, made up of shops, terraces and industrial buildings erected to serve its role as a regional capital and social centre. It should be noted, however, that while some buildings may appear to date from the 18th or 19th centuries, their facades can conceal older timber-framed structures and sometimes have the remains of medieval cellars. Over the centuries the Saxon and medieval framework has determined the line and scale of almost every street, but within that framework change has gradually occurred. So it is not just one historic past which has survived, but layers of change. There are few other places in England where that sense of the historical shaping of a town can be so powerfully felt.



**Top:** Winchester lies between two hills—  
St Giles' Hill in the distance  
**Middle:** The railway  
**Bottom:** High quality modern development—  
The Textile Conservation Centre  
(outside Conservation Area)

# 3 The Archaeology of Winchester



Scheduled Ancient Monuments and sites of archaeological explorations shown over outline of medieval city walls. Modern Conservation Area boundary and watercourses shown for orientation.

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### 3.1 City archaeology

Winchester has one of the richest histories of any city in Britain. This has been informed by the combination of below-ground archaeology, the analysis of standing buildings, and the study of historic documents. From the establishment of the Iron Age earthworks at Oram's Arbour and St Catherine's Hill, to the establishment of the civitas capital Venta Belgarum in the Roman period, Wintanceaster in the Saxon period, through "medieval" to modern-day Winchester, occupation and activity in the immediate area can be traced back thousands of years.

Much of the existing knowledge on Winchesters' past has come through historical sources. Texts written by the ancient historians, Ptolemy and Bede, for example, mention Winchester. Further information relating specifically to Winchester includes two 12th century surveys of the City, and a large series of surviving documents for the later medieval period (1300-1550). Archaeology has the ability to quantify and qualify these written sources. Extensive archaeological excavation in the 1960s and 1970s in Winchester has revealed much. Work in the town centre in the 1960s included dating the Iron Age enclosure, and defining its extent. The Roman defences, together with streets, houses and other buildings, including the forum, and a temple, were explored. The Anglo-Saxon Minster was fully excavated (save for that part under the existing cathedral). The castle was partially excavated, as well as two churches, three chapels and twelve medieval houses.

Work in the 1970s was chiefly based in the suburbs. The existing knowledge of Oram's Arbour was further enhanced. The North Gate end of the Cirencester Road was studied in detail, together with Roman cemeteries and other development based along it. Several early cemeteries on the outskirts of the City have also been located and investigated. Early medieval development of suburbs to the north and west were also excavated. The bulk of this excavation was in response to development.

Although archaeological investigations continued through the 1980s and 1990s in both the historic core and in the suburbs, there is much more that could be revealed. Any future development of the City must take this into consideration. Knowledge of pre-Roman occupation of the area is still sparse. Between Oram's Arbour and St Catherine's Hill lies modern Winchester. It is possible that there were links between the two, across what was then marshland. The water table is high enough to allow waterlogged deposits to survive. There are significant gaps in the known Roman activity at Winchester. No trace of an early fort has yet been located. Nor have the sorts of civic amenities such as baths and temples that a town of this size would perhaps be expected to have. There are no written sources in prehistory, so archaeology alone can reveal ancient Winchester. Over all pre-Roman and Roman layers lie deep and complex Saxon and medieval deposits.

Future development will have to bear in mind the exceptional richness of the archaeology of Winchester, mentioned above. Planning Policy Guidance Note 16, 1990, which placed archaeology within the planning framework, recommends the preservation of finds in situ. The Winchester District Local Plan, currently under review, will include policies relating to the treatment of the historic environment. The forthcoming English Heritage, sponsored Urban Archaeology Strategy, will also inform future responses to the effects of development upon the town's archaeology.

# 4 Character Areas

## 4.1 The eight Character Areas

To understand Winchester's Conservation Area and its historical development, the Conservation Area has been appraised as distinct 'character areas', each with its own individual character and contribution to the City. Eight character areas have been identified:

- The Walled Town (including the Barracks area and Cathedral Close as distinct areas within the Walled Town);
- Winchester College and Kingsgate;
- The Riverside;
- St Giles' Hill—the Eastern Suburb;
- Christchurch Road;
- St Cross;
- Hyde—the Northern Suburb; and
- Oram's Arbour and the Western Suburb

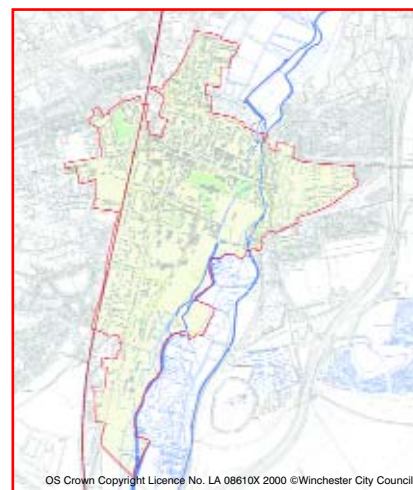
In each case, the areas are separated by noticeable transitions such as scale of development, land use, or architectural period, or are separated by physical boundaries—the railway or the river. In many cases, these transitions reflect the historical development of the City.

The river itself comprises a distinct character area with its own historic development arising from millworking and its own distinct relationship between buildings, flora and water.

The railway cutting is an essential element in the character of both the western suburb and the walled town which it separates. Rich vegetation provides a backdrop for buildings and breaks views between the two areas, adding to an awareness of arriving at the approach to the city centre from the west.

The following section looks in detail at each Character Area, assessing its local history and development, the building uses and design, the quality of the streets and public spaces, and its natural features and topography; including views. The negative and neutral features of each are also assessed and guidance given on the potential for enhancing each area.

The Listed Buildings are noted, together with unlisted buildings which are considered to merit consideration for Listing. Reference has also been made to other elements of the urban environment which contribute to the quality of the Conservation Area. Winchester has many areas where high quality enclosing walls, paving, and public art are important elements. Commercial signage is also important, the High Street for instance includes a number of unusual signs which contribute greatly to the area's identity without being obtrusive or over-illuminated. Street lighting is another important element both in terms of details, for example lamp posts, and in the coverage and intensity of illumination.

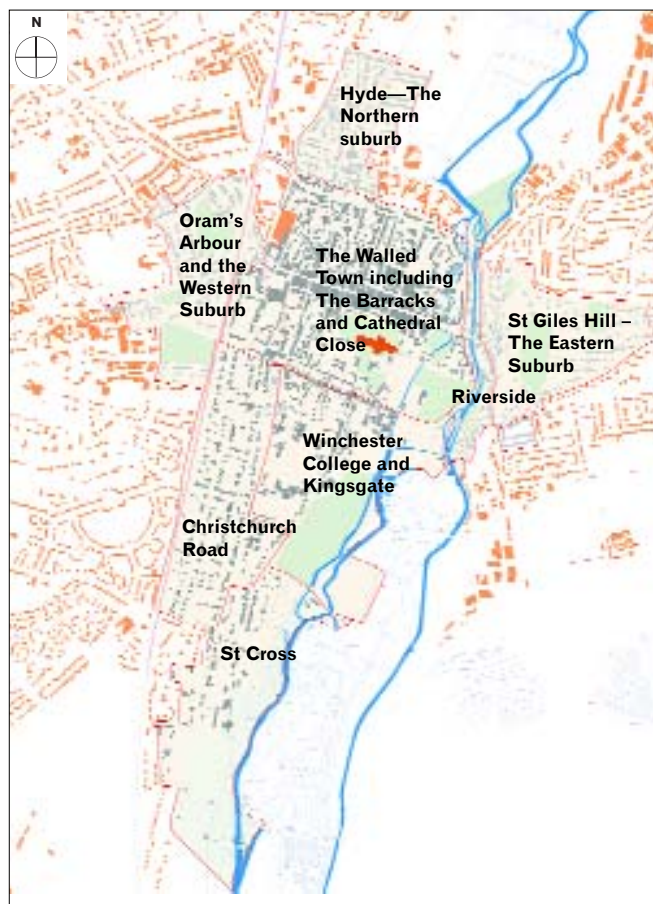


Characteristics of Winchester—  
**Middle:** Materials such as flint  
**Bottom:** Walled gardens and courtyards

In assessing the areas covered by the Conservation Area status, we have considered the following qualities of the built urban form:

- Historic importance and associations;
- Historic street pattern (morphology) and uses (continuity of uses);
- The degree of completeness and survival of the historic fabric;
- Layout: urban structure and 'grain'—the framework of routes and spaces and the scale and arrangement of street blocks, plot sizes and building frontage widths;
- Density and mix: the intensity of development and the variety of building uses and public activities;
- Scale: the height and massing of buildings and groups of buildings in relation to each other and to the City's landscape setting;
- Appearance: the details and materials of buildings, street furniture, walls, paving and public art. The variety of architectural styles and historic periods. The architectural and craftsmanship quality of buildings and other elements; and
- Landscape: the natural topography, eco-systems and vegetation.

Each of these aspects of the development form contributes to establishing the character of Winchester but it is the interaction of these aspects which makes Winchester a unique and attractive place.



**Above:** The eight 'Character Areas'

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# 5 Central Winchester The Walled Town

## 5.1 Historical development

Although predated by settlements on St Catherine's Hill, Oram's Arbour and Oliver's Battery, it was the Roman settlement on the western slopes that first spread down into the centre of the valley. The Roman town of Venta Belgarum, founded in AD 70, occupied the space which is now the centre of the historic city. After a period of decline following Roman withdrawal, the City was rebuilt by the Saxons. The Old Minster was sited within the walls in AD 648, and the later Saxons under King Alfred fully refurbished the Roman defences and created the modern street system. Following the Norman invasion, William the Conqueror built his castle on the south-west corner of the walled city, which has remained a centre of local government. A period of growth in medieval times, during which the present cathedral was constructed, was followed by decline after the Black Death in the mid 14th century. Winchester College was founded towards the end of the century in 1382. The Reformation brought destruction to several churches and monuments within the walled city (photo 3), as well as Hyde Abbey to the north. The City did not begin to recover economically until the late 17th century. The City's function as a military base was growing during the 18th century at the same time as the north, south and east gates were being demolished. Many buildings along the main streets were rebuilt. But although most of the buildings within the walled city are of the last three centuries, the more distant past can still be felt throughout the area, perhaps reflected by the restrictions imposed by the line of the defensive circuit and the late Saxon street system.

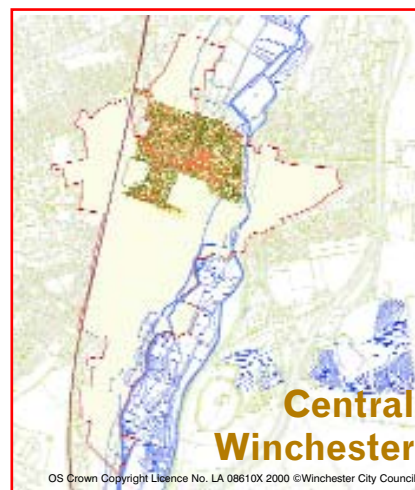
## 5.2 Building uses

The Cathedral Close and Peninsula Barracks represent significant areas in the walled city, and are discussed separately. Broadly, there is an interesting, three-dimensional mix of uses throughout the walled city. For example, buildings in the High Street might be occupied by retail at ground level, a hairdresser on the first floor, and offices or residential above (photo 1). However, some geographical trends can be identified. The High Street continues to be the central focus of trading activity much as it has been throughout Winchester's history.

The south-west corner of the 'walled' city has remained a centre of local government, and is now occupied mainly by the offices of Hampshire County Council and the Law Courts (photo 2). Retailing is concentrated along the High Street and in the streets to the north, including the Brook's shopping centre on St George Street and the street market on Middle Brook Street. Offices extend out along Southgate St, and to the north-west of the High St, towards the station. In particular, there is a cluster of offices and office services in the area behind the local government offices (photo 5). The area south of the High Street includes a number of visitor-oriented shops and several pubs and cafes. There is also a cinema on Southgate Street.

The Square is a lively and popular area, particularly in evening (the name commonly refers to the north and south sides of the Square but also the northern spur which links with the High Street at the Butter Cross, Slug & Lettuce, etc.) providing a mix of specialist retailers, bars, restaurants and the City Museum, linking the Close to the High Street.

Residential buildings can still be found in large parts of the walled city, particularly in the north and north-east. Roads such as North Walls (photo 4), Eastgate Street, Parchment Street and Lower and Middle Brook Street are enriched by the domestic scale of the terraced houses. In the south, St Swithun's Street is also largely residential (photo 6).

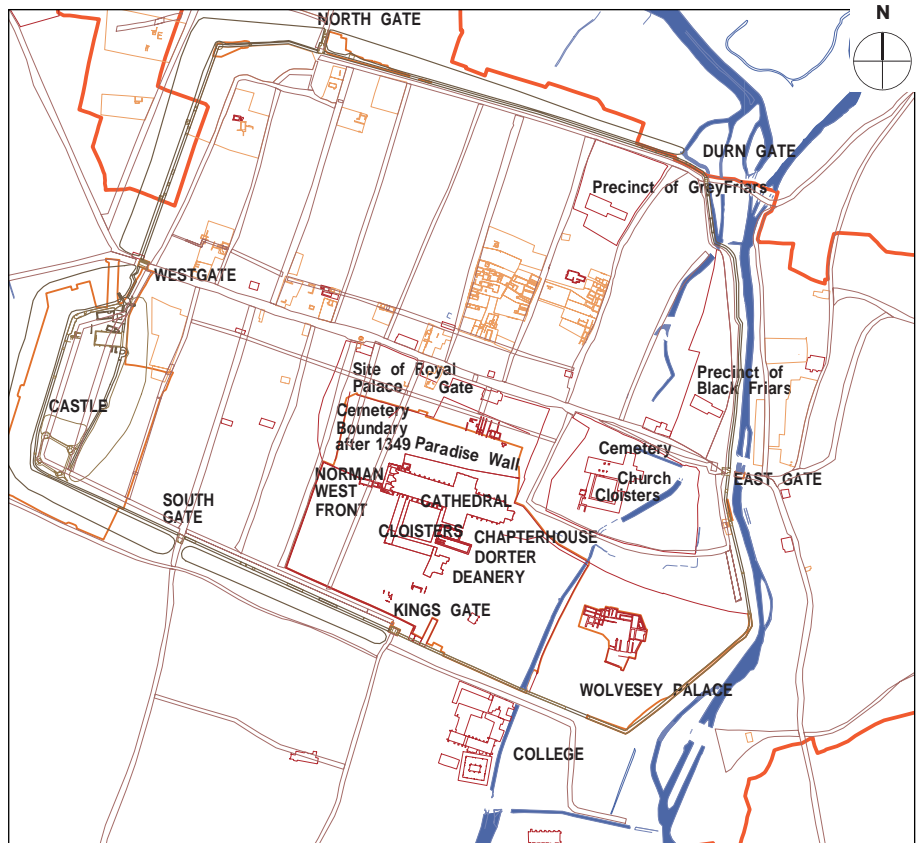


### 5.3 Building character

The streets of the walled city represent development over a very long period of time, and inevitably display a great range of architecture. This richness is enhanced by the relatively narrow building plots which allow many different styles to be seen in every view. This collision of styles is most evident in the High Street (photo 7), where the narrowness of the buildings is threatened by the large-scale horizontality of the retail frontages at ground level.

The High Street can be subdivided into three distinct sections:- from the West Gate to the Butter Cross, the narrower central section, and the wider Broadway heading out to the east.

After entering the High Street from the east across the bridge, St. John's House and St John's Hospital begin the composition. On the south side, Abbey House, with its late 18th century red brick castlefronted frontage, occupies its own setting in what is now a public garden with ornate heavy cast iron railings separating a water channel from the pavement. In general, the larger monumental stone buildings, like the Guildhall (gothic style, 1871-73, distinctive roof, clock tower and high-level architectural features) of the southern side contrast with the domestic, sometimes narrow-scale of the buildings to the north. These are predominantly brick terraced houses of varying heights with timber sash windows and flat-arch brick lintels.



**Above:** 15th century, showing Castle, Cathedral, religious houses.

Larger Victorian commercial buildings characterise the central section of the High Street, although the plot widths are still narrow enough to provide a rich visual mix. The predominant facings are orange and red bricks, sometimes painted white, and light render and stone, usually complemented by timber sash windows painted white or black. Many buildings feature stone triangular and segmental pediments, with a variety of infills – stone carvings, brick and windows. Exuberant brick, render or stone rustication defines some vertical edges. The skyline varies considerably, touching five storeys in places, and consists of parapet walls with light stone copings, stone cornices of varying complexity and gabled-ends, with facing brick or tiles (in the case of No. 110). The roofs are usually unobtrusive, although some weathered copper is visible from the street, which adds a subtle colour at high level. The facades along the southern edge of the central section vary from large timber-framed gable-ends to heavy Doric and Tuscan colonnades and entablatures. The Pentice (Nos 30-41) a 16th century, timber framed, 3-storey partly gable fronted building, with upper floors projecting across pavement and supported on columns, is particularly significant.



On the upper part of the High Street at No. 85 (photo 8) there is a very fine carved oak projecting sign with a quill and fountain pen symbolising the goods sold by a stationer. The number of projecting signs which use symbols—boot, coffee pot, spectacles rather than corporate signage, has resulted from encouraging sympathetic fascia signs. The Council's shopfront policy has also restricted the use of illuminated signs

The buildings of the western end of the High Street (photo 7) are characterised by a larger number of projecting square and canted bay windows of a variety of materials. For example, No. 101 is a 4-storey timber-framed structure with white infill panels, double overhanging gables at top-floor level above double canted bay windows. No. 106, by contrast, is a three storey building with 5 bays and dormer windows hidden by a parapet wall. There is a segmental pediment above the large central bay, and stone trimmings to the sash windows.



No. 105 is a mid 18th century, 3-storey building with a symmetrical, 7-bay brick frontage and a very fine stucco ground floor with sash windows divided by pilasters with modillion cornice above and substantial wrought iron railings to pavement. The Butter Cross, from the early 15th century was restored by Giles Gilbert Scott in 1865, by its stepped plinth provides informal seating to street theatre spectators. No's 49-50, formerly the Old Guild Hall, was rebuilt in 1713. It has a stone Doric-Columned ground floor with a statue of Queen Anne at first-floor level and large projecting clock on carved timber brackets. The building also features a timber belfry with lead cupola, which is crowned by a golden ball and weathercock.



The buildings along Southgate Street and Jewry Street are similar in scale to the High Street, but slightly less varied in character. Nos 33-39 Southgate Street is a very fine mid-19th-century terrace of town houses with stucco porches, classical detailing and cast iron railings. On the western side of the street, south of No. 12 (Hotel du Vin) the street space is less well-defined due to the Screen Cinema (former Barracks school and Chapel), the Victorian St Thomas church and the splendid Serle's House, 1740, by Thomas Archer which are set back from the road in their own grounds.



De Lunn building is a very distinctive 3-storey block on the east side of Jewry Street near the junction with City Road, with white moulded pilasters at ground level, red brick above, and black, timber-framed balconies at second floor level with double overhanging gables. The Library, formerly the Corn Exchange (O B Carter, 1838) is a significant landmark whose deep portico is a key feature of Jewry Street. The central part of the Old Gaol with its 5-bay frontage, stone pediment, cornice and vermiculated quoins can be seen above the public house at No. 11a. The building originally had two pavilion wings but only one survives at No. 12 above an elegant early 20th century shopfront.

The Square has many listed buildings, good shopfronts and high townscape value. While many of the buildings have Georgian brick façades with characteristic timber sash windows they often conceal older timber-framed structures, some with medieval cellars.

At the southern end of Eastgate Street, the buildings contribute to the setting of the east end of the High Street and King Alfred's statue—including Nos 4-8, white stucco 2-storey bay-fronted buildings, No. 80, Eastgate House and No. 77, former public house (currently a veterinary surgery), a small 2- storey brick building in Italianate style with 'silent clock' (all Listed). This is a sensitive area as demonstrated by recent proposals to redevelop Nos 75-79.



- Pedestrian links
- Pedestrian links with potential for improvement
- High quality streetscape
- Main routes
- Other important routes

Above: Urban Structure



Many buildings in the smaller streets were rebuilt in the 19th and early 20th century. For instance, the houses at the corner of St Swithun's Street and St Thomas Street are of red brick with white trimmings to the sash windows, white keystones set into brick arch window lintels, and white porches with broken pediments. The floor is defined by a projecting, brick string course. Near Tower Street in the north, there is a line of low 2-storey terraced houses with pale render, canted single-storey bay windows at ground level, and large chimneys with brick cornices.

The 13th and late 14th century Westgate marks the historic entrance to the walled city—a gothic-arched, pale stone masonry structure, through which the axis of the street can be seen (photo 9). The setting of the arch is somewhat compromised by the present road layout and there is an interesting juxtaposition with the adjacent Neo-Georgian red brick façades of Queen Elizabeth II Court and to a lesser extent the carefully articulated stepped façade of Mottisfont Court.

Within the Walled Town, there are a large number of buildings of note which at present are not Listed, especially buildings of the late 19th and early 20th centuries (see Appendix 1). They contribute as much to the Area as buildings from earlier periods.



**Below:** Mid-19th century, including remains of the Royal Palace

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#### 5.4 Building character—Cathedral Close



The Norman cathedral, parts of which were remodelled in the 13th and 14th centuries, has a quiet, monumental presence over short and long distances. Its square tower is a distinctive feature for several miles around, but because it is low in scale it is invisible from many parts of the city centre. Cathedral Close is composed of two areas, the Inner Close and the Outer Close each with their own distinct character. A distinctive feature of Winchester is the separation between City, Cathedral and Palace, which is also found in other similar early foundations (such as Wells and Lincoln). The Close was separately enclosed and forms a separate entity distinct from the Walled Town. Another distinctive feature is the extension of similar demesnes to the south – along College Street and St. Cross. This creates a unique sequence of enclosed spaces which maintains an open topography and forms a ‘green lung’ extending into the city centre. The Close also contains a wide range of building types with surviving elements from throughout history. These include the Deanery which was the Prior’s lodging - Prior’s Hall, and is linked to the Cathedral’s south transept by a Norman arcade, the 17th century Pilgrims’ School and medieval hall, the 15th century Priors Gate and the adjacent 15th and 16th century timber-framed buildings. To the east of Pilgrims School, lies the 17th century Wolvesey Palace, designed by Christopher Wren for Bishop George Morley, and the 12th century remains of Wolvesey Castle built by Bishop Henry de Blois, with its adjacent stone wall. In contrast to the institutional scale of the Deanery and surrounding buildings, The Close also takes its character from more modest domestic buildings, including the brick terraces in Dome Alley. Also of significant interest are The Close boundary wall, which incorporates Priors Gate and is particularly well preserved along St Swithun Street and Symonds Street and Castle Wall which forms the outer city wall in part, enclosing Wolvesey Castle and Palace. Both walls date from the 13th century and are constructed from limestone rubble and flintwork. The outstanding architectural interest of the historic buildings in The Close clearly illustrates the status and patronage enjoyed by the Cathedral throughout its history.

#### 5.5 Building character—Peninsula Barracks

Although not perfectly symmetrical, the four edges to the square represent a very complete, formal composition. The buildings, in the main dating from the early years of the 20th century, are generally 3 to 4 storeys tall, of red brick with light stone rusticated edges. The roofs are of light grey slate, and the large windows are white-painted timber sash windows. The new building adjacent to the Museum, faced in light render, is austere but its scale and monumentality make it sympathetic to this context.

New residential uses have been found for the buildings of the Lower Barracks area and new buildings which respect the scale and palette of materials of older buildings.

#### 5.6 Public realm—Walled Town

The High Street can be perceived in its entirety only from the high ground outside its length, particularly the viewpoint on St Giles’ Hill. When actually in the High Street, it reads as three distinct sections. The western extent is clearly defined by the West Gate, the beginning of an epic sequence of spaces from west to east. The widening of the road just before entering the Pentice, combined with the pedestrian link to the Cathedral and the 15th century Butter Cross creates a distinctive meeting place and urban square. This marks the entry to the narrower pedestrian central section, characterised by the dense yet highly permeable building on either side, and the range of building heights and sizes. Finally, the street widens out into the Broadway, watched over by Thorneycroft’s statue of Alfred that has become a defining symbol of the City. Abbey Gardens provides a tranquil green haven separated from the Broadway by railings and a flowing brook.

Other pieces of public art including Dame Elisabeth Frink’s bronze statue of horse and rider (photo 12), adjacent to No. 74, and the bronze ‘Hampshire Hog’ outside Hampshire County Council’s Queen Elizabeth II Court, help to enliven the street scene.

In almost a direct legacy from the medieval period, Parchment Street and St Thomas' Street represent the narrow and intimate nature of many of the other intramural streets. Largely unbroken building frontages open occasionally to accommodate small gardens, or routes through to rear courtyards. Last in the hierarchy is a series of narrower understated pedestrian streets, contributing to the permeability of the City and the enjoyment of moving quickly between large and small spaces. The passages off Staple Gardens provide a pleasant walking experience. St Thomas' Passage, slipping quietly down the hill to the east from Southgate Street, provides a dramatic framed view of the cathedral below.

The Square provides pedestrian links to the High Street, Little Minster Street and the Close.

An important public space is situated between the Law Courts, the Great Hall and the HCC offices (photo 2). This space is well landscaped in good quality materials, on two levels. The lower level can be used for public events. The lack of surrounding active frontage and poor integration with the local street network result in it too often being under utilised and relatively deserted.

### 5.7 Public realm—Cathedral Close

An important part of the area's character derives from its seclusion—the manner in which the Cathedral is hidden from the High Street, allowing it to be dramatically discovered. This seclusion which derives from the areas ecclesiastic origins, creates a dramatic change of pace from the bustle of the High Street. Once inside The Close, the Cathedral can be perceived as a whole. The generally low-rise nature of the City allows trees to partially obscure the surrounding buildings, so that the various squares, paths and lawns of the close assume a quiet, park-like feel (photo 11). The huge mature trees and soft landscaping are crucial to this quality of space.

Walks through The Close are characterised by constantly changing picturesque views, due to the informality of the building layout and the range of scales from the monumental to the intimate. The five-minute sequence of passing from The Square across the Close, past the side of the Cathedral, through the Priors' Gate into St Swithun's Street, and through the Kingsgate to the south, is one of the most enjoyable and dramatic walks in the City.

### 5.8 Public realm—Peninsula Barracks

The main entrance is off Romsey Road, a short walk up the hill from the West Gate. There is also subsidiary pedestrian access to the rear from St James's Lane. Both offer a different entry experience into the main square, which can be seen through its open corners before it is actually entered. Another route leads via steep steps to the Lower Barracks providing a useful pedestrian connection to Southgate Street.

In contrast to the Cathedral Close, The Upper Barracks is formally landscaped, the only example in the city, and reflects its military origins. The quality of recent landscaping is very high. The water and trees in the centre are complemented by granite setts, a variety of sizes of stone paving and subtle traffic markings at the edges.

### 5.9 Natural features and topography

The topography of the City's valley is essential to the quality of the High Street and the City in general. Trees and greenery are essential to the calming quality of the Cathedral Close, and they help to soften the vast square of the Peninsula Barracks. Long views to the tree-covered St Giles' Hill are important from along the High Street, but especially through the arch of the West Gate. The gentle slope down to the river contributes to its picturesque quality and, from the other direction, the rise in level gives great prominence to the large local government buildings. Elsewhere in the walled town, the changes in level are more subtle. Jewry Street rises gently to the junction with City Road, and moderate changes in level add to the picturesque quality of many streets, notably St. Peter Street, St Thomas's Street, St Swithun's Street and Parchment Street.









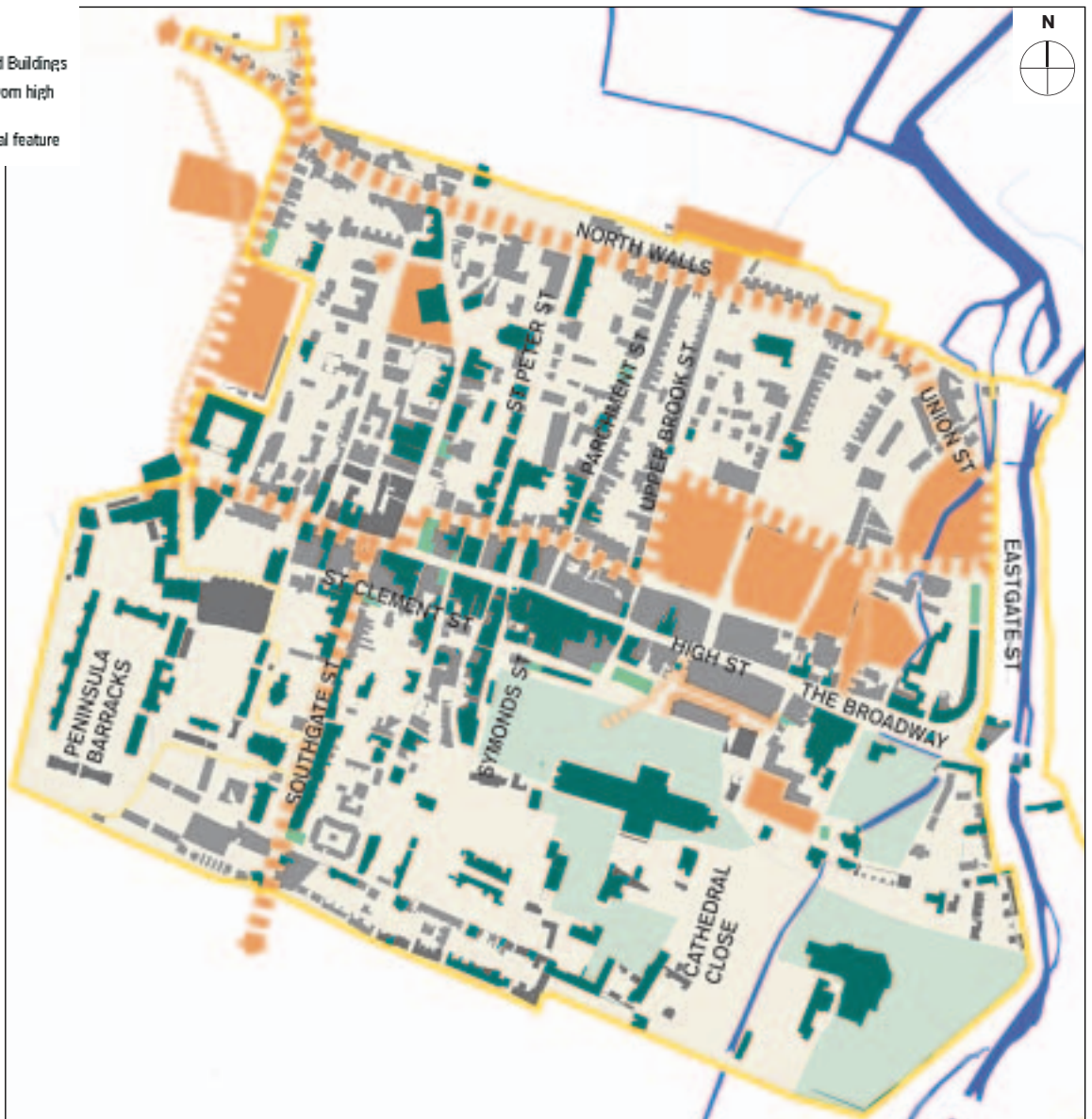
### 5.10 Neutral and negative features

The level of traffic on St George's Street, Friarsgate, North Walls and the west end of the High Street is very high during peak periods, and noise, pollution and the difficulty in crossing the road significantly detract from the quality of space (photo 3). The staggered crossing of the High Street between Jewry Street and Southgate Street is too much dominated by conventional traffic engineering, as is the widening of Jewry Street at the junction with St George's Street.

Winchester bus station does not provide the arrival experience which a city like Winchester deserves (photo 18). The bus gateway on the Broadway is very wide, representing a significant rupture in the otherwise continuous block; the pedestrian walkway through to Friarsgate is of poor quality. The developments west of the bus station, between Friarsgate, Upper Brook Street and Silver Hill comprise large multi-storey car parks, the Brooks shopping centre and various other uses. They are disproportionately large for the surrounding city, and present bleak, anonymous and over-scaled frontages, which are seriously detrimental to the streetscape. The housing blocks between Eastgate Street and Lawn Street, while not detracting seriously from the City, are very different in character from the rest of the walled city, and are therefore a neutral feature.

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-  Listed Buildings
-  Important Unlisted Buildings
-  Roads suffering from high levels of traffic
-  Negative or neutral feature



Above right:  
Environmental Assets

The numerous car parks surrounding the centre detract from the dense quality of the City. The car park in Colebrook Street has been adequately landscaped with trees (photo 20), but the car parks at Lower Brook Street and St Peter's detract from the quality of the area. The car park behind the library in Jewry Street is an eyesore. On a smaller scale, new housing incorporating integral garages (for instance, in St Swithun's Street) has a deadening effect on the street frontages. The loss and replacement of original building details with modern substitutes, especially sash windows, is unfortunate.

### 5.11 Potential for enhancement

The bus station is one of the most obvious areas with potential for enhancement in the City (photo 19). Relocation or redesign of the bus station would improve the Broadway frontage. The pedestrian link through to Friarsgate should be a key part of any design, as should the potential to enhance the watercourse.

The traffic system within the walled city, while still functional, has resulted in Jewry Street and the setting of the West Gate being severely compromised. An alternative traffic strategy could close the gap next to the Gate and restore the sense of the western city walls. This would also offer the opportunity to create a pedestrian-friendly urban space just outside the West Gate at the junction of the Roman roads. The widened area of Jewry Street is over-generous in its road space.

The route through from the High Street to Cathedral Close past the end of Market Lane is potentially part of a key pedestrian route leading through to Kingsgate and north to the Art College (university) campus. Some building over the east side of the small car park may be the answer to improving the route, by increasing the density, and improving the setting of the 14th century tower from St Maurice's church.

The car parks provide an opportunity for higher density redevelopment that would respect the existing grain of streets and relieve pressure on greenfield sites surrounding the area. Owing to its hilltop location, development of the car park adjacent to the new Records Office should not exceed two storeys. Building in the car park surrounding the library on Jewry Street must preserve the sense of the library as a distinct building, instead of incorporating it into a block.

There is also a case for extensive redevelopment in the area bounded by Friarsgate, Silver Hill, Upper Brook Street and the bus station, provided that this respects the street pattern and the surviving evidence of historic water courses. The Brooks shopping centre does not function as a street, despite its cafés and through routes, because the entrances are uninspiring and difficult to use. The adjacent street market, while not beautiful, does indicate the liveliness that public spaces in this part of town can possess.

The gap site on Eastgate Street to the north of No. 77 requires sensitive infill building to reinforce character of street frontage.

Pedestrianised parts of the High Street should have upgraded paving in natural stone when resources allow.



# 6 Winchester College

## 6.1 Historical development



The College was founded by William of Wykeham in 1382 and was intended, along with its associated institution New College, Oxford, to help provide the church with well-educated clergy. The first buildings, which still form the core of the College, were completed in 1387-94 and were designed for seventy "poor and needy scholars", sixteen choristers and ten commoners, along with the warden, headmaster and fellows. They were accommodated around two courts, Outer and Chamber Court (photo 1), and beyond them a cloister. Within the cloister was added the Fromond chantry chapel in the 1420s (photo 2).



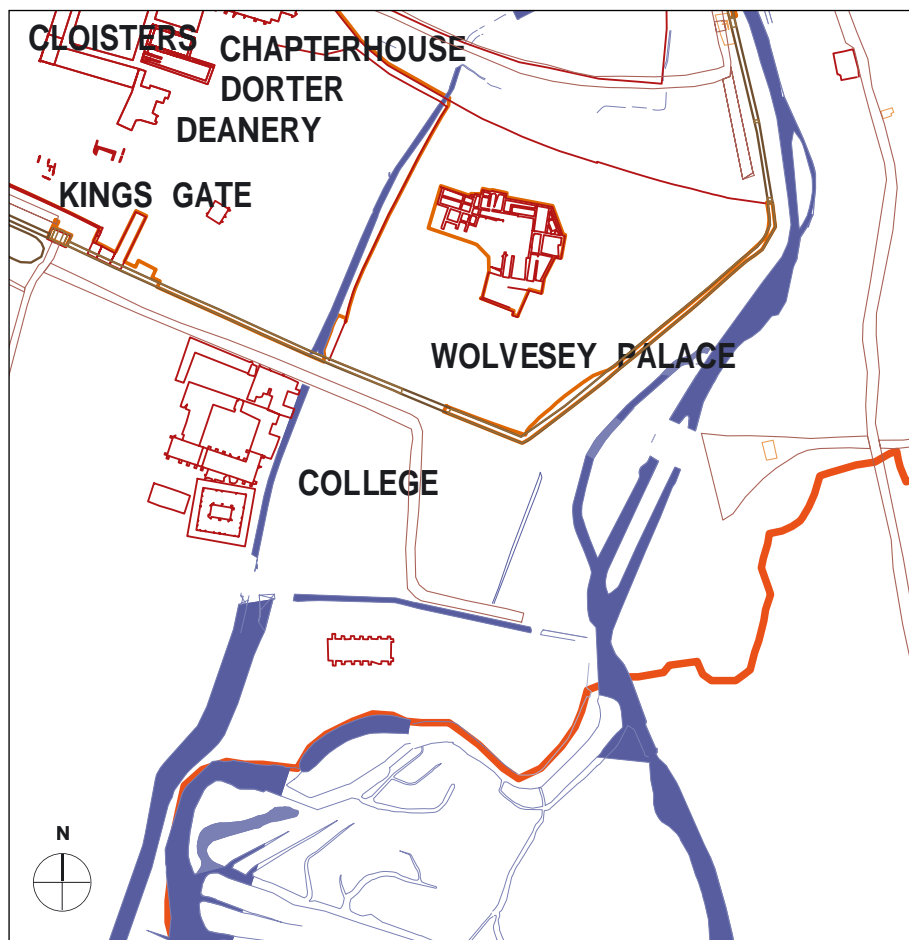
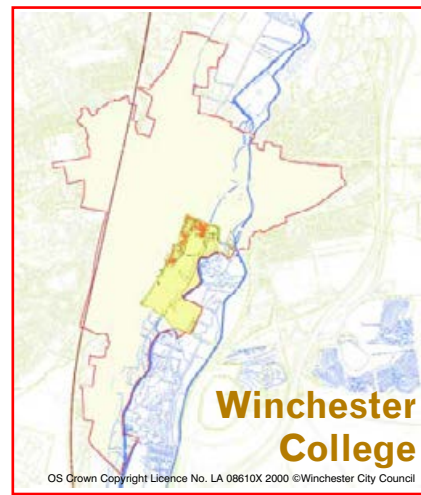
Under the Tudors and Stuarts the College appears to have enjoyed greater stability than the City, and by the late 17th century the number of commoners had risen to seventy. New accommodation was added by building southwards—the teaching block known as School in 1683-7 (photo 3) and, at a distance, the Sick House of 1656. The same progression followed during the expansion of the College in the Victorian period, for instance with the building of the Sanatorium (now the art department) in 1884-93 and the Science School in 1902-5 (photo 4).

The influence of the College has spread well beyond its immediate confines. College houses have been built to the west and south—the first was in Edgar Road in the 1850s—and the College has bought many houses in the Kingsgate Street/Culver Road area for its teaching staff. Above all, College ownership of the meadows and playing-fields towards the river has been one of the main influences in the shaping of the City.



## 6.2 Building uses

The principal landowner in this area is Winchester College whose grounds and splendid historic buildings provide its principal focus. The predominant building use is therefore educational; many of the nearby residential buildings provide accommodation for masters. A small number of shops and the Wykeham Arms pub are grouped around the north end of Kingsgate Street (photo 9).



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Above: Medieval Development

### 6.3 Building character



The College contains a number of striking buildings grouped around a series of cloisters and courtyards and representing a variety of periods from the late medieval through to the present. From outside the College, the use of stone and flint walls predominates with some important red brick buildings such as School and the science building, designed in 1904 by Henry Hill, and the former Sanatorium (now the art department) with its round towers and conical tiled roofs providing contrasting colours and textures. The College itself is characterised by an intricate series of courtyard spaces (photo 6). These are not ordered on an axial composition but rely on linking archways, a continuity of materials and textures, and the orienting landmark of the College tower to provide a dramatic series of spatial experiences.



The buildings convey the medieval characteristics of stone buildings: string courses, strongly modelled windows with hood moulds, windows and doorways of enormously different size and scale, united under great roofs, stone-paved courtyards, the corner stairs to the dining-hall starting outside in stone and finishing in wood where it is under cover. There are strong contrasts of light and shade through the sequence of arched gateways. These have stone vaulted ceilings incorporating carved stone bosses, wonderful oak doors, and the silhouette of parapets, stair turrets and buttresses; together with a great wealth of stone carving in niches on principal elevations (photo 10).

The cloister around Fromond Chantry has a remarkable roof with arched ribs of chestnut. The War Memorial Cloister was designed by Sir Herbert Baker and built in 1924 (photo 5).



Further down the path immediately beyond the War cloister is "Museum" with a tiled roof, designed by Basil Champneys to celebrate the 500th anniversary of the school (photo 8). Sick House in 17th century brickwork with stone window dressings is set back within its rather fine formal garden.

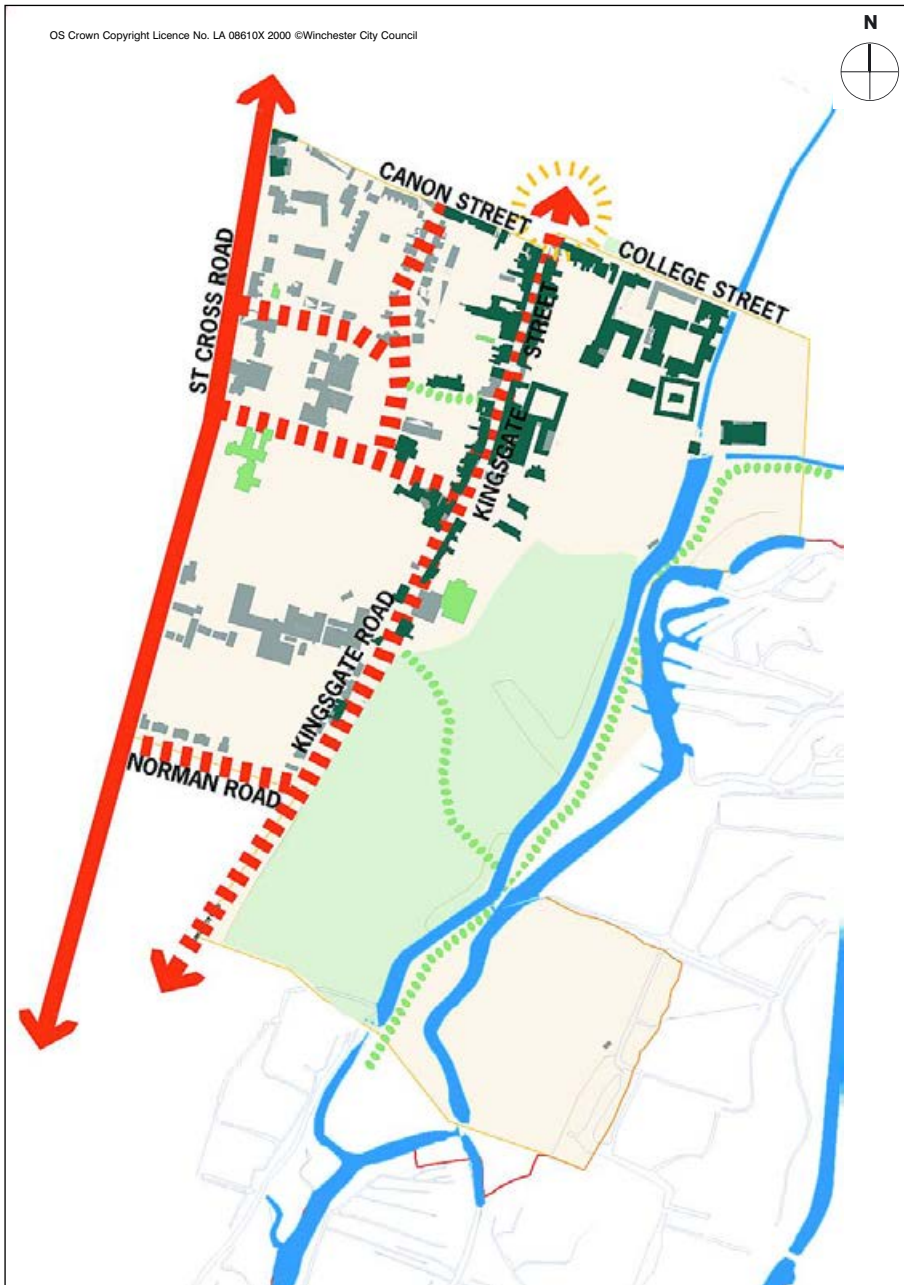
The Warden's garden is a very peaceful brick-walled space with magnificent trees on the eastern and southern sides and a view of St Giles Hill in winter. The Lockburn stream coming through from Abbey Gardens, and the Cathedral Close runs down its western side. On the south side beyond the trees is New Hall which houses panelling originally created by Pierce for the College Chapel in the 17th century.

South of High Street, Canon (photo 14) and College Streets are lined with Georgian and Victorian houses, built of brick, stone and pastel painted stucco, with undulating rooflines clad in plain clay tiles.

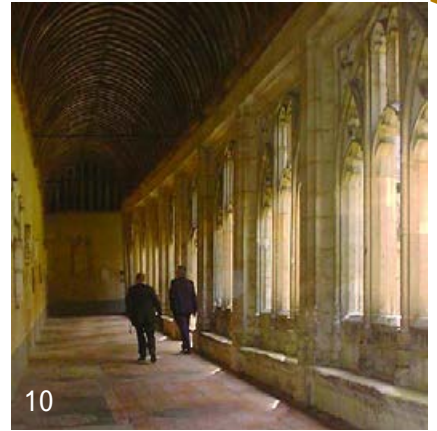
The King's Gate is a 14th century gateway in the City wall with a castellated parapet. The 16th century church of St Swithun upon Kingsgate sits above the gateway.

Kingsgate Street has a distinctive, largely 18th century character, with buildings featuring parapets, string course details and door and window detailing and use of sash windows. These include Nos 62 and 16, which have full round wooden columns supporting a decorative entablature and flat hood moulds with deep panelled reveals to match their six-panel doors. No. 13 has flat pilasters and No. 15 has stone steps and railings, narrow pilasters supporting a pedimented hood. No. 8 has only thin pilasters with a decorative fanlight and decorative timber mouldings, and a place for a glazed lantern. In addition to these there is a double bow-fronted shop window and other details, such as window shutters, boot scrapers and early insurance signs. Many chimneys have decorative pots.





- Listed Buildings
- Important Unlisted Buildings
- Roads suffering from high levels of traffic
- Negative or neutral feature
- Pedestrian links
- Pedestrian links with potential for improvement
- High quality streetscape
- Main routes



Left: Urban Structure



The approach to the Kings Gate starts with two-storey buildings to the west and College buildings set back from the street along the east side. The view through the art school reveals the little, tiled centrepiece by Ted Cullinan built in the 1980s (photo 7). Building heights increase and frontages are increasingly narrow as the route culminates with a tight, urban space at the King's Gate, creating a dramatic approach to the Cathedral and College Street. Building plots are again defining and important, as is the evidence for earlier medieval buildings within brick façades; early chimneys, projecting ranges to rear, and steep roofs. Windows and doors along these streets are almost without exception timber, traditional, and of simple design.

College Street features a very fine collection of apparently 18th century houses, the first being the house where Jane Austen died in 1817. The Winchester College Music School on Culver Road built in 1903 to a design by E.S. Prior, is a striking stone building with a high conical roof surmounted by a lantern. St Michael's Road was an ancient mediaeval street that is now a wide residential road, its north end terminated by the gable of Hawkins House.



#### **6.4 Public realm**

Kingsgate Street retains its sense of history and a superb view of St. Catherine's Hill at Ridding Meads. A memorable view of the cathedral roof dominates the narrow streets defined by Kingsgate Arch, the impressive flint and stone College walls and 18th century houses. The contrasting inter-relationship between the historic College buildings, Wolvesey Palace and the adjoining water meadows is one of the defining elements of the City. Lush water meadows and mature trees provide a strong pastoral setting to the complex of buildings.

Although public access is permitted across the College's playing fields, there is a limited provision of public open space in this area. A small, landscaped garden on College Street is maintained by the College but its usefulness is largely decorative.

Whilst the College grounds to the east of the area limit movement east-west, west of Kingsgate Street, a series of pedestrian routes add to the permeability of the street network. St Michael's Passage which curls around St Michael's church is a notable and well-used route.

In general, there is a high quality public realm notable for the avoidance of intrusive signage and high quality paving, for instance, along College Walk.

#### **6.5 Natural features and topography**

The lush greenness of the southern water meadows provide an important backdrop. The view from the end of College Street exemplifies a sense of the country penetrating the City.

#### **6.6 Neutral and negative features**

Although the high blank walls of the medieval College grounds are an essential part of the area's character, the scale of the buildings (mostly College-owned) and Kingsgate Park along St Cross Road provide less interest and animation to the street scene. St Cross Road is more traffic-dominated and divides the College area from the Christchurch Road area to the west.

Timber fencing around some of the College playing fields is an incongruous and unnecessary curtailment of sight lines across otherwise open space and would be better replaced by well-designed railings.

### 6.7 Potential for enhancement

The replacement of timber fencing with visually open metal railings would allow the playing-fields to contribute visually to the public realm.

The open space on College Street could be reconfigured.



Left: Environmental Assets

# 7 Riverside

## 7.1 Historical development



The shallow river Itchen provided a crossing point which is likely to have prompted first human settlement of the area. The river formed part of successive defensive arrangements, beginning with the iron-age Oram's Arbour. Changes carried out by the Romans and later the Saxons have given the river its current position on the eastern edge of the historic walls. Although the City grew across to the east bank in medieval times, the riverside walks to the north and south widen out very quickly into open countryside. The most important developments along the river were the three medieval mills, including City Mill, at the end of the High Street. The Mill was established by the Abbess of Wherwell between 1189-99 in the reign of Richard I, replaced by the present building in 1744 and situated adjacent to the bridge at the eastern end of the High Street axis (photo 2).



In 1231, Bishop Peter des Roches, established a new jurisdiction in the southern and eastern suburbs of Winchester which is called The Soke.

## 7.2 Building uses

Entering the City from the north, the river passes alongside recreation grounds, a bowling club, and the Winchester campus, before entering the residential area along Water Lane (photo 3). The three mills are no longer in industrial use, although the City Mill has been converted into a museum with a shop and garden. The 'Old Monk' pub, although facing Bridge Street opens on to a riverside garden. The offices and houses of Chesil Street overlook the river from the east, and Wharf Mill has been converted into residential flats. Houses and recreational open space remain the main land uses south of this point.



## 7.3 Building character

Although the riverside area is remembered for its natural features, the City does intrude quietly on the central section of the river. The 18th century bridge, on the site of its medieval predecessor at the east end of the High Street helps to define the northern point of this stretch. The path runs down the western side of the river, lined by the City wall, providing views across to the back gardens of houses along Chesil Street and the trees of St Giles' Hill above (photo 12). These houses are predominantly two and sometimes three-storey, in a variety of styles. Small flint and brick buildings demonstrate the small medieval scale and informality which characterised the first buildings east of the City, and more recent developments in classical styles have preserved this essentially suburban feel. Building plots define the pattern of building, creating a fine grain of development running down to the river.

The area contains a number of the best surviving timber-frame buildings in Winchester, including the Old Blue Boar 1340, Chesil Rectory 1450, Tudor House in St John's Street and No. 42 Chesil Street. It also contains two of the most important large private houses in Winchester. The first is No. 12 Chesil Street, on the site where monks offered hospitality to travellers arriving after the town gates were closed. The second is an 18th century house, St Johns Croft, at the top of St John's Street.

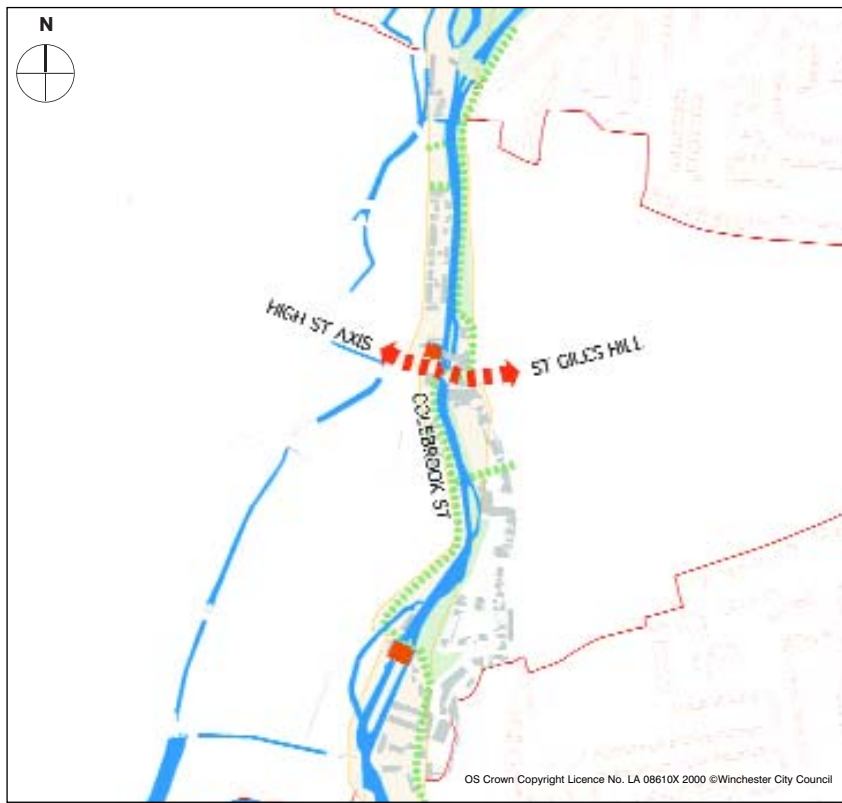
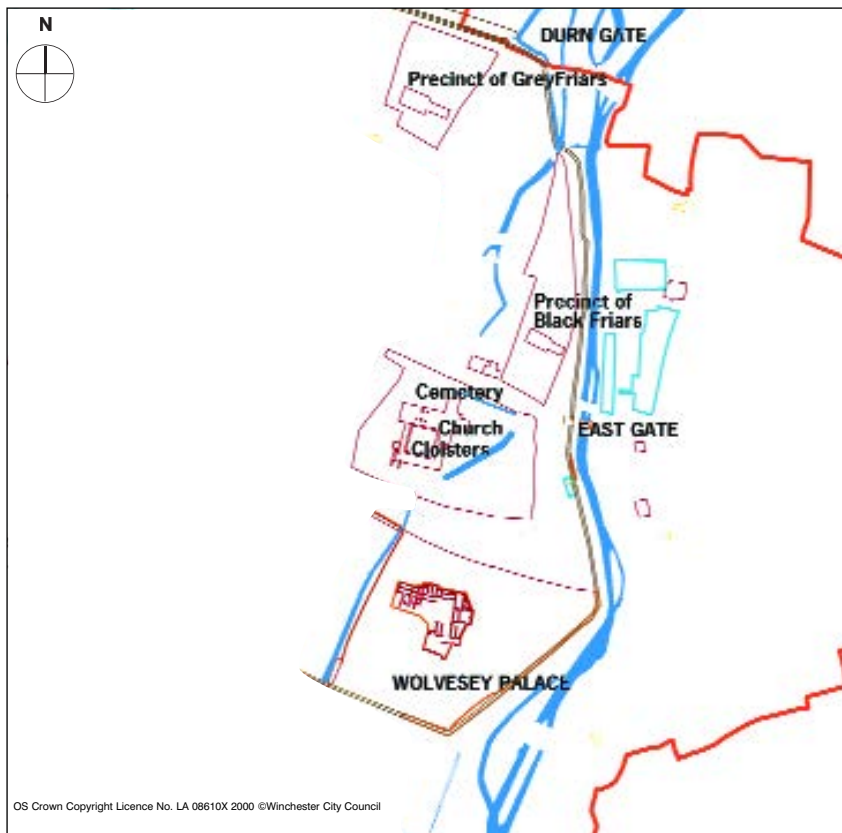
South of City Mill (photo 2) the river has strong historical associations and artefacts and virtually no direct access to dwellings. It is an important pedestrian and cycling route into the centre from Highcliffe, Wharf Mill and the College area, and a starting point for recreational walks to St Cross, St Catherine's Hill and beyond.



Wharf Mill (known as Seegrims Mill) was founded in 1205. The present building is now a substantial, converted, late 19th century brick building.

On the east bank of the river, private gardens sweep down to the river. The most important of these belongs to the late 19th century Kingsland House, which has a striking pedestrian bridge, recently replaced, to give access to the riverside walk (photo 6).



Top: Historical Development—Late 15th century, Bottom: Urban Structure



-  Other important routes
-  Pedestrian links with potential for improvement



The Almshouses of St Mary Magdalen, (photo 11) erected in the 1930s, have been extended on either side of a formal entrance with gates through the city wall (photo 11). These have bright orange tile-hanging, producing a welcome splash of colour, and triangular oriels which give the residents views up and down the river. On the east bank an island provides the nucleus of a belt of trees that shelter the river and give screening and privacy to the houses in Chesil Street, and hide the tyre repair depot.

The final section up to the terminating feature of the 18th century bridge and City Mill is parallel to Colebrook Street, which runs at a higher level within the walls. Here gardens have been inserted, including a public garden created in 1992 in memory of Sir Leslie Scott PC. This is approached by steps with very distinctive railings seen in front of the 18th century Armoury with its arched openings and sculptures.

On the east side there is an old listed wall (photo 7) making use of recycled medieval stone and bricks which gives privacy to the gardens of listed buildings in Chesil Street and at the same time grows wallflowers (photo 7). One of these gardens is a memorial garden alongside a converted malthouse. The garden of No. 12 The Soke, a 16th century stone house adjacent to St Peter's Church has lovely trees and clipped Yew topiary in its garden.

#### 7.4 Public realm

The riverside represents a unique series of spaces which should be ranked in importance alongside the High Street and the Cathedral Close. To the north and south, the 'green wedges' of open recreational and agricultural land are crucial to the character of Winchester as a whole, in the views they create from within the City and their links to the ancient paths of St. Catherine's Hill and the Downs.

The central section is a special area of tranquillity, contrasting with the density and noise of the High Street only seconds away. Its character is defined by trees, swans, ducks and running water. The strong line of the City wall contrasts with the informality of the houses across the river, stretches of medieval flint and brick wall on the east bank add to the quality of the space. Its proximity to the city centre can be felt in the number of people walking along the path, but the large number of places to sit helps to slow the pace and encourage pausing.

Bridge Street, where the two storey buildings on either side are of an appropriate scale for the lovely 18th century bridge with its high stone bottle balustrades. The restaurant on the north side is particularly important by virtue of its position looking out onto the river, the mill race and island with its Judas tree.

The northern section has a slightly different character, a mixture of less substantial residential property, industry and medieval buildings form a gently curving street called Water Lane.

The City Council under clearance schemes removed many properties on the west side of Water Lane to implement a section of the Town Centre Plan of 1967 which would have built a dual carriageway down Eastgate Street. The clearance has resulted in a road with resident parking adjacent to a wide grassy open waterside space with trees.

#### 7.5 Natural features and topography

Although much wider in medieval times, the river remains very shallow in the central section adjacent to the wall. The water is very pure due to the underlying geology, and on a sunny day the base can clearly be seen. In the northern approaches to the City, the river passes through rich areas of mature trees, including beech, sycamore and willow. The presence of the hills surrounding Winchester can be felt, particularly St Catherine's Hill to the east of the meadows in the south, but also the trees of St Giles' Hill which are visible behind the houses of Chesil Street. A dramatic line of large sycamores along the river, evenly spaced, marks the southern approach to the City.

### 7.6 Neutral and negative features

In general, the central riverside is a very pleasant and unspoilt component of the City, and there are few negative features, if any. The conversion of Wharf Mill is a welcome re-use of a historic building, although the ground floor car park under the new extension block does not sit very comfortably with the small green opposite. The Station Hill car park was developed after the resistance of earlier potentially more intrusive proposals but is only partially successful as a sensitive addition next to the prominent slopes of St Giles' Hill.

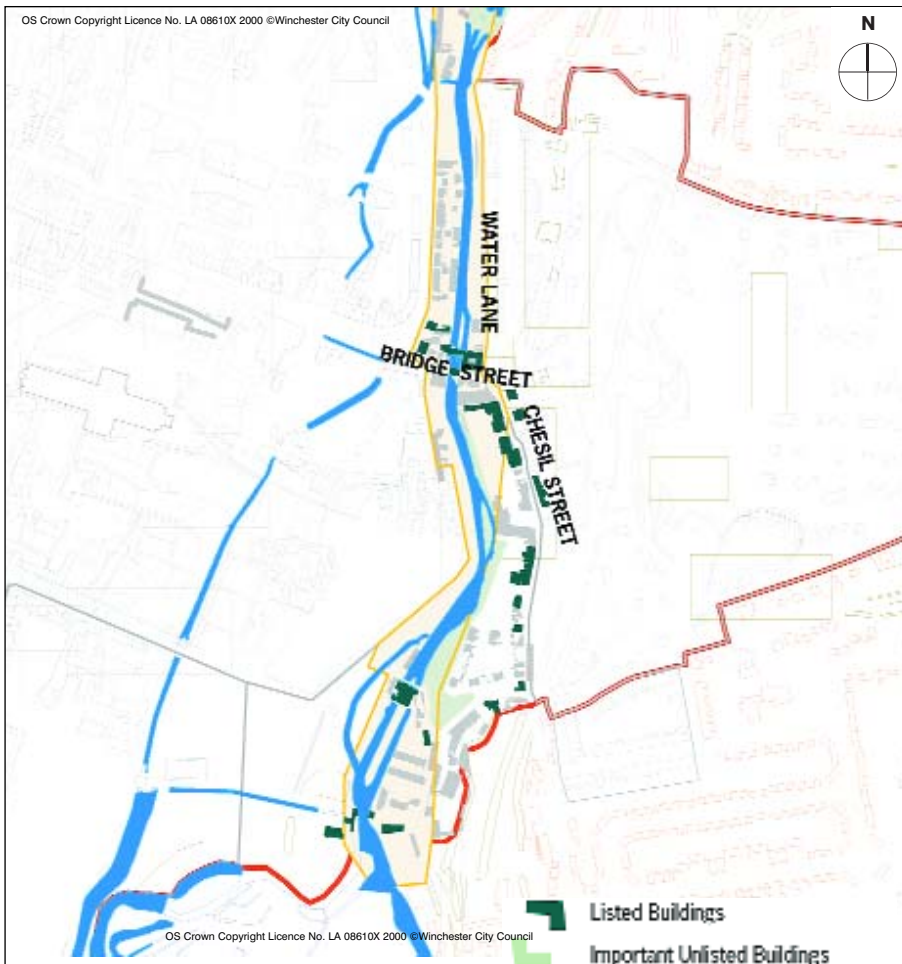
### 7.7 Potential for enhancement

It would be good if the riverside walk could continue northwards more obviously through the City Mill, instead of the circuitous route across the bridge. New bridge crossings especially for pedestrians would be a welcome addition, enhancing the enjoyment of the river and access to the east bank. A new public bridge should be added to enable the existing footpath from St Giles' Hill to get across the river and provide an alternative to the narrow footpath over City bridge.

Comprehensive design solutions could be provided for a number of spaces including the space adjacent to Chesil Rectory and the back of the Rising Sun on Station Hill.

To recreate the eastern side of Chesil street with housing from Wharf Hill to the school in, for example, a manner similar to that used in Wales Street, would restore the character of the mediaeval street, although it would require alterations to the parking in this area, to be accommodated below, making use of the levels.

The paving and railings along the river walk should be replaced to a better quality.



Left: Environmental Assets

# 8 St Giles' Hill

## The Eastern Suburb

### 8.1 Historical development



The river Itchen defines this suburb to the west, where development began in medieval times at the base of St Giles' Hill, and several structures remain from this time. These include 42 Chesil Street and the Old Chesil Rectory, (photo 8) overlooking Bridge Street.

In the 13th and 14th centuries, the hill was the site of St Giles Fair, the greatest market in southern England, attracted traders from western Europe. Consequently, the eastern suburb became an important location, with buildings rising up onto the hill and the principal entry point to Winchester from London and the river crossing.



After the decline of the Fair, the hill remained essentially rural, with an isolation hospital near the site of St Swithun's School. It was the railway in 1885 which marked the beginning of modern development. All Saints Church (photo 7) was built in 1898 as part of the suburb of Highcliffe. When large areas of land on the hill were sold for residential development, a group of citizens collaborated to preserve the western slopes as a public park. However, development extended eastwards over the hill. The M3 replaced an earlier road to define clearly the eastern edge of the City from the downs. While river and motorway have remained as boundaries, twentieth century development has extended both north and south of the area.

### 8.2 Building uses



The proximity of Chesil Street and Bridge Street to the city centre is reflected in the number of offices, restaurants and pubs, although there is a significant amount of residential development, often above ground-floor level. There are also Council offices on Chesil Street. Further up the hill, the area becomes almost exclusively residential, apart from a school, a nursing home, and a shop and pub at the eastern end of Alresford Road.

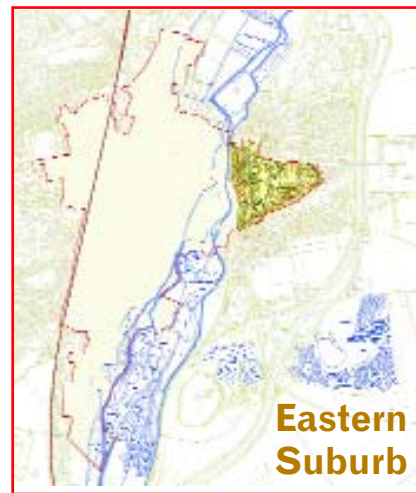
### 8.3 Building character

Chesil Street is characterised by a diversity of architectural languages, and a sense of growth over time. The human scale of the timber-framed medieval houses is reinforced by the low storey heights. St Peter's church with its tile-clad, timber framed upper storey forms a prominent punctuation point along the street. The Victorian terraced houses vary from two to three storeys, and are characterised by a high standard of brickwork, flat arch lintels, sash windows, and occasional use of render. St John Street displays the same variety of style, including flint and brick walls, although the buildings are narrower. Highcliffe in the south (Canute Road and St Catherine's Road), is characterised by 2-storey brick terraced houses, with arched double entrances, bay windows and small front gardens. The consistency of these terraces is the key to the character of this distinctive small suburb which is currently outside the Conservation Area (photo 3). This character is shared with terraced development on sections of Alresford Road to the north. On the main part of the hill, residential development took the form of large detached houses, On Northbrook Avenue, for example, these houses are characterised by high quality flint and brick walls, stone lintels and entrance details.





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Above: Late 19th century showing the railway completed 1885.  
Below: Urban Structure

-  Main routes
-  Other important routes
-  Local Centres



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## 8.4 Public realm



The townscape changes dramatically as the City moves up the hill. Chesil Street and Bridge Street have a commercial feel and their narrowness and the proximity of the buildings to the street allow them to share the same character as streets in the city centre. Expansive car parking, garages and large-scale flatted developments, visible from the street, have eroded this character. Despite demolition and redevelopment in the 1970s, due to its narrowness and the small scale of its buildings, St John's Street has retained a very unspoilt, intimate, medieval quality. A sarsen stone juts out into the pavement at the end of the church. The gradual awareness, as the hill is climbed, of the church of St John the Baptist (photo 10) is a unique quality of the road, and should be protected. Although narrow and, for the most part, closed, there are occasional views through to rear courtyards, and pathways through the churchyard.



On St Giles' Hill the large number of trees and wide roads give a most suburban feel, although some roads, especially Northbrook Avenue, benefit from their unmade nature and soft verges (photo 9). This helps to reduce the emphasis on their traffic function and provide a sense of pedestrian priority. This special quality, and the proximity to the park on the western slopes, is essential to the character of the area as a whole. Alresford Road, Magdalen Hill and Quarry Road, while more heavily trafficked, enjoy some dramatic slopes and occasional long-distance views over the City (photo 1). The buildings on Quarry Road to the south are notable by their absence, as they disappear down the steep slope.



## 8.5 Natural features and topography

The topography of the suburb is dominated by St Giles' Hill, which rises steeply from the river, and contributes to the special qualities of many streets, especially the narrow St. John's Street and Blue Ball Hill. St John's Street demonstrates the townscape value of modest changes in level to provide dramatic changes in view over the Cathedral in a way not found elsewhere in Winchester (photo 4).

In 1937, a cutting was built for the first Winchester by-pass, which separated the hill from the downland to the east, and through which the M3 now runs. Throughout the suburb, extensive areas of mature trees provide shade and reinforce the semi-rural nature of the suburb.

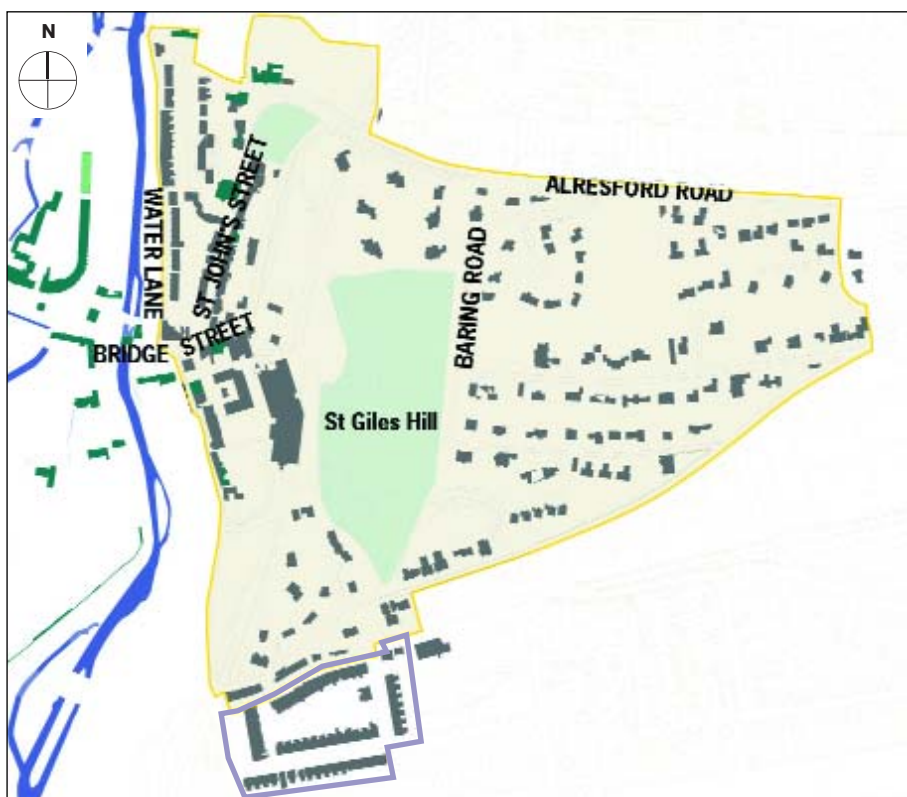
### 8.6 Views

The hill provides spectacular views over the cathedral and city, especially from the park and its surrounding roads and from the top of St John's Street views are often obscured by large trees, although they provide a framed view of St Catherine's Hill to the south. The open nature of Baring Road provides long views over the park, and long views to the park from within Northbrook Avenue and Stratton Road.

Because of its elevated position, St John's Church tower (photo 10), refaced in the 15th century can be seen as part of a composition with the Cathedral Tower from Magdalen Hill. It can also be seen clearly from large parts of the city centre, from St Catherine's Hill and from as far away as Bushfield Camp and should therefore be regarded as an important townscape feature.

### 8.7 Neutral and negative features

The multi-storey block of flats visible behind the houses to the east side of Chesil Street is a strong feature of the skyline which competes with the trees of the hill. Further south, the Chesil Street car park is an eyesore which does not do justice to the dramatic rise of the hill behind the railway cutting to the east. At the eastern end of Northbrook Avenue, opposite the junction with Quarry Road, there is a 3-storey apartment development which is out of character with the large houses adjacent to it. Quarry Road itself, along with Alresford Road and Magdalen Hill, suffer from a high level of fast-moving traffic, which detracts from their quality as pedestrian routes. Although the motorway is sunk in a deep cutting, the noise is a feature of the eastern edges of the development.



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Left: Environmental Assets

-  Listed Buildings
-  Important Unlisted Buildings
-  Area Requiring Additional Protection

## 8.8 Potential for enhancement

If the sites mentioned above were to be redeveloped, new building should be sympathetic to the character of the area as described. If sites along Chesil Street were to be redeveloped, a lower-rise, high density series of buildings of intimate scale and with frequent links to Chesil Street would be appropriate. Magdalen Hill and Alresford Road would benefit from visually unobtrusive traffic-calming, such as subtle road narrowing.

The distinctive late 19th century terraces in St. Catherine's Road and Canute Road would benefit from Conservation Area status.

As and when quieter road surfacing materials become available, they should be applied to the M3. In the long term, a 'green-bridge' cover over the motorway would preserve it as a vital economic artery, while re-stitching the City to the downs in the east, re-creating pedestrian and ecological linkages, and providing a linear park to complement the designated 'Area of Outstanding Natural Beauty'.



# 9 Christchurch Road

## 9.1 Historical development

This area was largely developed in c.1830-70 in response to a growing demand for middle-class housing in a suburban environment. Throughout the country detached and semi-detached villa-type housing became increasingly popular during this period, especially because it was regarded as being healthier and more appropriate for family life. In Winchester this preference was met by the release of land for development between St Cross Road and the newly-opened railway. Some of the housing, notably in St James' Villas, was purpose-designed for officers from the nearby barracks. Winchester College located its first house beyond the college precincts in this area—Du Boulays in Edgar Road.

The area takes its name from Ewan Christian's Gothic Revival church of 1861 which, with the adjacent villas, forms a characteristic mid-Victorian group. Apart from the advent of the car, and the replacement of some of the houses by blocks of flats, the environment of the area has changed remarkably little since its original development.

## 9.2 Building uses

This is a predominantly residential area, either of single family houses or of houses divided for multiple occupation. The main exceptions are the purpose-built boarding houses for Winchester College and some low-rise blocks of flats.

## 9.3 Building character

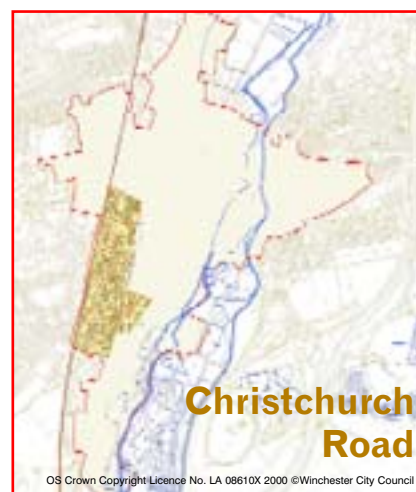
The area is notable for its large houses set in generous gardens with well-defined boundaries and established openings and breaks. Wide roads and paths emphasise and enhance this character and create a sense of open townscape in contrast to the walled town.

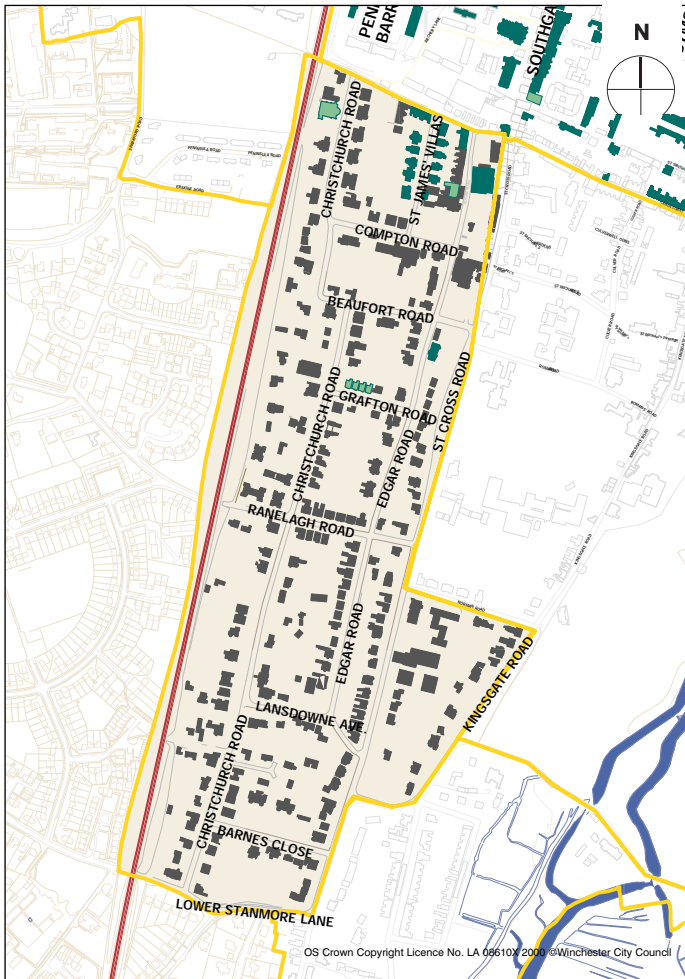
The area takes its character from the comparatively low density housing, set back from the street in plots of various sizes. There are some terraces, for instance at the north end of Edgar Road, with narrow front gardens and railings; but generally the houses are detached or semi-detached with larger front gardens or front drives. A particularly good group is at Nos 39-45, Christchurch Road, (photo 1) where the villas have polygonal bays and Doric porches. The boundary walls on the street frontages—either rendered brick or brick and flint—are an important ingredient in the street scene.





Houses are brick, or stuccoed brick, generally with slate roofs. Many have Italianate details—quoins, cornices and window architraves—a standardised language varied to give each house individuality. Some houses have chalk cob walls, but these too are stuccoed and so are indistinguishable from their brick-built neighbours. Throughout the area houses were built for coal-fired heating, and chimneys form part of their overall picturesque effect.

## 9.4 Public realm

Apart from the space around Christ Church there are no specific public or semi-public spaces in the area. The main aspect of the public realm is the street layout, consisting essentially of a grid of broad streets, shaded by trees in front gardens. Parts of the grid terminate in T-junctions, which add to the sense of suburban enclosure, but the houses which close the vistas at these junctions are not treated in any special way. Except for the heavily-trafficked St Cross Road on the eastern boundary, the area is largely protected from through traffic and has required no obtrusive traffic calming measures.

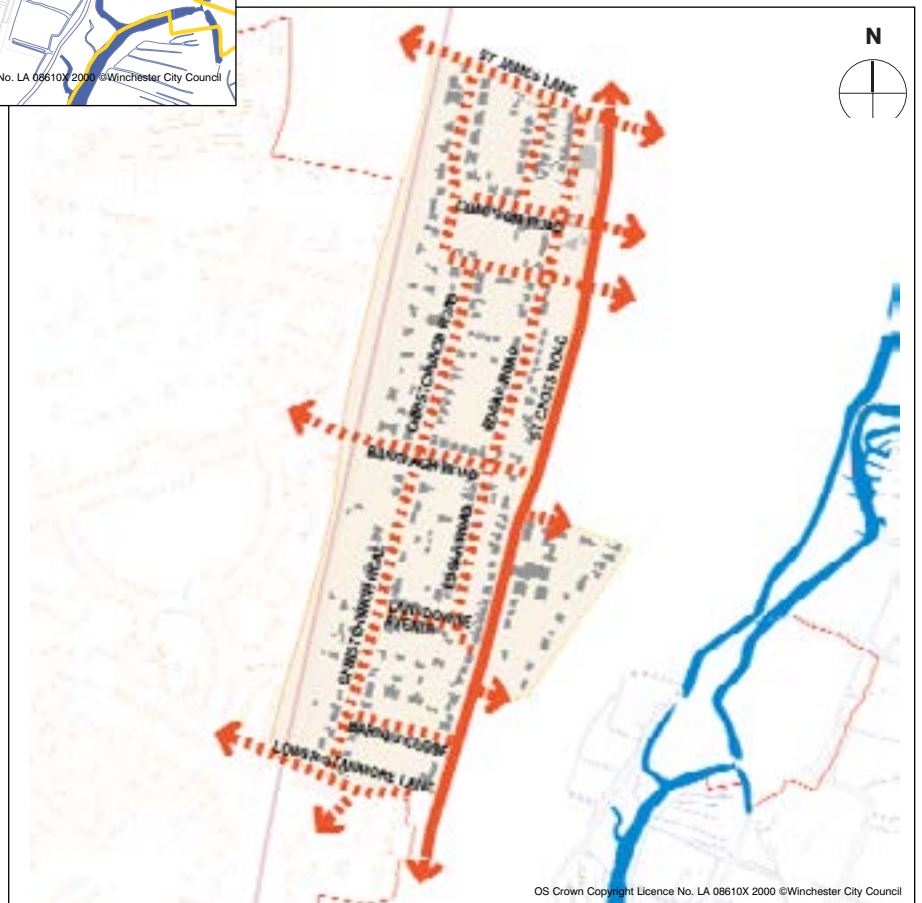




-  Listed Buildings
-  Important Unlisted Buildings
-  Main routes
-  Other important routes

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**Top:** Environmental Assets  
**Bottom:** Urban Structure

## 9.5 Natural features and topography

The major feature of the area is the railway line on its western boundary, partly in a cutting and partly on an embankment, lined by trees. The lineside vegetation and wildlife form a crucial natural corridor through this part of Winchester. The rest of the area has a moderately varied topography: Christchurch Road crosses two slight ridges, whereas Edgar Road follows a gentle slope. Mature trees and garden planting reinforce the sense of suburban lushness, in contrast to the much tighter topography of the Walled city.

## 9.6 Views

The spire of Christ Church is a landmark in distant views of Winchester, for instance from St Catherine's Hill, but the church is largely hidden in closer views. There are few significant views from the area, except the sight along Edgar Road of the spire of St Thomas's Church. The open quality of the built form and infrastructure lends itself to extended views within this area of the sides and rear of principal buildings and related outbuildings and attractive planted gardens.

## 9.7 Neutral and negative features

The picturesque streetscape of the Christ Church area depends on a delicate balance of trees, planting and enclosure. This balance is easily threatened or broken if enclosing walls are demolished, or trees replaced by buildings. Although there are no significant negative features in the area, in parts its character has been undermined where the original housing has been replaced by blocks of flats of a larger scale, such as King Harold Court, Christchurch Road; or where insensitive additions have occurred. The insertion of new, proprietary windows of non-traditional design or modern material has detracted from the overall appearance of a number of houses.

## 9.8 Potential for enhancement

The area will gain from the establishment of a strategy for the maintenance and repair of frontage walls, and the rebuilding of walls and railings which have been lost in recent years. Similarly, a policy to record mature trees in the area, and to provide for their replacement where appropriate, will help preserve this aspect of the suburban landscape. If existing houses are redeveloped the replacement buildings should be sympathetic to the scale, massing and materials of the area, and should avoid prominent parking facilities.

Some of the houses on St Cross Road which present their backs onto Edgar Road could provide an opportunity for a new mews development providing frontage onto Edgar Road.





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**Above:** Christchurch Road area from 1870 Ordnance Survey, after the completion of the railway but before Christ Church was finished.



# 10 St Cross

## 10.1 Historical Development

The area takes its name from the Hospital of St Cross, one of the most famous and complete almshouse institutions in the country. The hospital was founded in 1136 by Bishop Henry de Blois, half-brother of King Stephen. The church is largely of the 12th and 13th centuries (photo 3), originally with dwellings of the same date for the master and brethren. However the accommodation was redeveloped by Henry, Cardinal Beaufort in 1443-6 on its present collegiate plan, with two courtyards linked by a gatehouse. The rooms of the brothers are grouped around staircases in the west range of the larger courtyard (photo 2).

St Cross was for a long time a separate community on the route south from Winchester, but is now linked to the City by mainly 19th century suburban development along St Cross Road. Although part of the City, it remains a distinctive place with a less urban character because of the hospital enclosure and the close proximity of the water meadows along the river.

Nos 1-2 'Back Street' (character as the name suggests) with its massive timber framing and stone stack (stone pilfered from various religious establishments) is evidence of the earlier settlement now all but engulfed in later building.

## 10.2 Building uses

The Hospital of St Cross continues its original function of providing sheltered accommodation for 'poor men of good character'. The chapel serves as the parish church. On St Cross Road, there is a small cluster of local services, including a post office, a pub and a local shop (photo 5). The presence of the local post office in the shop (July 2000) makes a significant contribution to the village's separate identity, and its retention is therefore of importance to the character of the area. The roads to the west of St Cross Road are exclusively residential, except for a large nursing home.

## 10.3 Building character

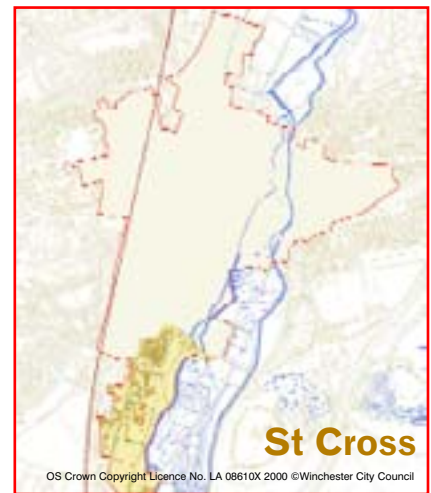
As the main road approaches St Cross, the buildings become noticeably closer together, and cluster into small terraces. The houses are built at a wide variety of set-backs from the road, which contributes to the picturesque quality of long views along the road. These are two and occasionally low three-storey houses, reinforcing the less urban character of the historic village. Many are built from brick with shallow pitched roofs and brick arch lintels. Another older terrace is constructed from flint and brick walls, with canted bay windows at ground floor level and painted timber-framed gables above the first-floor windows. White-painted timber sash windows predominate. A lively and varied skyline is visible from the road, with tall chimneys and some dormer windows.

The detached houses to the west of the road are larger, often with high quality brickwork cornices or window surrounds, and timber-framed sash windows.

## 10.4 Public realm

St. Cross Road changes in character as Winchester is entered from the south. The trees in front of the residential home and the grazing fields to the east give a very rural impression, causing the entry into St Cross village, with its narrow pavements and dense building, to be quite abrupt. The edges to the street within the village are generally hard, with narrow pavements and high and low walls. The Conservation Area also encompasses the beautiful and tranquil paths north through the water meadows to the City of Winchester.

A clear hierarchy of three routes is evident: the main road with traffic and large, grand houses; the back road which is largely Victorian; and the river walk with constant glimpses of St Cross and terracing and approaching the hospital housing of different dates and materials. Roads, paths and tracks criss-cross and link the three routes all the way out to St Cross and beyond. The roads to the west are suburban, with very low density housing, set well back from the street. Whiteshute Lane—a medieval track—is notable in that the buildings cannot be seen from the road.





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Above: 19th century, showing how the community was once almost separate from

### 10.5 Natural features and topography

The hill slopes up to the west, steeply in places, providing occasional views across the valley. There is a wide view from the top of Mead Road across to St Catherine's Hill.

The beautiful, broad-leaved, mature trees which line the roads, the fields and the rivers of the valley are crucial to the character of this area, and several long-distance views within it. These include both the views along St Cross Road, and views to the road from surrounding roads and hills.

The trees also help to isolate the tower of St Cross from the built environment surrounding it. Also crucial are the trees along St Cross Road to the north, which have allowed St Cross to retain a distinct and coherent feel as a separate village.



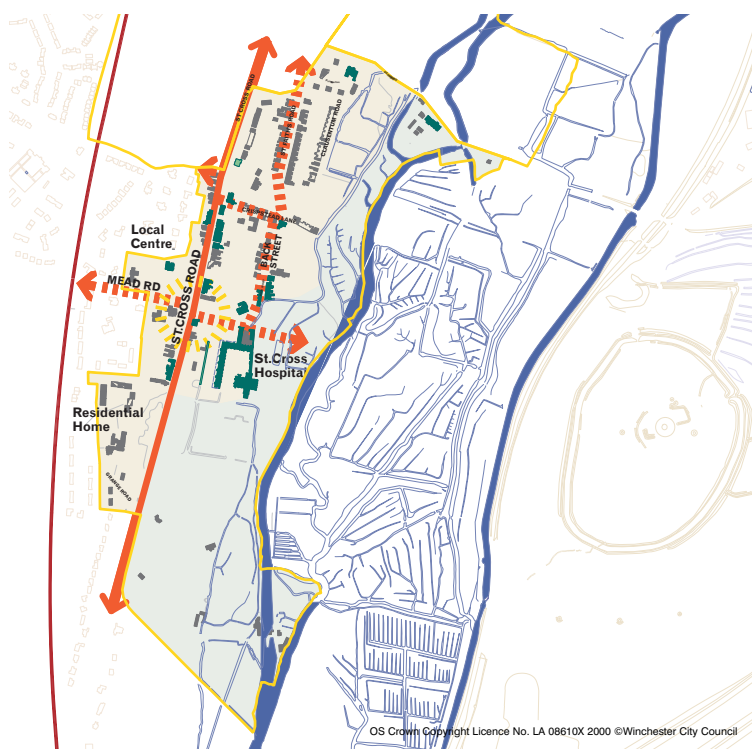
### 10.6 Neutral and negative features

The village has been protected from any major intrusive commercial development. The recent houses that extend up the hill to the west are secluded from view and sympathetic in scale, and therefore do not detract from the quality of the area, but could be considered neutral.

Reflective bands attached to houses are intended to prevent collisions with tall vehicles travelling at speed, but are an unfortunate intrusion. The distant roar of the M3 also becomes noticeable from the water meadows.

### 10.7 Potential for enhancement

Alternative, subtler, measures of traffic-calming may be able to fulfil the same purpose. Conventional road markings are intrusive and appear to encourage higher speeds through the centre of the village. Their removal could assist traffic calming and enhance views.



Left: Urban Structure

# 11 Hyde

## The Northern Suburb

### 11.1 Historical development



This is a distinctive area to the north of the walled city, bounded to the west by Worthy Lane and to the east by a recreation ground first laid out in the late 19th century. It is connected to Winchester by Hyde Street (photo 2), a route dating back to the Iron Age, which has remained an important defining element of the area to the present day. During the Roman period, the area was used as a burial ground due to its position just outside the City walls. Hyde Abbey, from which the area takes its name, was founded in AD 1110 on a site east of Hyde Street. It was destroyed in 1538 during the Dissolution of the Monasteries, although its northern gatehouse remains on King Alfred Place (photo 6).



Some of the materials from the ruined abbey were incorporated into the earlier medieval church of St Bartholomew (used in the construction of St Barnabas' church), which is situated north of the abbey site, although just off the main street. Residential development and some industry moved into the south of the area and began to change the rural nature of the area and physically connect the abbey site with the City itself. With the further growth of residential development, particularly the Victorian suburbs to the north, the junction of King Alfred Place and Hyde Street has become a minor centre of local services. Hyde remains a distinctive village community within the larger city.

### 11.2 Building uses



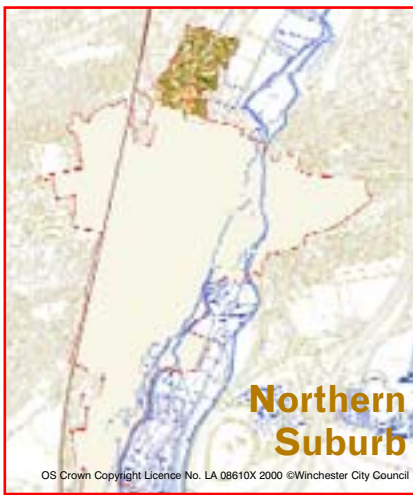
The area is predominantly residential, consisting mainly of houses of varying sizes. There are also blocks of flats, particularly in the south, where there has also been extensive office development. There is a cluster of local services along the central stretch of Hyde Street, including a newsagent, parish hall and pub. A language school occupies a building at the top of the road.

Just outside the boundaries of the area, there is a leisure centre to the east, and extensive car parking to the west on the site of the former cattle market. Residential development continues along Worthy Road to the north.

### 11.3 Building character

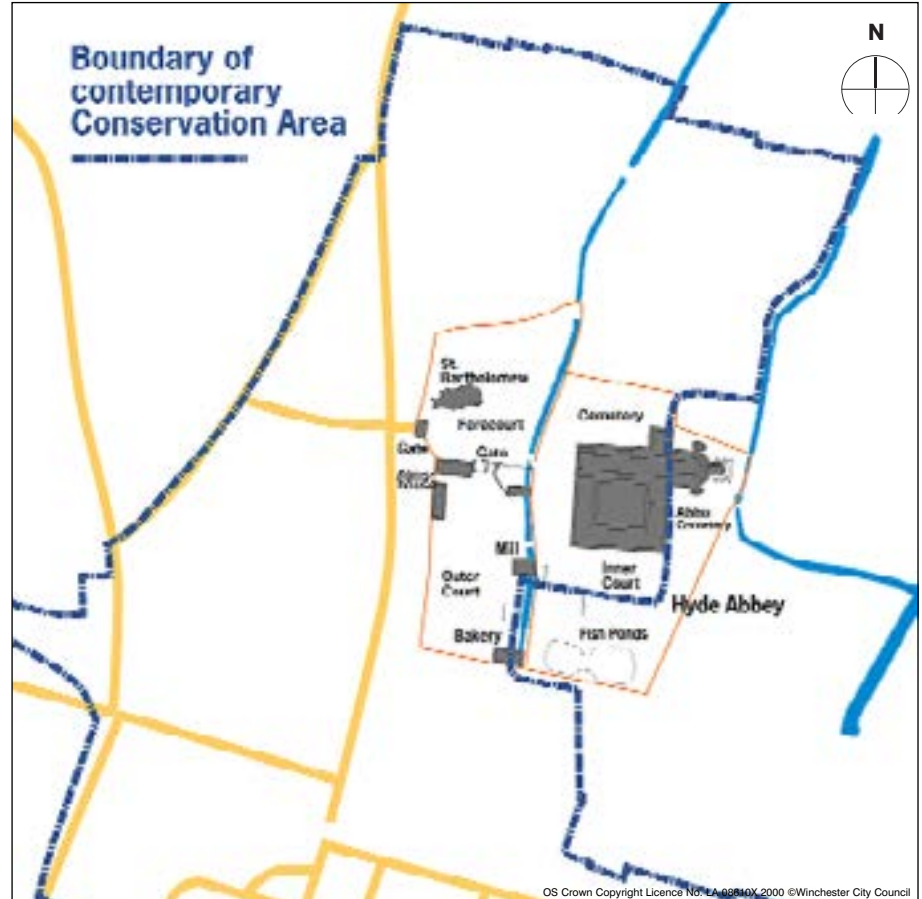
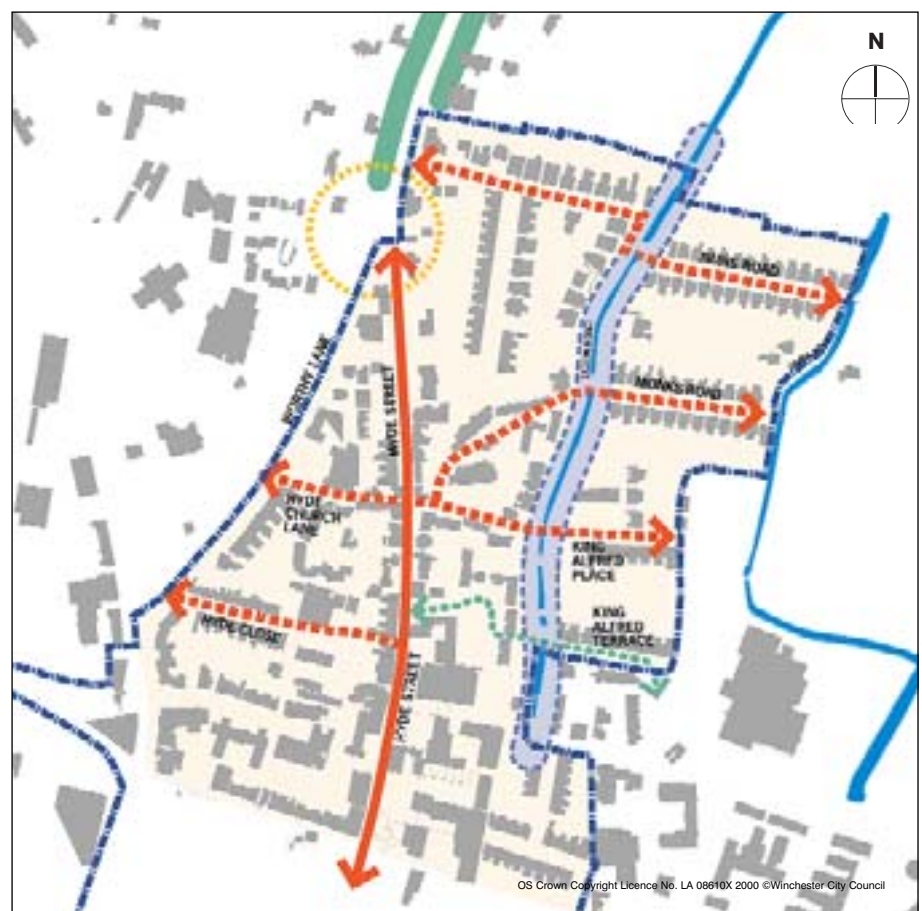
Terraces with well defined boundaries and traditional railings and gates demonstrate a uniformity within streets. The generous standardised road and path layout of the Victorian/ Edwardian grand suburbs and the subtle but highly effective changes in architectural detail, treatments and use of materials, help define a hierarchy within the street pattern.

There is a wide variety of building characters in the area, but there are certain unifying features. Most buildings are 2 to 3 storeys high and predominantly of load-bearing brick construction. The Victorian suburbs to the north and east consist of a variety of terraces and semi-detached villas, those in Saxon Road (photo 5), with generous back gardens and usually with high-quality brickwork and canted two-storey bay windows. The characteristic features of Worthy Lane and King Alfred Terrace (photo 10), on the western and eastern edges of the area, include square bay windows at ground level and open front gardens. In the south of the area, narrow terraced houses exist alongside several small industrial buildings and newer developments of residential flats. The unique character of Hyde Close (photo 12) derives from the high quality of the flint and brick walls, the lack of roof extensions, the narrow width and low storey heights of the houses, and the planting in the small front gardens.



-  Main routes
-  Other important routes
-  Pedestrian links
-  Local Centres

**Top:** Urban structure  
**Bottom:** Historical development of Hyde—16th century



#### 11.4 Public realm

For the most part, it is the area's streets which define the public realm (photo 11). They are very intimate in character due to their width, the scale of the buildings and the acoustics of the stone walls. The lower and middle stretches of Hyde Street (photos 1 & 2) have narrow pavements and a firm building edge, with sideways views to narrower lanes and courtyards. In the north, the streets are slightly wider and more suburban in feel, but the proximity of the buildings to the street preserves some of the intimate character. Flint and brick walls are a feature of frontages throughout the area. The grassy surroundings to the remains of the 14th century Hyde Abbey gatehouse (photo 6) extend down to and along the river. The open green space running alongside the river, surrounded by trees and the remains of the abbey, make an enjoyable route for pedestrians (photo 4). Views, sounds and smells successfully complement the adjacent narrow streetscape.



#### 11.5 Natural features and topography

The area as a whole rises to the north-west, and gentle slopes can be perceived along roads in many locations in the area. Occasional trees form an important part of the streetscape in the south of the area, and areas of mature trees contribute greatly to the routes alongside the river (photo 4). In the Victorian suburb, front garden planting helps to soften the long, unbroken terraces.



#### 11.6 Views

A significant feature of the northern suburbs is the continual perception of the surrounding countryside, as the linearity of the streets creates long views to the trees and hills outside the City's extent (photo 10). In addition to these, there are several important local views, particularly along Hyde Street and to St Barnabas church (photo 7).



#### 11.7 Neutral and Negative features

The former garage and showroom to the east side of Hyde Street represent an expansive use of space which does not contribute to the character of the area (photo 9). The workshops to the rear of the site which are sympathetic to the scale of the area, although not distinguished in detail are now under redevelopment. Most of the office and housing development in the south of the area is sympathetic in scale, apart from a large raised multi-storey block with parking at ground level underneath and the houses in Hyde Gate which begin to overpower and detract from the setting of the Abbey gatehouse (photo 8).

A number of unlisted terrace houses have suffered unsympathetic alterations which threaten their uniformity of character—modern replacement windows and doors, insertion of skylights on front elevations and even removal of boundary treatments.

#### 11.8 Potential for enhancement

The redevelopment of the disused garage site, should help to create a more consistent streetscape along the length of Hyde Street (photo 9). Any rebuilding should restore elements of street frontage and respect the characteristic grain of narrow streets and courtyards.

The design of the housing, roads and spaces in Hyde Gate could be redeveloped in a way which is more sympathetic to the physical qualities and historical importance of the 14th century Abbey gatehouse (photo 6). The architectural form and detail should defer to the gateway, and the quality of the public realm should reflect the memory of the Abbey.



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Above: Environmental assets diagram

# 12 Oram's Arbour The Western Suburb

## 12.1 Historical development

Oram's Arbour is the only visible element of the large Iron Age enclosure that predated the Roman occupation in Winchester.

The railway, built in 1838-40, has become a defining feature of the west of the City and was a catalyst for its westward growth. The line it follows is much older, forming part of Iron Age, Roman and medieval defences. Also, the line of the Roman road to Old Sarum (Salisbury) survives today as the Romsey Road. Clifton Terrace was built during the 1840s at the railway crossing point of the Romsey Road, and marks the entrance to the distinctive mid-19th century residential district extending up the hill. Also at this time, the West Hill cemetery was created on the slopes to the south. The Hampshire Police Headquarters first located on this hill in 1850, and the hospital moved from the City to its current location in 1868. Today, the area has maintained its residential character, although traffic levels along Romsey Road have grown significantly.

## 12.2 Building uses

Close to the railway line, the area is predominantly residential, with a few small offices. Further out from the City along the Romsey Road and outside the Conservation Area boundary are three major institutions—the Royal Hampshire County Hospital (photo 2), the Hampshire Police Headquarters and Winchester Prison. To the south of the 19th century suburb is West Hill cemetery, and beyond it, King Alfred's College.

## 12.3 Building character

Clifton Terrace is a defining element of the area, being one of the first major developments west of the railway line (photo 3). Its commanding height and formality is accentuated by the rise of the hill, and its curved southern end forms part of a sustained sequence of landmarks rising from the Westgate. It is a 4-storey, yellow-brick terrace with stone window details and sash windows. Clifton Terrace is unusual in being finished in a Bath stone façade, quite unlike anything else in Winchester. To the south of Romsey Road, St James' Terrace is a quieter, more secluded development, where the terraced houses are less formal and consistent. There is a variety of colour and roof details, and the buildings step up as the hill rises. On Clifton Terrace and St James' Terrace, the additions to the roof profile and unbroken roof lines where they exist have been largely sympathetic. Clifton House, by Owen B Carter, is exceptional with its buff terracotta Egyptian frieze.

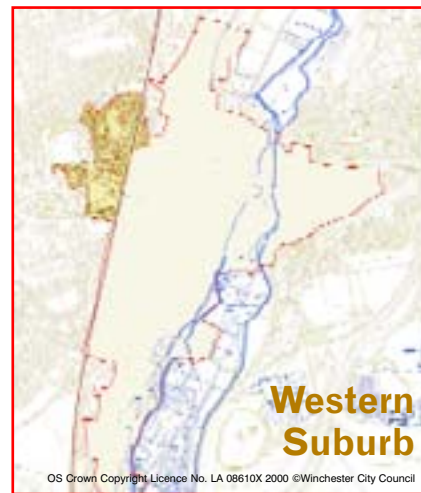
West End Terrace, falling down the hill to the north-west of the suburb, contains many attractive houses, with flint-and-brick walls and front gardens. In general, the area differs from the eastern suburb in the larger scale of many buildings, such as Bankside House, and the buildings associated with King Alfred's College. The round brick chimney of the former hospital to the north of Oram's Arbour is a distinctive feature of the park.












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-  Local Centres
-  Negative or neutral feature
-  Main routes
-  Other important routes
-  Pedestrian links

Top: 19th century plan  
Bottom: Urban Structure

## 12.4 Public realm



The two most significant areas of open space are the historic open space above Clifton Terrace, and West Hill cemetery (photo 4) to the south. Oram's Arbour is defined by the trees fronting Clifton Hill, the line of stepped terraced houses to the north, and by trees to the south and east, which tend to obscure general views out over the City. It is a pleasant, gently-sloping park used as a pedestrian walking route and for informal recreation and public events like the annual Hat Fair.

There is a noticeable hierarchy of pedestrian routes. The restrictions of the steep hillside have led to Clifton Road and West End Terrace being connected by a narrow pedestrian path, with winding steps down to Elm Road. St James' Terrace is a very special street along the side of the railway, due to its narrow scale, the colours and smells of its plants and the occasional roar of a train. West Hill cemetery is well used, sometimes in conjunction with St James' Terrace, as a pedestrian route from King Alfred's College to the city centre.



## 12.5 Natural features and topography

The hills in this area add significantly to the quality of the townscape along many roads. In Romsey Road, the change in level gives the 3-storey buildings the same presence as skyscrapers. Further north, the slope of West End Terrace combines with the bend of the road to create a picturesque winding route on the hillside.

The trees on the thickly wooded railway embankment are a key element of the area's character, as they emphasise the line of the railway, helping pedestrians to orient themselves relative to the City. At the top of the hill, the beech wood has great value in long views from across the City, and local importance in that it obscures the tower of the Police Headquarters building.



## 12.6 Neutral and negative features

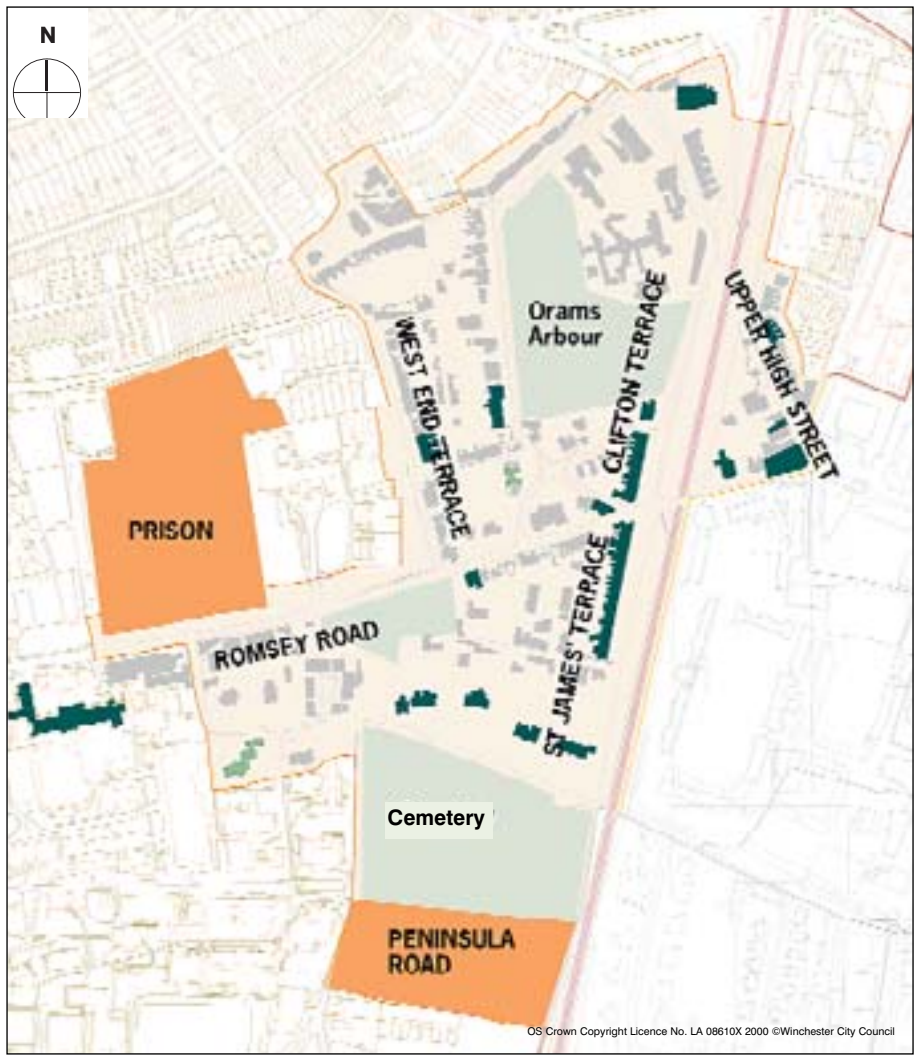
While the original buildings of the Royal Hampshire County Hospital are of high quality brick construction, many of the more recent outbuildings are mundane and cluttered. To the north of the road, the Hampshire Police headquarters tower is visible for miles around due to its hill-top location. It detracts materially from the quality of the skyline with its huge bulk and dreary appearance. The noise of the railway is a distraction and annoyance, but the suburb could be said to owe its existence to the trains, and they remain a characteristic of the area. South of the cemetery, the Conservation Area extends to include Peninsula Road and Erskine Road—a collection of unremarkable suburban homes and sparse landscaping (photo 5).






## 12.7 Potential for enhancement

If the opportunity arose to redevelop the Royal Hampshire Hospital, a new masterplan could seek to resolve the visual clutter which surrounds the central building. It could also aim to improve the design quality and legibility of the site as a whole, and take advantage of its situation on a south-facing slope. For example, the roof-top car park of the southern block should be replaced with a roof garden, to allow patients to take advantage of the spectacular views across the valley. If the Police Headquarters were to be rebuilt or re-located, a new design could seek to be a less dominant feature of the City's skyline.

The Conservation Area boundary confers an unwarranted protection on some areas such as Peninsula Road/Erskine Road areas, whereas other areas to the north could benefit from Conservation Area status (photo 10).



-  Listed Buildings
-  Important Unlisted Buildings
-  Negative or neutral features

Left: Environmental Assets

# 13 Conclusions

## 13.1 Conservation in Winchester



The aim of designating a Conservation Area is to preserve or enhance an area of special architectural or historic interest. In Winchester, as elsewhere in the country, that interest takes three forms:

- The tangible evidence of the past—buildings, boundaries, landscape and other features;
- The way in which the existing urban fabric, even if of recent date, reflects earlier forms of development, for instance in the street pattern, size of building plots and overall relationship to the landscape; and
- The scale, quality and consistency of the townscape.

What is of value and importance about the Conservation Area ranges from its historical authenticity—the survival of particular historic buildings and archaeology—to its less easily classified qualities as an urban place, including views, scale, enclosure and the overall experience it provides for anyone passing through.

As this Appraisal shows, the multi-layered quality of the Winchester Conservation Area can be found in every part of the area. In all the character areas, whether it be in the heart of the Cathedral Close or at the far end of the northern or southern suburbs, there are tangible reminders of Winchester's past combined with other, less specifically historical qualities. The reason why the Conservation Area as a whole is so remarkably rich in character, is that this interaction of the past and present works so well throughout almost every part of the Area.

## 13.2 Strengths and weaknesses

The Conservation Area combines a wealth of varied and intricate public spaces and buildings of a quality and consistency which is almost unique in Britain. The variety of spatial experiences and dramatic contrasts—emerging from narrow, medieval street patterns around the High Street into the open greenery of the Cathedral Close, or the transition from the walled town into the Victorian suburb make the exploration of Winchester a continuous series of unexpected delights. The areas covered by Conservation Area status are remarkably consistent in their overall quality with relatively few significant negative or neutral features (compared to other Conservation Areas) to detract from the environmental quality.

The Conservation Area's key strengths are then:

- Its high consistency of quality and survival of complete elements—terraces, street patterns, walled enclaves and water courses;
- Clearly defined areas of individual character with a strong sense of place by virtue of materials, details, land use and topography;
- Accessible and, for the most part, permeable street patterns which encourage exploration, particularly on foot;
- A rich source of archaeological information and potential; and
- Large parts of the Conservation Area have significant mature tree cover.

Set against this, the Conservation Area does, however, contain small areas of indifferent quality which could be said to dilute the Conservation Area status. Furthermore, the landscape setting which is so important to Winchester is largely outside the Conservation Area but could not be included without considerable extension of the Area's boundaries to include large areas of undeveloped land.

**Top:** Successful conversion of the Barracks into luxury apartments

**Bottom:** The narrow frontages of traditional terraces allow buildings to relate to sloping ground in a more elegant way than achieved by this larger, modern building

### 13.3 Threats

Whilst the stature of Winchester's historic centre appears to be highly valued by residents and local businesses, the competing demands of modern commercial activity, the pressure for leisure facilities and public amenities, the increasing cost of residential accommodation and changing patterns of domestic arrangements, and the impact of traffic, all threaten the conservation of buildings and the distinctive character of key areas of the City. The following factors could be said to challenge or conflict with the Conservation Area:

- Traffic congestion with associated noise and atmospheric pollution;
- The requirements for centralised, space-intensive uses such as car parking;
- Shortage of locations available to accommodate growing pressures for development;
- The need to maintain a retail High Street which can compete both with other urban retail centres and with out-of-town shopping developments;
- Changing patterns of residential development like blocks of apartments which introduce new features at odds with existing residential forms, for instance the relationship between entrances and streets;
- Pressure for increase in scale and density of development;
- Incremental changes, particularly to residential properties arising from gentrification or from changing demographics; and
- The claims of surrounding areas of relatively high environmental quality to be included within the Conservation Area.



### 13.4 Opportunities

Winchester's rich townscape qualities and the clear and evident presence of history will continue to maintain Winchester as a major destination for tourism. The experience for visitors could be enhanced by improved information and signage (notably along the river walks) and through establishing visitor trails to link some of the less well-visited sites, including Hyde Abbey, St Giles' Hill and St Cross.

Development sites identified in this document and elsewhere represent opportunities to enhance the Conservation Area, replacing negative or neutral features with development which can contribute in a more positive way to the public realm.

The opportunity exists to extend the Conservation Area status to protect additional areas. This will be considered in more detail in the next part of this study, the Conservation Area Review. The final part of this study, the Conservation Area Strategy, will also consider opportunities to develop structures and policies for the future management of Winchester's built heritage.

Suggested modifications to the boundary line to be considered in the Conservation Area Review:

Western Suburb	Removal of Peninsula Road; addition of Western Road/Elm Road
Eastern Suburb	Addition of Canute Road/St Catherine's Road.
Northern Suburb	Inclusion of short stretch of river south of King Alfred Place (the site of Abbey buildings).
Riverside	Inclusion of additional stretches of river to the south.

**Top:** St Swithun's Street

### **13.5 Emerging agendas**

From the issues already identified, there are a number of challenges to be faced:

- How can the City now maintain continuity with the urban structure and special relationship with the surrounding landscape?
- How can the public's enjoyment and understanding of the City's rich history be enhanced to the benefit of those who live or work in Winchester and those who come to visit?
- How best to support a vibrant and successful retail centre?
- How can new development be integrated into central areas without compromising the character of the area?

These agendas form the basis of the Conservation Area Review which seeks to highlight the essential qualities of Winchester's unique Conservation Area and to set out some of the dilemmas facing the City.

# 2 Conservation Area Review

# 1 Introduction

## 1.1 Purpose of Conservation Area Review



This Conservation Area Review follows on from the Appraisal that assessed the Conservation Area as eight Character Areas. The Review will highlight the issues raised in the Appraisal including detracting features and opportunities for enhancement. This part of the document also includes a review of boundary issues.

It is the intention of this part of the study to identify the essential characteristics and qualities that make Winchester unique in heritage terms and to assess these qualities in terms of the assets of the Conservation Area. This study will identify pressures on these assets and, with the aid of examples, illustrate some of the dilemmas which must be faced if the needs of Winchester as a 21st century city are to be reconciled with the true importance of its architectural and archaeological heritage.

## 1.2 Review of guidance informing the Review

The principal source of guidance on the designation of conservation areas and the exercise of conservation area controls is PPG15, Planning and the Historic Environment (1994). Other publications which discuss and amplify that advice include:

- English Heritage, Conservation Area Practice (June 1993, revised October 1995).
- English Heritage, Conservation Area Appraisals (March 1997).
- English Historic Towns Forum, Conservation Area Management—A Practical Guide (1998).

These publications all stress three things:

- The designation of a conservation area should be supported by a conservation area appraisal to define the special architectural or historic interest of the area concerned. This appraisal should be reviewed at regular intervals to identify how far the special qualities have been maintained, the success of grant schemes, etc.
- Conservation area policies should be incorporated into statutory local plans.
- Although it is not a legal requirement, some form of public consultation is an essential prerequisite for the success of a conservation area designation.

As the recent report of the Historic Environment Review Steering Group emphasises. "Character appraisal provides the opportunity to regulate only what needs to be regulated; to put in place controls that are appropriate and easily understood" (Power of Place, para. 86). The most effective power resulting from a conservation area designation is the control of the demolition of unlisted buildings. By contrast, many reports have stressed that designation has often been ineffective in controlling:

- Inappropriate alterations such as the insertion of uPVC windows, the installation of satellite dishes and unsympathetic renewal of shop-fronts.
- Highway alterations, including signage and street surfacing.
- Works by utility companies.

The removal of permitted development rights through the use of Article 4 Directions is at present the most effective way for local authorities to reinforce conservation area protection.



### 1.3 Future of Winchester study

The Winchester Conservation Area Project elaborates on the work undertaken by the Future of Winchester Study (1999), exploring in more detail the conservation issues raised in that work. The Project is also related to the landscape and townscape assessment entitled Winchester, City and its Setting (1999).

The Future of Winchester study identifies a series of defining social, economic and environmental characteristics that make Winchester distinctive. These characteristics are grouped under ten themes and were developed through extensive public consultation. Of the extensive range of characteristics identified by the study, the following are directly relevant to this study:

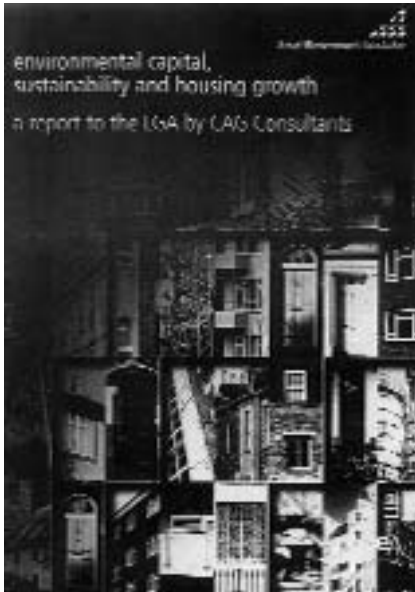
- Distinctive landscape setting;
- Sense of arrival;
- Compact city;
- Varied architecture and materials;
- Mix of uses and types;
- Archaeology;
- Cathedral Quarter;
- Wealth of historic building; and
- Saxon street pattern

This thematic approach has informed the present study. However, the list of characteristics has been augmented with more specifically conservation-oriented features.



Top: Future of Winchester Study

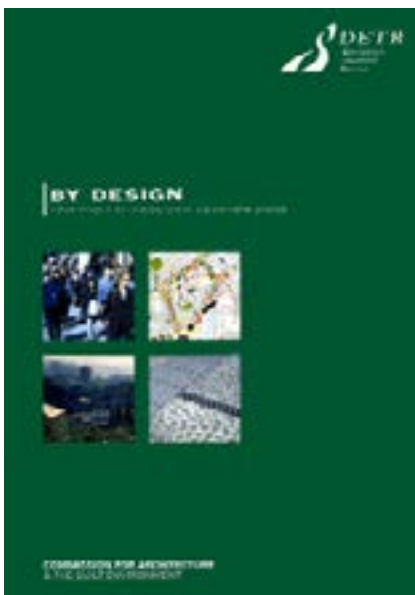
## 2 Methodology



Following the general approach of the Future of Winchester Study, this study uses the underlying philosophy of the Environmental Capital approach to assess the important features of Winchester's built heritage as a series of environmental assets. These are identified through a careful review of the City's built form initiated in the Conservation Area Appraisal and through extensive consultation. This Review follows four key stages:

- Identify the environmental assets that require the special care and protection of the Conservation Area and which contribute to making Winchester a distinctive and successful place to live and work;
- Identify the pressures for change that might be experienced and the dilemmas these raise;
- Set out a framework for comparing the relative importance of these features and provide a structure for assessing acceptable levels of change; and
- Outline how this assessment framework can be translated into policies, plans and initiatives.

The ultimate objective is to set out a framework for assessing to what extent change can be acceptable (even desirable) and how change can be accommodated without compromising Winchester's unique heritage. This framework must relate the assets to the qualities or benefits that they confer and to their physical form.



In examining the features and qualities of the Conservation Area, this study utilises the 'environmental capital' approach whose philosophy is described in the report by CAG Consultants to the Local Government Association entitled 'Environmental Capital: Sustainability and Housing Growth (1999). This approach provides continuity with the recently completed Future of Winchester study published by Winchester City Council. This approach has been combined with the checklist approach outlined in By Design (UDAL/CABE 2000). There is considerable potential for overlap between these two approaches which makes them compatible in practice.

Rather than think about the Conservation Area as a collection of 'things', the key difference of the environmental capital approach is to think about the environmental function they perform or the services they provide (Environmental Capital: A new Approach, CAG Consultants 1997). 'Services' in this context refers to both functional performance and to cultural benefits and we have grouped these together under the heading 'Qualities'.

This approach forces us to think about what benefits derive from historic buildings and places. As a society, we do not preserve things just because they are old, many of our everyday artefacts and products are considered to have more value as recyclable raw materials once they have outlived their useful life. However, a special category of artefacts are considered to be part of our heritage – to have value because:

- They are educational or informative – they tell us something of how things came to be the way they are and who we are – they provide social and cultural continuity;
- They continue to perform in a way we understand through commonly held experience (such as how to live in a city in terms of our different behaviour in public and private places);
- They contribute to a sustainable use or re-use of resources; and
- They contribute to the beauty and delight of our world.



Understanding the benefits derived from conserving historic environmental assets tells us how we can enhance a conservation area as the 1990 Act requires: we can improve access and interpretation of historic evidence – through archaeology for instance; we can require new additions to deliver similar advantages to the spatial qualities of our public realm; and we can seek to ensure that each generation makes its own contribution to add to the delights of our cities.

This study combines the environmental capital approach with the analytical approach outlined in *By Design* (DETR/CABE 2000). Whilst some of the factors identified in *By Design* are not directly relevant to this study, nevertheless, the checklist does provide a useful reference for constructing an assessment framework against which to measure the qualities conferred by Winchester's environmental assets. The qualities suggested in *By Design* have been adapted to suit the needs of this study as follows:

- **Character and sense of history:** including memories and associations, status and identity, local traditions, local materials and construction techniques, the origins and development of the area, including surviving elements. The archaeological significance and potential of the area, and the architecture and historic quality, character and coherence of the buildings, both listed and unlisted, and the contribution they make to the special interest of the area and its sense of place.
- **Continuity and enclosure:** clear spatial definition and separation of public and private space, avoidance of gap sites or conflicts between the backs and fronts of buildings, active and dead frontages at ground floor level. Throughout most of Winchester's development, building patterns have demonstrated a clear and specific relationship between private spaces and the public exterior, this relationship was derived from the patterns of inhabitation of successive generations. The continuous lines of building frontage along streets and the sense of enclosure of public spaces that results is characteristic feature of the Conservation Area.
- **Functionality and civic quality:** a safe, attractive and vibrant public realm. Winchester's public spaces are a key feature of the City and provide the stage for traditions and rituals, for instance the Hat Fair that takes place each year on the Broadway.
- **Connectivity and permeability:** connections through the area. These can be assessed by examining network characteristics, sightlines (the extent of visual connectivity between spaces) and the relationship between access and land use. The ease of movement and the rich pattern of pedestrian routes (for instance the network of alleys connecting into the High Street) are a legacy of the City's historic form.
- **Legibility and identity:** a place that has a clear image and is easy to understand. Includes: Gateways, landmarks and features, edges, (including the boundaries between different zones and areas, and streets that integrate or sever). These features contribute not just to the ease of navigating around the City but also to each citizen's sense of the identity of the City and of their neighbourhood within it.
- **Adaptability and responsiveness:** occupancy and tenure, building type and suitability of conversion to other uses. This is an essential quality if redundant historic buildings are to be found new uses but it can be a quality not only of buildings but also street patterns, infrastructure and public spaces.
- **Diversity and choice:** variety, but also biodiversity, cultural diversity and contrasts, all of which contribute to the economic, cultural, historic and environmental richness of the City.

The assessments of the characteristics identified below use a framework based on the context analysis checklist published in *By Design* (DETR/CABE 2000) which in turn incorporated guidance published in *Conservation Area Appraisals* (English Heritage 1997). English Heritage's *Conservation Area Practice* provides a valuable checklist for analysing the built character of an area.

**Top:** Continuity and Enclosure

## 2.1 Assessing Winchester's qualities

The checklist of values identified in 'By Design' provides a useful reference for constructing an assessment framework for measuring the benefits conferred by Winchester's environmental assets. By Design, however, concerns itself solely with the environmental benefits of a city's assets, on its own it ignores social benefits such as education and public health, and economic benefits which might be derived from a city's assets. This calibration must therefore be read in conjunction with additional criteria including town centre 'health checks' (see PPG 6), Environmental assessments (Winchester, City and its Setting), and socio-economic assessments. Other factors including environmental capacity and transport issues will also be relevant.

Environmental Capital Matrix

		Qualities							
		Character + sense of history	Continuity + enclosure	Functionality + civic quality	Connectivity + permeability	Legibility + identity	Adaptability + responsiveness	Diversity + choice	Other
Form	Urban structure	●	●	●	●	●	●	●	●
	Urban grain	●	●	●	●	●	●	●	●
	Density + mix of uses	●	●	●	●	●	●	●	●
	Scale: height + massing	●	●	●	●	●	●	●	●
	Building type	●	●	●	●	●	●	●	●
	Facade + interface	●	●	●	●	●	●	●	●
	Details + materials	●	●	●	●	●	●	●	●
	Public realm + landscape	●	●	●	●	●	●	●	●

The environmental assets identified by the consultants and in consultation with the project partners and the local community have been examined to identify the qualities to which they contribute and the physical elements (form) in which the assets are embodied. Conservation legislation in its present form allows us to protect 'things'—for instance, we can list a building of architectural or historic interest, schedule an ancient monument or order the protection of a tree. For this reason, it is essential that we relate 'Asset', 'Quality' and 'Form'. The asset is that which is valued (whether by historians, tourists, Winchester's citizens or whoever), the quality defines why the asset is of value and the form identifies the element or elements that must be protected in order to safeguard the asset.

It would have been possible to simply identify the qualities or benefits derived from each asset against the By Design checklist, however, this process has been taken further by identifying the elements of built form which contribute each individual benefit. Using the comprehensive checklist of formal elements identified in By Design, a matrix has been constructed to show the correlation between physical elements (e.g. urban grain or density), against benefits. This tool not only provides a way of comparing assets (and their possible substitutions) but creates a checklist of policies and strategies that will be identified in the final component of this study—the Conservation Area Strategy. Most importantly, the matrix maps out the relationship between the qualities that are valued and the physical elements that will require protecting if we are to ensure the protection and enhancement of the Conservation Area's assets.

The physical form of the environmental assets is categorised as:

- Urban structure of routes and spaces but also structuring elements including landform and major watercourses;
- Urban grain—the pattern of blocks and plot sizes and the footprint of building on them. This includes the width of building plots and building frontages and the position of buildings within the plot including any setback from the front boundary or building line;
- Density and mix of building uses both within the block (horizontally) and within a building (vertically);
- Scale: Height (The critical dimension of tall elements rooflines) and massing (the bulk and modelling of building volume) including roofscape and landmarks;
- Building type: General construction, floor plate and distribution of uses. This includes components of structural systems and construction technology as well as internal organisation and building function;
- Façade and building interface: The points of entry into buildings, pattern of fenestration, balconies and other forms of interaction between interior activities and the public exterior e.g. shopfronts, front areas and front gardens, railings, gates and porches;
- Details (the style and craftwork of building elements or elements within the public realm such as railings, lampposts, bridges and public art) and materials (the texture, colour and pattern of materials); and
- Public Realm and Landscape: Including hard and soft landscape elements and water features, public art, paving finishes, gates and railings around open spaces, bridges and external lighting.

## 2.2 Auditing environmental assets

Based on the relative importance of each asset, its importance (the scale at which it is important e.g. local, national or international), its rarity and vulnerability to various threats and what, if any, substitutions are possible, the matrix described above has been colour coded to show the status conferred on each environmental asset. Three graduations are shown, however, additional sub-increments could be used to give a finer definition of value.

- Irreplaceable                      Red
- Tradable                              Amber
- Neutral or Negative              Green

Irreplaceable assets are those which are either unique or scarce or are considered easily vulnerable. Irreplaceable assets have qualities such that no substitute can be considered to fully replace them.

Tradable assets are valuable in their contribution to the quality of the Conservation Area but alternative substitutes could conceivably confer the same or greater qualities. Many of the Conservation Area's environmental assets will be valued under this heading but this should not be taken to imply that it is desirable to replace them or that they are 'up for grabs'. Conservation Area legislation, national planning policies and Local Plan policies indicate a presumption in favour of retaining these buildings and features.

Neutral or negative assets either provide no environmental quality or actually detract from environmental quality (they may nevertheless have an economic or social value). These sites should be considered as opportunities for enhancing the Conservation Area with better designed replacements.

The matrix provides an aid to thinking – a tool for assessing individual sites, groups of buildings or whole areas within the Conservation Area. The importance of the matrix is that it relates 'qualities' to 'things' i.e. the elements of the built environment in which these qualities are embodied.

The intention of this document is to demonstrate the use of the matrix but this approach should ultimately be applied across the Conservation Area, used for individual development proposals as they arise. In this way, a robust tool has been created to provide clear guidance for analysing and testing proposals. In each case, the procedure is as follows:

Identify the relevant asset, this may be one or more of those identified in this document against which a proposal is tested or it may be a newly identified asset which the City is seeking to protect.

- For each asset, establish a matrix assessing the asset's qualities and relating the qualities to physical elements;
- Assess the relative value of the asset in terms of its rarity, vulnerability and substitutability; and
- If the proposal involves the alteration or replacement of a part of the Conservation Area (building or other feature), a before and after assessment is needed so as to compare the qualities conferred by the proposals against the status quo. The proposal must score in as many cells of the matrix as the existing feature and to the same degree before it can be considered to be a worthy replacement.

Examples of completed matrices are included in Section 5 below as worked examples. Summary matrices are also used to illustrate the assets identified in the next Section.

# 3 Winchester's Conservation Area—The Assets

## 3.1 Assets

What are the special qualities of the City and its wider setting that should be protected? Why do they matter and to whom? The first part of this study—the Conservation Area Appraisal, identified a number of distinctive features, many of which are unique to Winchester. These have been grouped under four headings:

- City Form;
- Built Heritage;
- Archaeology; and
- Landscape Setting and urban waterways

Each asset identified below has an associated matrix (see Section 2 above). The matrix relates the qualities conferred by the asset and the physical form in which that asset is invested and evaluates the asset's importance and rarity. In this way, a framework can be developed that defines the asset in terms of quality, form and value.

## 3.2 City form

### 3.2.1 Saxon street pattern

The High Street and its side streets contribute to character and identity, they help maintain historical continuity and contribute to the ease of understanding the City (legibility). The street pattern provides a high level of permeability and choice of routes due to the number of (pedestrian) routes connecting directly into the main shopping area.

- This feature is of international importance as a fine surviving example of its type and of local importance in legibility terms.

### 3.2.2 The compact form of the walled town

Manifested through a tightly knit pattern of routes and spaces and a distinctive grain, the compact form establishes a fine grain of smaller plots and narrow frontages that contribute to diversity and adaptability. The City's form provides a mix of uses and a city centre residential population that reduces reliance on vehicle movements and contributes to urban vitality. The Compact form contributes to the City's character and identity and maintains historical continuity. Contributes to the ease of understanding the City (legibility) and provides clearly defined public spaces.

- Of city-wide importance in legibility and sustainability terms, National importance in heritage terms.

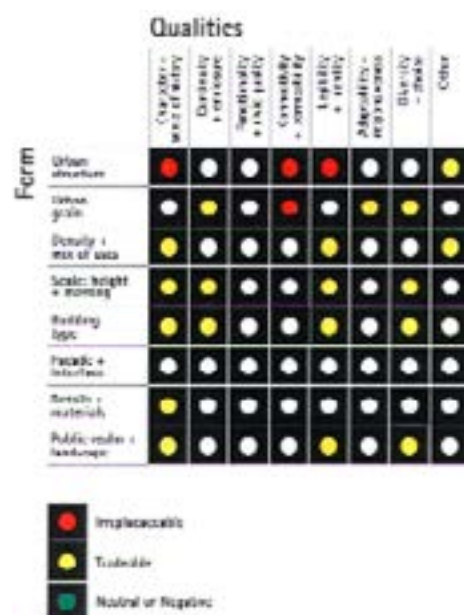
### 3.2.3 A City with distinct and individual quarters

The 'Character Areas', Attractive suburbs and hillside terraces, The Barracks, Cathedral Close and College.

Contributes to Character and Identity, maintains historical continuity and contributes to the ease of understanding the City (legibility). Provides diversity.

The suburbs provide high quality residential environments with generous space standards and private gardens. Residential quarters in walking distance of city centre shopping and public transport. Contributes to distinctive relationship between city and natural environment. Contrast of character contributes to sense of arrival at walled town.

- Important at the City and neighbourhood scales.



Above: City Form—summary matrix aggregated from assets defined above

### 3.2.4 A City with walled enclaves

#### The Barracks, Cathedral Close and College

The distinctive walled enclosures contribute to the character and Identity of the City Centre. Maintains historical continuity and archaeological resource. Contributes to the ease of understanding the City (legibility) both in terms of urban form (orientation) and its historical development. Attracts tourism. Provide intimate and tranquil areas for passive recreation. But makes a negative contribution to the ease of movement around the City by establishing significant areas with reduced permeability.

- International importance of Cathedral Close for heritage and tourism, international importance of Winchester College. City centre importance for legibility and amenity.

### 3.2.5 A City which invites exploration

A rich townscape of sequential views, landmarks and other punctuation, archways, turrets, and corners, spaces—continuity and enclosure contributes to character and identity. Contributes to the ease of understanding the City (legibility) and provides increased visual diversity. Contributes to spatial definition and maximises accessibility and choice of routes. Attracts tourism.

- Important across the Conservation Area.

		Qualities							
		Character + Identity	Identity + Amenity	Legibility + Orientation	Visual Diversity	Historical Continuity	Archaeological Resource	Permeability	Other
Form	Urban Structure	●	●	●	●	●	●	●	●
	Urban Grain	●	●	●	●	●	●	●	●
	Diversity + Mix of Uses	●	●	●	●	●	●	●	●
	Scale: Height + Massing	●	●	●	●	●	●	●	●
	Building Type	●	●	●	●	●	●	●	●
	Material + Ornament	●	●	●	●	●	●	●	●
	Details + Ornament	●	●	●	●	●	●	●	●
	Public Realm + Landscape	●	●	●	●	●	●	●	●

●	Inexplicable
●	Important
●	Neutral or Negative

## 3.3 Built heritage

### 3.3.1 Wealth of architectural styles and details

Paving, lighting, signage, doors and porches, windows, fences walls & gates, chimneys, gables and dormers. Contributes to character and identity and to diversity. Contributes to the ease of understanding the City (legibility).

- Important At the scale of individual buildings and streets.

### 3.3.2 Distinctive palette of local materials and building methods

The distinctive local materials including flint, stone and brick with their characteristic textures and colours. Each character area (see Conservation Area Appraisal) is associated with its own distinctive materials: Reused stone in the Walled Town, red brick in Hyde, buff brick and stucco in the Christchurch Road area. This quality contributes to the character and sense of identity of the City. It also contributes to the diversity and to the ease of understanding the City (legibility).

- Important at the scale of individual buildings and streets.

### 3.3.3 Listed buildings and important unlisted buildings

The rich heritage of good quality historic buildings including some masterpieces contributes to the character of the City. Their conservation maintains historical continuity and contributes to the diversity of the City. Distinctive local landmark buildings contribute to the legibility of the City.

- Many of Winchester's Listed Buildings are of National importance.

### 3.3.4 Consistency and survival of complete terraces and building groups

The survival of intact terraces and other groups of buildings represent an important heritage asset that contributes to the character of the City, maintains historical continuity and contributes to local identity and the legibility of the City.

- A quality of regional importance.

Above: Built Heritage—summary matrix aggregated from assets defined above



### 3.4 Layers of the past—Archaeological and Architectural Heritage

#### 3.4.1 Urban archaeology—a slowly-emerging resource

Much of the information about Winchester’s history is still buried. Archaeology represents a significant latent asset that is slowly emerging. Archaeology helps understanding of the City’s historical development and more wide ranging historical information. Exposed excavations and artefacts attract tourism.

- This quality contributes to Winchester’s status as an internationally important historic City.

#### 3.4.2 The presence of the past: urban morphology—the continuity of structure

The continuity of the ancient street pattern contributes to the ease of understanding the City (legibility) both in terms of urban form (for ease of navigation and orientation) and its historical development. This maintains historical continuity and provides an important educational resource at all levels.

- Nationally important as an example of its type.

#### 3.4.3 A cathedral city with a concentration of scheduled ancient monuments

The Cathedral has provided the basis of Winchester’s status for centuries. Clearly an important tourist attraction, it is a central part of Winchester’s identity.

The Ancient Monuments provide significant archaeological and educational resources. They contribute to the City’s identity and status and attract tourism.

- Nationally important.

### 3.5 Landscape setting and natural and man-made waterways

#### 3.5.1 A city nestling between rolling hills

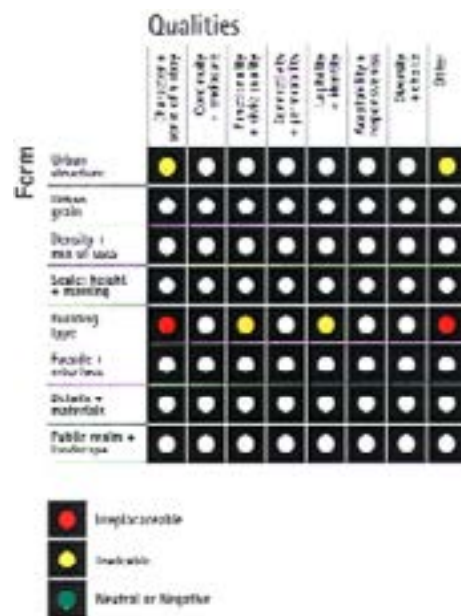
The natural and man-made topography including the railway and the canal is the basis of the distinctive relationship between building massing and landscape and establishes a distinctive sense of scale. The landscape has the capacity to accommodate the City in its valleys thus containing and softening the urban form. The relationship between natural and man-made forms contributes to the distinctive character of individual parts of the City. This relationship also maintains a continuity with Winchester’s historic development that has been greatly influenced by its natural setting.

- This quality is important to the City scale and the views from the surrounding countryside.

#### 3.5.2 A city in close proximity to nature

Tree Groups; Individual Trees; Green screening; The Water Meadows; ‘Green wedges’ entering the City provide a feeling of closeness and accessibility to the countryside. Some groups of buildings have an important relationship with natural settings within the City for instance the Cathedral Close or the College buildings. These features provide a natural backdrop enhancing the townscape, they also provide biodiversity and recreational and educational resources.

- Important at national and regional scale in biodiversity terms as an example of natural processes in an urban context. Important to the City and neighbourhood scale in townscape and recreational terms.



Above: Urban Archaeology—summary matrix aggregated from assets defined above

		Qualities									
		Reaction + sense of place	Clear edge + outline	Form: walls + buildings	Form: sky + proximity	Legibility + clarity	Adaptability + modernity	Beauty + sense	Color		
Form	Urban structure	●	●	●	●	●	●	●	●	●	●
	Urban green	●	●	●	●	●	●	●	●	●	●
	Quality + use of space	●	●	●	●	●	●	●	●	●	●
	Scale: height + working	●	●	●	●	●	●	●	●	●	●
	Building type	●	●	●	●	●	●	●	●	●	●
	Parade + streets	●	●	●	●	●	●	●	●	●	●
	Details + materials	●	●	●	●	●	●	●	●	●	●
	Public realm + landscape	●	●	●	●	●	●	●	●	●	●

●	Important
●	Medium
●	Neutral or Negative

### 3.5.3 Dramatic sense of arrival at the town centre

Formal and informal approaches, the historic form of the walled town is still legible in the modern road and rail alignments, tree-lined approaches and transitional thresholds e.g. crossing the railway cutting from St Paul's Hill, or arriving from Magdalen Hill or Romsey Road.

The sense of arrival contributes to character and identity and maintains historical continuity by reflecting something of the historic approach to the walled town. This feature also contributes to the ease of understanding the City (legibility) by providing noticeable transitions in character between different areas of the City.

- Important to the identity of the walled town area and the surrounding character areas.

### 3.5.4 Views—long/elevated

Views from elevated public open spaces e.g. St Giles Hill establishes the visibility of major landmarks from the surrounding countryside and confers an importance and prominence on the City's roofscape which is an important factor for the City and its setting.

- Important at the City scale and surrounding countryside.

### 3.5.5 A city with a riverside history of industry and trade: mills and bridges

The legacy of this history contributes to the City's identity and status and attracts tourism. It also contributes to understanding the City's historic development and maintaining historical continuity. The various mills and other buildings have provided adaptable accommodation for new uses and they continue to provide local landmarks (legibility).

- The quality of the riverside area is important to the City scale for identity and history and important at local scale for legibility and character.

### 3.5.6 City brooks

The numerous brooks which appear and reappear in many surprising places around the city centre help maintain historical continuity with the medieval and Roman form of the City and are part of the character and identity of the City. Running water with its distinctive sounds contributes to the character of the more tranquil public spaces for instance around Abbey Gardens. The brooks provide local landmarks (legibility) and help support biodiversity within the City.

- Important at the scale of the walled town.

### 3.5.7 Water meadows

The water meadows are a famous Winchester feature contributing to the City's Character. They also provide significant bio-diversity and recreational amenities.

- Important at the scale of the City and its setting.

### 3.5.8 Riverside walks and parks

The riverside public spaces with their pattern of linking walks and bridges provide legibility and recreational amenity. The river flowing through the City opens up longer views and vistas. Riverside walks provide for ease of movement and access to important natural resources and generally contribute to the character of the City.

- Local importance within character areas.

**Above:** Landscape setting—summary matrix aggregated from assets defined above

## 4 Challenges

The Future of Winchester Study outlines the Regional, National and even global context from which the pressures on conservation are arising.

### 4.1 Traffic

The Future of Winchester consultation exercises identified traffic congestion as the second greatest concern to Winchester residents. Air quality, noise and a less car-dominated environment were also identified as was the quantity of space required for parking. 84% of Winchester residents own cars and 37% own two or more cars (Future of Winchester para. 2.4). Threats from traffic and transport manifest themselves as:

- Space requirements for city centre parking and edge of town park and ride facilities;
- Degradation of street environments through noise and atmospheric pollution;
- Barriers to pedestrian movement created by busy roads;
- Potential for clutter and intrusion of signs and traffic management features e.g. roundabouts, speed tables and ramps etc;
- Loss of front gardens for off street parking;
- Intrusive on-street parking;
- Servicing access for commercial developments resulting in demand for large loading and turning areas;
- Access for buses and tour coaches on narrow, historic streets; and
- Changes in public transport services e.g. the closure of the city centre bus garage.

### 4.2 Commercial and Institutional Development

#### 4.2.1 City centre commercial needs

- Demand for greater variety and choice for city centre shopping;
- Perceived suitability of historic buildings to accommodate modern uses;
- Demand for larger footprint developments combining sites into larger plots;
- Demand for multi-tenanted shopping centre development;
- Pressure on shopfront and signage design; and
- Demand for office space.

#### 4.2.2 Institutional needs—schools, colleges, healthcare, police/courts/prison Service

Existing and future needs of:

- Local Schools (including Winchester College);
- Campus and student accommodation for Winchester College of Art;
- The Royal Hampshire Hospital situated on the edge of the Conservation Area;
- The Prison and Hampshire Constabulary Headquarters; and
- Demand for County and city administrative accommodation.

#### 4.2.3 Leisure and the evening economy

- Demand for leisure based development; and
- Impact of evening uses on the historic mix of commercial and residential uses in the city centre.

### **4.3 Demographics and housing**

Winchester is subject to extreme pressures on its housing market. The County Structure Plan Review (Proposed Modifications) currently proposes that 7295 additional homes should be provided within the district from 1996 to 2011. (Future of Winchester, para. 7.10). Constraints on development within the Conservation Area must be balanced against pressures on greenfield sites.

#### **4.3.1 Housing market**

- Demand for new homes in the historic core and inner suburbs; and
- Rising house prices affect social mix and diversity of central areas with best access to facilities.

#### **4.3.2 Incremental expansion and alteration**

- Pressure to extend and alter homes within the Conservation Area;
- Unsympathetic changes carried out under permitted development rights e.g. loft conversions and extensions;
- Removal of front boundary walls and railings to promote off-street car parking; and
- Subdivision of family homes into flats with associated subdivision of gardens and additional parking requirements.

#### **4.3.3 Conversions**

- With limited supply of housing in key areas, the conversion of other building types will be seen as an opportunity but may conflict with the integrity of historic buildings and the existing mix of building uses.

#### **4.3.4 Living over the Shop**

- The need to resolve the conflicting requirements of the desire to protect historic shop buildings on the one hand, and the ambition of returning underused accommodation over shops and retaining mixed development. The requirements of modern design standards including access, parking and means of escape.

### **4.4 Tourism**

Winchester attracts over 2.7 million visitors each year. (Future of Winchester para. 2.4). This volume of visitors puts pressure on:

- Access to and capacity of heritage sites;
- Coach and car parking facilities; and
- Demand for tourism-related retail and leisure development.

### **4.5 Technical demands and natural processes**

- Maintenance demands to preserve buildings from decay and erosion including pollution;
- Tree replacement and landscape management pressures;
- Changes in government building control legislation – Energy efficiency legislation in particular;
- Occupier alterations e.g. secondary/replacement double-glazing; and
- Flood risks.

Reconciling the competing requirements of the Conservation Area with those of other objectives will require some difficult decisions. The examples below are hypothetical illustrations that reveal the conflict between objectives.

# 5 Dilemmas

## 5.1 Density vs. suburban idyll

The Christchurch Road area is an attractive suburb within easy access of the city centre facilities and public transport (see Conservation Area Appraisal). Winchester has a pressing demand for new housing and this location, close to transport and amenities, suggests a higher residential density might be appropriate. The relatively low density and large plots characteristic of this area offer the potential for infill development and the subdivision of the large villa properties. The tree lined streets and generous set back of building lines from the street suggest that some increase in density could take place without dramatic changes to the outward appearance of the area.

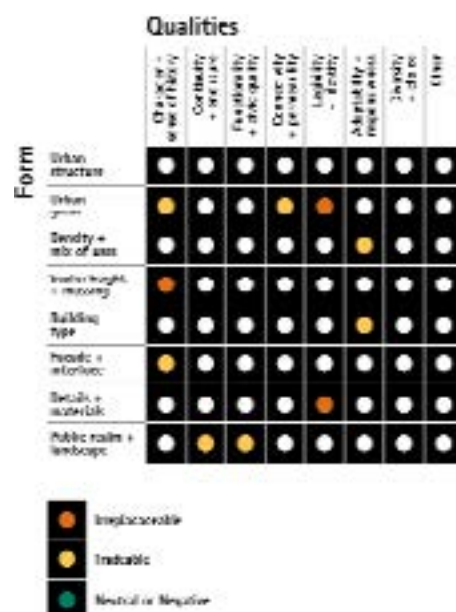
Set against these observations, however, are the considerations for the distinctive character of this part of Winchester which is based in large part on its established density, building massing, and generous plots with wide frontages. Increasing density might alter this character and compromise the consistency and intact survival of an example of Victorian suburban development.

The dilemma illustrated here is therefore to what extent should an area such as Christchurch Road accommodate pressures for new housing without compromising some essential aspect of its character.

One of the Conservation Area's assets is its distinct and individual quarters (see Section 3.2.3). This asset contributes qualities of character and sense of history, legibility and identity, and adaptability and responsiveness. To examine how formal elements and qualities contribute to this asset, an environmental asset matrix for the Christchurch Road suburb has been mapped out.

The matrix indicates that density and mix, height and massing, and the urban grain (the pattern of plot sizes and building frontages) are all important contributory elements to the asset represented by the suburb. Density and mix are, however, regarded as tradeable, suggesting that equal benefit could be derived from some other, different, configuration. The urban grain along with the height and massing of buildings is, however, considered an irreplaceable aspect of the area's qualities and so any development would need to maintain these aspects of the area's form. In this way, the matrix suggests parameters within which change can be accommodated and identifies which aspect of each quality is critical to maintaining each asset's qualities.

It should be noted that the matrix also identifies other qualities not directly related to the dilemma posed here: Landscape elements (in this case tree-lined roads) contribute to a sense of enclosure; Materials and details are an important part of establishing the legibility and identity of the area.



## 5.2 Incremental degradation, personal expression vs. community identity and character



Detail features of buildings such as doors and windows are significant elements in the character and architectural style of a building. Groups of buildings with consistent detailing have a high heritage value as surviving examples become increasingly rare (they can also command a higher market value). Traditional construction techniques resulted in a high level of consistency of materials but provided a variety of detailing and ornamentation.

Modern methods and demands for low-cost, low-maintenance and high-energy efficiency have tempted many people to consider replacing period features with modern alternatives.

These conflicting requirements raise another dilemma—To what extent can individual building occupiers improve the functional performance of their homes and workplaces or will such incremental changes amount to a destructive impact on the intact character of historic buildings or groups of buildings.

The relevant matrix illustrated below suggests that the character and diversity of the wealth of architectural styles and the consistency of survival of complete terraces and building groups in the Conservation Area are manifested through the detailing and materials. Furthermore, the matrix suggests that character and diversity are irreplaceable qualities of these particular assets and important at the scale of individual buildings and streets. By identifying the level of importance of building details and the extent to which they confer value on environmental assets, the matrix supports arguments for continued stringent protection of historic architectural details.

## 5.3 Measuring acceptable change

The environmental assets audit provides a framework against which change within the Conservation Area can be assessed and the competing demands of the dilemmas illustrated in Section 5.2 can be resolved. Inevitably, each proposal must be considered on its merits. However, the audit provides for a consistent and methodical process with increased objectivity.

The environmental capital approach suggests policy implications that shift away from emphasis on compensation towards substitution and enhancement wherever an environmental asset is affected. The overriding principle is that to conserve and enhance the Conservation Area an environmental asset can only be substituted if:

- It is regarded as either tradable or neutral/negative; and
- It is substituted by a new asset which delivers the same benefits to the immediate local environment.

## 6 Policy review

### 6.1 International examples

#### 6.1.1 Cork

A series of strategies for the medieval core of Cork as part of the "Conservation in European Cities" programme developed model approaches to revitalising historic centres. This entailed the development of a ten-year action plan for the City, involving socio-economic and tourism development, resolution of complex traffic issues, public space improvements, building conservation and infill projects, and innovative funding and implementation strategies.

The programme included the regeneration of a derelict church and conversion to a Vision Centre, conservation of a group of Listed Buildings, a 'living over the shop' programme, an important archaeological excavation at the original Northgate of the City, the creation of a managed work space by converting and adapting a redundant warehouse, the re-establishment of a viable open air market; and a dynamic traffic and pedestrian management exercise to respond to changing conditions of activity in the Historic core of the City. The project has won a number of awards including the 1999 RTP1's Silver Jubilee Cup.

A traffic management system was developed that would be responsive to changing conditions in the City, including the establishment of effective signal arrangements, development of gateway controls and treatments, parking and delivery controls, pedestrian movement issues and the examination of impacts on trading patterns.

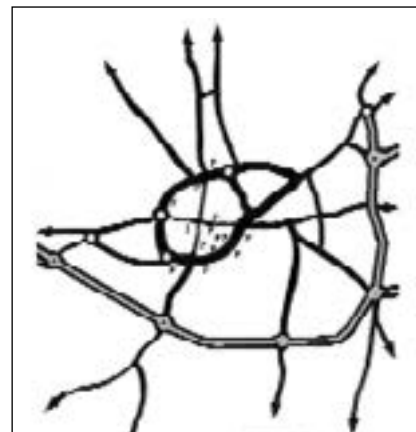
#### 6.1.2 Chichester and Bury St Edmunds

Chichester and Bury St Edmunds are two examples of historic towns which have had to face a similar set of issues to those discussed in this report. Both have sought to maintain successful mixed use centres without compromising their historic character. It can be argued that both are less constrained than Winchester by their topography. But even allowing for that advantage, what distinguishes their success is their traffic management and the siting of car parks. The walking distance from parking spaces to the retail centre is the most sensitive factor in securing the long term success of historic towns.

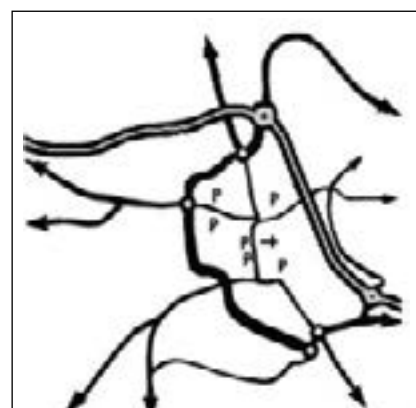
### 6.2 Current policies

The Winchester District Local Plan 1998 sets out policies for heritage and other objectives that affect the Conservation Area, these are listed in Appendix 2. The current policies broadly reflect the range of issues arising from applications dealt with by Winchester's Development Control system. A number of general points emerge:

- Heritage policies are largely (but not exclusively) reactive in nature. They identify threats to be resisted but do little to encourage good design or identify what would be considered a positive contribution to the Conservation Area. Policy HG7 is an exception but should be backed up by supplementary advice for instance how will a proposal be judged to be "in scale and harmony with adjoining buildings";
- Cross-referencing to other, non-heritage policies could emphasise a more holistic view, one where heritage value is integral to a wider appreciation of the City including, for instance, the interaction of heritage with the City's economic prosperity or the value of its natural environment; and
- Winchester City Council does not, at present, exploit the powers available under Article 4 directions. Recommendations for the use of Article 4 directions are given below.



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**Top:** Chichester  
**Bottom:** Bury St Edmunds

### **6.2.1 City form**

- The urban character and sense of historical development should be protected in respect of: Urban structure; Density and mix of uses; Scale (height and massing); Building typology; and the detail and use of materials of structuring elements including the City/Cathedral Close walls. The underlying urban structure is considered to be an irreplaceable asset;
- The sense of continuity and enclosure manifested through building height, massing and plot frontages should be protected and enhanced;
- The degree of connectivity and permeability of routes and spaces should be protected in respect of the urban structure and grain which together, are considered to be irreplaceable;
- Legibility and identity expressed through the urban structure is an irreplaceable quality, density and use mix, scale (height and massing) of landmarks, building types and public realm features are also important;
- Adaptability and responsiveness of the fine grain of small plots is considered valuable;
- Diversity arising from the urban grain, scale, building types and landscaping should be protected; and
- Various valuable social, environmental and economic benefits are also derived from the urban structure and density/use mix and should be recognised in policy formulation.

### **6.2.2 Built heritage**

- The Character of the Conservation Area and its sense of historical continuity should be protected in relation to: Controls on scale (height and massing); The integrity of historic building typologies; Façade treatments including entrances, fenestration and shopfronts; and use of details and facing and roofing materials. The building type (the building's original use or mix of uses, floorplate size and construction system e.g. framed system, masonry loadbearing etc.) and the use of materials characteristic of the locality are considered an irreplaceable aspect of the quality of the built heritage;
- The sense of spatial continuity and enclosure resulting from the height, massing and building type should be protected and enhanced;
- Legibility and identity should be protected and enhanced in respect of the sense of scale of the height and massing of buildings (considered to be an irreplaceable aspect of the built heritage) and the building type, façade treatments and use of materials and details; and
- The diversity (richness) of the built heritage particularly in respect of the building types, facades and details should also be addressed in policy recommendations.

### **6.2.3 Archaeology**

- Policies to protect the historic aspects of the urban structure and the Scheduled Ancient Monuments (irreplaceable assets) are required to maintain the character and sense of history of the Conservation Area;
- The contribution made by Scheduled Ancient Monuments to the civic quality and identity of the City should be recognised in policies and potential to enhance these contributions should be identified; and
- The contribution of the City's archaeological resources and ancient monuments to tourism, education and other, wider social benefits should be recognised and policies established to enhance these benefits. The Scheduled Ancient Monuments are identified as an irreplaceable asset for this quality.



#### 6.2.4 Landscape setting and urban water

- The structuring relationship of topography (landform) including the River Itchen and the underlying geology, to the City's urban form contributes an irreplaceable characteristic to the Conservation Area. The sense of scale derived from building heights and rooflines and which contributes to the character of the Conservation Area also requires protection, as does the landscape of public spaces in relation to the landscape setting e.g. St Giles Hill;
- The contribution of the topography to the amenity value and civic quality of the City should be protected and enhanced;
- The increased connectivity and permeability provided by riverside walks and river crossings should be enhanced and protected;
- The topography contributes an irreplaceable asset in respect of the legibility and identity of the City, as are key groups of trees and water features. The scale and relative heights of landscape features to buildings is also an important factor to be protected;
- The relationship between the City's landscape setting and the diversity of wildlife habitat and the variety of amenity experience should be protected and enhanced. Links between heritage and nature conservation policies made explicit; and
- The contribution of the landscape setting to tourism, educational and other benefits should be enhanced through appropriate policies.

Recommendations for policy formulation will be made in the final section of the Winchester Conservation Area Project – the Conservation Area Strategy. Proposals will take into account evident overlaps and repetition of areas of concern identified above.

### 6.3 Conservation Area Boundary

The existing delimitation of the Conservation Area raises a fundamental issue regarding Winchester and its highly individual relationship with its landscape setting.

The project studies and consultation have identified the need to protect not only the built environment but also the natural landscape into which the built form is integrated. The issue to be resolved is how to most effectively protect the outlying hills and water meadows that form the natural backdrop to the City.

The options are:

- Extend the Conservation Area to include prominent undeveloped areas;
- Use nature conservation and other legislation e.g. St Catherine's Hill is a Scheduled Ancient Monument; or
- Provide policy controls e.g. Area of Special Landscape Quality designation or East Hampshire Area of Outstanding Natural Beauty which, together, cover the river valley north and south of the City and St Catherine's Hill.
- Identify an area of (visual) landscape setting as the basis for Supplementary Planning Guidance.

Whichever strategy is pursued, the Conservation Area Appraisal identified opportunities for limited extension of the Conservation Area to protect additional built-up areas. Suggested modifications to boundary line are:

- 1 Western Suburb: Addition of Western Road/Elm Road.
- 2 Northern Suburb: Inclusion of short stretch of river south of King Alfred Place (the site of Abbey buildings).
- 3 Eastern Suburb: Addition of Canute Road/St Catherine's Road.
- 4 The area between Ashburton Court and Winchester Railway Station.

### **6.3.1 Subdivision of Conservation Area**

The possibility of breaking up the existing Conservation Area into smaller units possibly based on the Character Areas identified in the Conservation Area Appraisal has been considered.

One possible advantage of subdivision would be to provide the basis for area-specific policies, for instance, policies directed solely at the walled town area. However, these policies could be implemented within the existing Conservation Area configuration. Retaining a single Conservation Area has the advantage of simplicity, ease of understanding and avoids borderline disputes within its coverage.

## **6.4 Permitted Development and Article 4 Directions**

Advice on Article 4 directions is contained in appendix D of DOE circular 9/95 and PPG15 Planning and the Historic Environment (1994) para 4.23.

Permitted development rights should only be withdrawn in exceptional circumstances, and only where there is a real and specific threat (emphasis added).

Under Article 4(2) local planning authorities can make a direction which does not require approval of the Secretary of State.

PPG15 states that permitted development rights should not be withdrawn without clear justification and that, wherever possible, residents in conservation areas should continue to enjoy the same freedom to undertake development as residents elsewhere. Moreover, conservation area status is not of itself justification for an Article 4 direction.

The Secretary of State will support Article 4 directions "where these are backed by a clear assessment of an area's special architectural and historic interest, where the importance to that special interest of the features in question is established, where the local planning authority can demonstrate support for the direction, and where the direction involves the minimum withdrawal of permitted development rights (in terms of both area and types of development) necessary to achieve its objective."

It follows therefore that Article 4 directions will prove more robust in an appeal situation if a systematic justification of the direction has been employed:

- One that identifies the objective of the direction i.e. what quality the direction seeks to protect;
- Identifies a threat to that quality;
- Establishes the importance of the feature through an assessment of the architectural or historic interest; and that
- The direction is well focused so as to only impact on the specified qualities.

The matrix approach outlined in this document therefore helps in identifying in a methodical way the qualities, importance and physical elements needed in such a justification. The Conservation Area Project links these with the threats and has initiated public consultation that could be followed up. Development Control has suggested targets for Article 4 directions as follows:

- Boundary treatments—Walls, railings etc;
- Fenestration;
- Front doors and porches;
- Skylights and dormers on front elevations; and
- Changes of roofing materials

### **6.5 Need for a management strategy**

The assessment of the Conservation Area and the review of its essential qualities lead to the need for a coherent management strategy which will, with the Conservation Area Appraisal and The Conservation Area Review, provide a workable tool for the Local Planning Authority to support policy formulation and development control.

### **6.6 Implementation vehicles**

- Tourism Policy
- Design codes and other Supplementary Planning Guidance (SPG)
- Local Plan Policies
- Opportunity Sites

### **6.7 The next step—the Conservation Area Strategy**

Part 3, the Conservation Area Strategy will complete this investigation of Winchester's Conservation Area by demonstrating how each of the qualities of the conservation area can best be managed. The coloured dots marked on the matrix diagrams shown in Section 3 provide a checklist for new policy and initiatives—each dot represents a policy implication and the colour coding suggests priorities.

The Conservation Area Strategy will identify a timetable for the next review of the Conservation Area.

# 3 Conservation Area Strategy

# 1 Introduction

## 1.1 Winchester Conservation Area Project

This the third part of the Conservation Area Project sets out a strategy for the management of the CA and identifies a range of policy vehicles for its implementation:

- Development planning policy including policy recommendations, supplementary Planning Guidance (SPG) and Article 4 directions;
- Integrated planning policy;
- Public information and advice; and
- Management and organisational structures & procedures.

## 1.2 The role of the Strategy

The strategy for the Conservation Area sets targets and priorities so as to give direction and purpose to the management of the Conservation Area and to provide a benchmark for future reviews.

The Winchester Conservation Area Project has utilised an 'Environmental Capital' approach which concentrates on identifying 'qualities rather than things' (Environmental Capital: A new Approach, CAG Consultants 1997). The first two parts of the project therefore sought to identify the qualities that made Winchester an important historic centre. This last part must now return the focus to the 'things' - the buildings, streets, monuments and so on that make up the physical fabric of the City. These are the elements that must be protected or provided, we need now to think in terms of tangible objects rather than assessments of qualities.

PPG15 states that the local plans "should provide a policy framework, making clear to the public how detailed assessment documents and statements of proposals for individual conservation areas relate to the plan, and what weight will be given to them in decisions on applications for planning permission and conservation area consent."

To this end, the second part of this study, the Conservation Area Review introduced a matrix that related the qualities of the Conservation Area to its physical manifestations. Divided into eight categories which together cover every aspect of the form of the City and its buildings, this matrix provides a 'thinking machine' for assessing and responding to each quality of the Conservation Area and showing how that quality is expressed in its physical form. These formal categories now form the basis for setting out recommendations for the management of the physical elements of the historic fabric.

The strategy should assist in identifying resources and budgeting. The strategy should help promote conservation in the City Council's wider corporate activities by identifying key issues for elected members and Council officers. The strategy links conservation issues with wider aspects of the City's responsibilities including traffic management, tourism, city centre management and housing.

This Conservation Area Strategy makes recommendations for the management of the Conservation Area in general terms. However, details of procedures such as grant aid or enforcement are not covered.

## 1.3 Management

### 1.3.1 EHTF recommendations

The English Historic Towns Forum have mapped out the interaction between various areas of policy and the powers available to the Local Authority. They identify six essential ingredients for successful Conservation Area management:

- Corporate approach involving development control, highways engineering, town centre management etc.;
- Commitment to tackling specific issues;
- Comprehensive in its ambitions yet realistic about resources;
- Communication of objectives and priorities and getting public and politicians to sign up to these;
- Concentration of effort and resources on realistically achievable priorities; and
- Clarity of policy and vision.

### 1.3.2 Tools

This strategy identifies appropriate planning tools to be used in achieving objectives: Article 4 Directions, planning conditions, withholding consent, enforcement, grant aid, proactive planning procedures, supplementary planning guidance (SPG) and tree preservation orders (TPO).

### 1.3.3 Priorities

Priorities are defined by timescale for implementation:

- Now;
- Soon; and
- Later (Long term).

Priorities have been based on the relative importance of the proposal, the urgency of any threat, and the ease of implementation.

# 2 Proposals

## 2.1 Using the Conservation Area Strategy

In the sections that follow, key policy areas are identified and where relevant cross-referenced to policies for nature conservation, tourism etc. Policy recommendations have been set out to correspond with the four groups of Conservation Area assets identified in the Conservation Area Review:

- Landscape Setting and Natural and Manmade Waterways;
- Archaeology;
- City Form; and
- Built Heritage.

Inevitably (and deliberately), the recommendations made in this document overlap these broad headings.

Each of the following proposals represents a recommendation for action (in most cases this will imply action primarily by the Winchester City Council). Proposals have been grouped together under the following categories:

- Planning policy (**highlighted in bold**), including Supplementary Planning Guidance;
- Advice and information; and
- Corporate policy (i.e. interfacing with other areas of Council responsibility and establishing management structures and procedures).



Proposals grouped under the advice and information, and the corporate headings may involve other departments or agencies for implementation.

Each proposal is defined by its objectives, why it is important and what action is required. In some cases, any significant resource implications are also noted.

Proposals have been prioritised to indicate whether action is needed 'now', 'soon', or 'later' (i.e. long term).

A glossary has been included as an appendix to explain some of the terminology used in the three parts of this study.

## 2.2 General

Winchester City Council should re-affirm their commitment to preserve and enhance the character and appearance of areas of special architectural or historic interest. This should be emphasised in general policy and underpin all policies related to the Conservation Area. This commitment should also inform related policy areas especially those for countryside, environment, housing, recreation and tourism, transport and other proposals specific to the city centre.

Winchester has already established a corporate approach in many relevant areas: Inter-departmental groups; 'Discover Winchester'; Winchester Attractions Partnership; and contact groups between business and city centre management.

There should be a clear commitment to involve local people in the ongoing management of the Conservation Area. This could take many forms and should not be limited to consultation on this project. Local groups and individuals can assist in monitoring and evaluating Conservation Area proposals and in future reviews of the Conservation Area.

Planning policies generally should emphasise the importance of good design for all sites:

"good new design will create a rich historic environment for the future. Some of the most important new architecture and landscapes have been produced in response to the constraints of a difficult site or a demanding brief. Understanding the nature and character of what is there before beginning work on a design is the best way of producing something that enhances its environment. Responding to context does not mean designing a pastiche, it means having the creative imagination to take into account the effect of any new work on the environment as a whole." (Power of Place, English Heritage 2000).

Achieving new development that enhances its context requires planning policies that identify how a new development can contribute to the environment. This entails using the analytical methods and tools described in this project, along with generic design guides, site-specific planning and design briefs and area-wide urban design frameworks.

## 2.3 Extension of the Conservation Area

### 2.3.1 Protecting areas beyond the Conservation Area boundary

Four options for the protection of Winchester's landscape setting were identified in the Conservation Area Review:

- Extend the Conservation Area to include prominent undeveloped areas;
- Use nature conservation and other legislation e.g. St Catherine's Hill is a Scheduled Ancient Monument. Winchester District Local Plan 1998 (Policy W1) protects steep slopes (greater than 1:10) from inappropriate development and provide additional support for policies of the District Local Plan Review which seek to protect the setting of CAs; and
- Provide policy controls e.g. Area of Special Landscape Quality designation or East Hampshire Area of Outstanding Natural Beauty which, together, cover the river valley north and south of the City and St Catherine's Hill.
- Identify an area of (visual) landscape setting as the basis for Supplementary Planning Guidance.



PPG15 advises that: *“Given the nature of conservation area controls - essentially controls over demolition; strengthened controls over minor development; and the protection of trees - designation is not likely to be appropriate as a means of protecting landscape features, except where they form an integral part of the historic built environment.”*

We therefore recommend that the surrounding hills, water meadows and other natural features are protected by nature conservation and other, existing statutory controls. These controls should, however, be periodically reviewed to verify that the natural setting is comprehensively protected and that the extent of protection overlaps with the Conservation Area boundary.

At present, there are, however, four areas adjacent to the Conservation Area that are not covered by existing countryside/landscaping policies (see plan). These are:

- 1 Andover Road between the railway and Worthy Lane;
- 2 Area around St Bede Primary School and Winchester School of Art;
- 3 Area between Bar End Road and the Itchen Navigation including any visual screening to the Bar End Industrial Estate; and
- 4 The crest of the ridge west of the City including King Alfred's College, the Royal Hampshire County Hospital, Police Headquarters and the prison.

Although outside the Conservation Area, development in these areas should be sensitive to their impact on the landscape backdrop of the City and new policy recommendations have been made to protect these areas (see 3.8). Existing tree cover should be protected and augmented with new planting and building height and massing should be carefully considered.

These areas offer some opportunity for appropriate development (see Section 5.10).

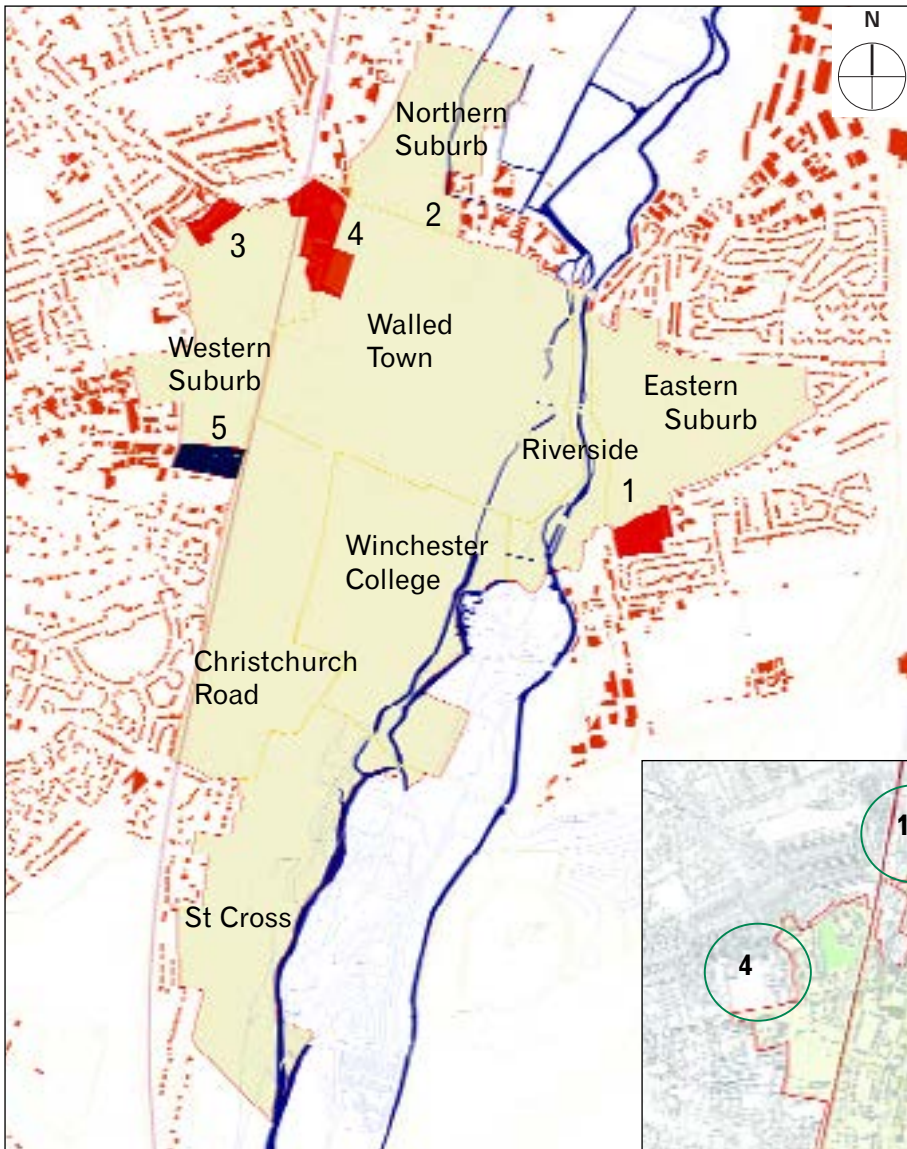
### **2.3.2 Local extensions to Conservation Area boundary**

The Conservation Area Review identified opportunities for limited extension of the Conservation Area to protect additional built-up areas. The following local modifications to boundary line are recommended by the consultants:

- 1 Western Suburb: Addition of Western Road/Elm Road;
- 2 Northern Suburb: Inclusion of short stretch of river south of King Alfred Place (the site of Abbey buildings);
- 3 Eastern Suburb: Addition of Canute Road/St Catherine's Road;
- 4 The area between Ashburton Court and Winchester Railway Station; and
- 5 Western Suburb: Removal of Peninsular Road.

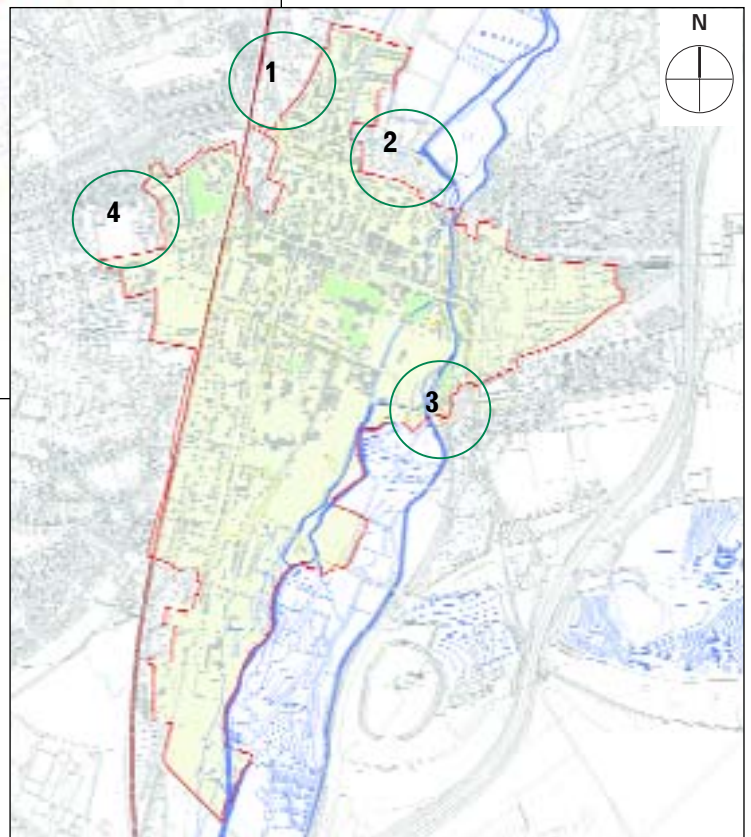
The proposed changes are shown in the recorded Conservation Area boundary plan. A larger, fold-out copy of the plan is included as an appendix.

It is recommended that the Council undertake public consultation on the proposed boundary changes.



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**Top Left:** Local extension to Conservation Area boundary  
**Bottom Right:** Areas not covered by countryside policies but which contribute to the City backdrop.



# 3 Landscape Setting and Natural and Manmade Waterways

## Policies

### 3.1 Prominent hilltops

#### Objective

Protect the natural backdrop on prominent hills around the city centre.

#### Why important

Hilltops surrounding the City are already developed, yet their extensive tree cover contributes an important part of the City backdrop. St Giles Hill, West Hill Cemetery, Oram's Arbour. The Local Plan refers to the importance of roofscape viewed from elevated ground, specific policies are required to guide roof detail (see Section 5.8 below).

#### Action

- Resist intrusive and insensitive building height or massing.
- Protect existing trees and hedges.
- Promote replacement of ageing trees.
- Protect the backdrop to key views in and out of the City as identified in the Conservation Area Appraisal.



Soon

### 3.2 Riverside areas

#### Objective

The connectivity, permeability and open space provided by riverside walks and river crossings should be enhanced and protected.

#### Why important

The river and brooks are an intrinsic part of the character of the Conservation Area and have played a formative role in the historic development of the City.

#### Action

A new pedestrian river crossing should be pursued between the City Mill and Wharf Mill. This could connect the proposed pedestrian route from Water Close to Wolvesey Castle and the Weirs (Winchester District Local Plan 1998 Policy W30) to Chesil Street establishing an important east-west route that reinforces the connection of Chesil Street and links to the Cathedral and Wolvesey Castle.



Later

### 3.3 Urban waterways

#### Objective

Existing waterways must be protected including related features such as waterside paths, embankments, bridges, weirs and culverts.

#### Why important

The complex pattern of brooks and water features which can be experienced across the Conservation Area is a distinctive feature of the City. An important characteristic of Winchester's urban waterways are the varied way in which they appear and disappear as they flow through the City.

#### Action

Public access to the river should be cleaned up and made accessible, for example, the section running through Hyde near the site of the medieval Abbey Mill and Bakery.

**Public access to the waterside must not be curtailed and no sections of river should be culverted.**

Encourage enhanced access to the water which is sensitive to maintaining this distinctive trait and recognises that the concealed sections of water can be as important as those that are visible in their contribution to the distinctive pattern of apparently disconnected sections of flowing water.

Contrary to proposals in the Friarsgate/Bus Garage Development Framework (Winchester City Council 2000), water features such as fountains have little precedent in Winchester. Instead, flowing water in urban channels (for example alongside the Broadway/Abbey Gardens) are more characteristic of the City and provide clues for the design of water features in public spaces (see also section 5.10 New Development Sites).



### 3.4 Buildings within floodplain

#### Objective

Appropriate building design and flood protection strategies need to be considered which will not compromise either the character of the riverside areas nor the established pattern of homes in close proximity to water.

#### Why important

Significant parts of the Walled Town, Riverside and Winchester College Character Areas lie within the Environment Agency's designated Itchen floodplain.

The character and historic development of Winchester is of a City built on a river.

#### Action

Ongoing liaison should be established with the Environment Agency to identify appropriate measures and monitor the impact of new development. Areas within the floodplain that have traditionally been developed should be subject to special provision whereby developers should demonstrate mitigation measures as part of planning control applications (see also 3.8 Flood Defences, below).



**Above:** Water is a distinctive feature of Winchester

### 3.5 Setting of Conservation Area

#### Objective

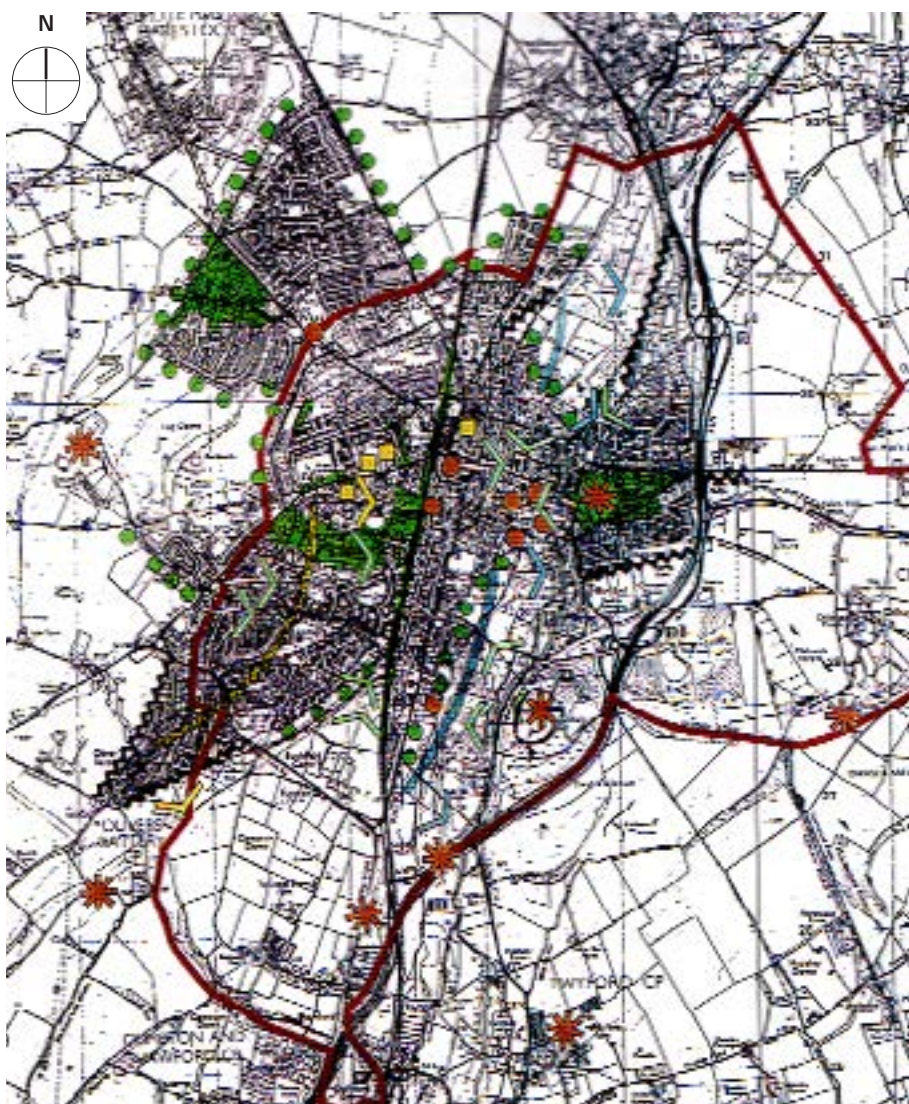
To prevent development which would have a detrimental impact on the setting of the Conservation Area.

#### Why important

To protect the unique setting of the Conservation Area.

#### Action

**Protect the setting of the Conservation Area including control of the height and massing of development and control of impact on landscape settings within key areas outside the Conservation Area, including Sleepers Hill, Bushfield Camp and the Police HQ (see plan below and Appendix 6 for complete map). Any proposals within this setting area will be closely examined for impact on the Conservation Area.**



#### key

-  Zone of visual influence of historic core
-  Principal historic buildings and features forming focal landmarks within city
-  Notable prominent skyline buildings within city
-  Memorable landmarks and skyline features visible from the city
-  Direct and filtered views to Eastern Down
-  Views to Italian Valley from city
-  Framed views and notable views to historic buildings and features
- Bottom edge:**
-  Soft, visually contained edge
-  Harsh or visually exposed edge
-  Openness: trees or other vegetation obscuring or limiting views

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Visual setting of the Conservation Area (from "Winchester City and its Setting" Landscape Design Associates, December 1998 (See Appendix 6 for complete map)

### 3.6 Strategic Views

#### Objective

To safeguard strategic views and the silhouette quality of Winchester's skyline.

#### Why important

Topography is an essential characteristic of the Conservation Area providing elevated views onto the City and as a natural backdrop. The City and Cathedral form a significant focus for long distance views, particularly from the south. The silhouette of important historic buildings on Winchester's skyline forms an important element of its townscape character and should remain pre-eminent. Even buildings some distance from the Cathedral could be detrimental to the appreciation of its silhouette.



#### Action

**Strategic views from the following locations should be safeguarded and Winchesters historic silhouette should be protected in general, but particularly from these locations.**

St. Giles Hill.

Olivers Battery.

Easton Down.

West Hill Cemetery.

Magdalen Down.

Winnall Moors Nature Reserve.

St. Catherine's Hill.

Shawford Down and Compton.

Romsey Road and Oram's Arbour.

Bushfield Camp to St. Cross, Winchester College and Cathedral.

Morestead Road

Whiteshute Ridge, public open space.

### 3.7 Trees

#### Objective

To protect trees that make an important contribution to the character and quality of the Conservation Area.

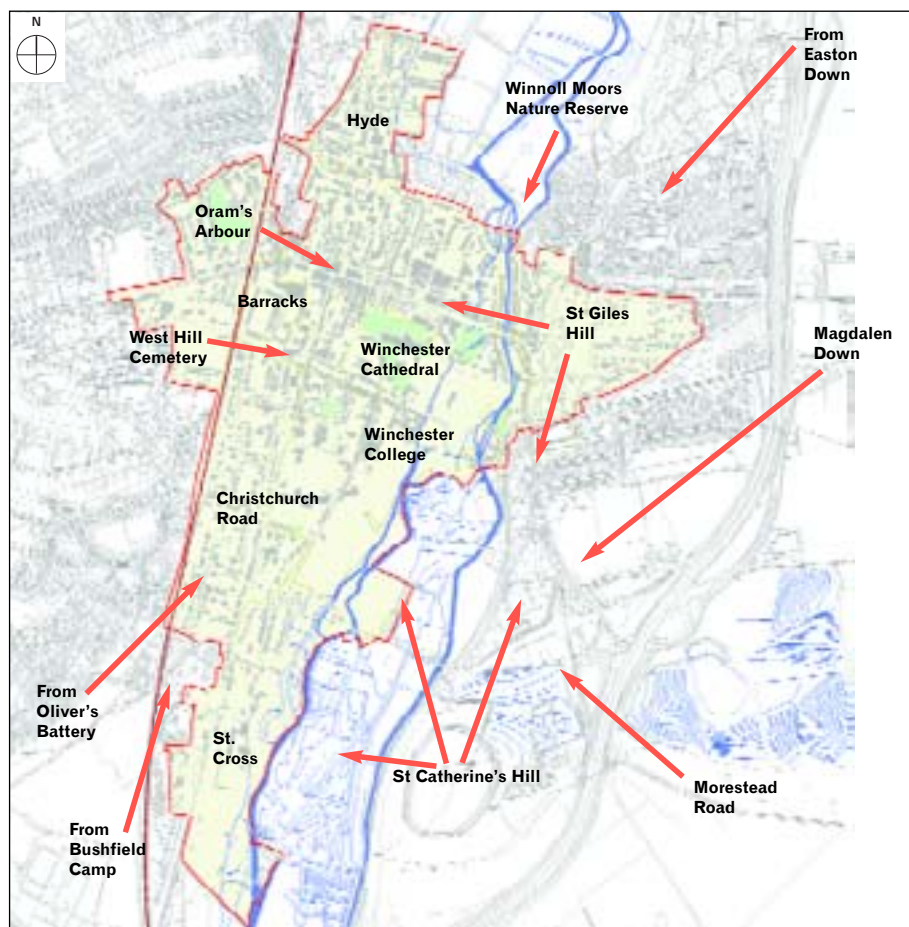
#### Why important

Trees on St. Giles Hill are important to views east along the High Street, Broadway and from the elevated western suburbs. Trees outside the Conservation Area are also important to its setting e.g. those on Sleepers Hill provide significant screening to suburban housing, much of which cannot be seen from a distance when the trees are in leaf.



#### Action

Groups and individual trees that make an important contribution to the Conservation Area will be protected by Tree Preservation Orders. This should include trees that make an important contribution to the visual landscape setting (see Section 3.5).



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The Council should undertake a survey of important tree groups and manage and replace trees within the Conservation Area and the visual landscape setting. Other owners should be encouraged to undertake programs of management and replanting.



# Corporate

## 3.8 Flood defences

### Objective

Clear relationships should be established between Conservation Area management and local hydrology management including liaison with the Environment Agency (EA).

### Why important

To ensure that flood risks do not threaten heritage assets, either through flood damage or through flood defence measures.



### Action

Establish point of contact and ensure Conservation Team are included in discussion with EA.

### Resources

Attendance at meetings/site.

## 3.9 The railway

### Objective

Liaison is required with Railtrack to identify operational and safety parameters and engage Railtrack's commitment to the importance of the tree belt lining the cutting.

### Why important

The railway cutting represents an important transition between two distinct Character Areas (see Conservation Area Appraisal).



### Action

Establish point of contact and regular liaison with Railtrack/rail operators.

### Resources

Attendance at meetings/site.

## 3.10 Natural setting

### Objective

Greater cross-referencing between policies would emphasise the interdependence between landscape and built heritage. Links between heritage and nature conservation policies should be made explicit.

### Why important

Winchester's Conservation Area benefits from a number of irreplaceable assets related to its natural setting:

- The structuring relationship of topography (landform) including the River Itchen and the underlying geology, to the City's urban form;
- The sense of scale which elevated views add to building heights and rooflines and which contributes to the character of the Conservation Area; and
- Landscape of public spaces in relation to the landscape setting and key building groups e.g. St Giles Hill, the Cathedral Close, and Winchester College.
- This should also include areas which are already developed such as Sleepers Hill and the Police HQ and undeveloped sites such as Bushfield Camp.



### Action

A policy to protect the setting of the Conservation Area should continue to be included in the draft Local Plan. Formalise liaison with Local Agenda 21 initiatives, Tourism and city centre management.

# 4 Layers of the past— Archaeological Heritage

## Policies

### 4.1 Archaeology

#### Objective

Enhance the benefits from archaeological resources. The contribution made by Scheduled Ancient Monuments to the civic quality and identity of the City are recognised in existing policies.

#### Why important

Archaeological evidence is important for its potential to increase future knowledge and for its value as a leisure, education and tourism resource. These remains are finite and non-renewable, and are susceptible to destruction both in episodes of development and by cumulative erosion through small scale change.

The Scheduled Ancient Monuments are subject to statutory protection.

#### Action

The archaeological importance of the City lies beyond the extent of the Scheduled Ancient Monuments. Scheduling is a relatively inflexible legislation, and is used sparingly in the urban environment. The management of the archaeological resource relies more heavily in an urban area on the practical flexibility of planning and conservation areas than on statutory designation. Existing policies to protect the historic aspects of the urban structure and the Scheduled Ancient Monuments (irreplaceable assets) should therefore be continued so as to maintain the character and sense of history of the Conservation Area.



Now

### 4.2 Archaeological assessment

#### Objective

Ensure appropriate protection for archaeological assets.

#### Why important

The planning authority must satisfy itself that the developer has made appropriate and satisfactory provision for the excavation and recording of remains (PPG 16 para 25).

#### Action

In addition to the preservation and interpretation of Scheduled Ancient Monuments, the protection of other archaeological remains is an important consideration in the planning process. Applicants will need to satisfy the local authority that an archaeological assessment of a development site has been undertaken where it is known that the area is archaeologically sensitive, and that measures are agreed either for the preservation of archaeological evidence in situ or for excavation and recording. Developers and their advisors have an important role to play in the evolving archaeological understanding of the City.



Now

### 4.3 Impact of new development

#### Objective

Protect archaeology from new construction.

#### Why important

The City contains many sites of considerable archaeological potential which could be damaged by construction work.

#### Action

New development (for instance the Friarsgate/Bus Garage sites) should cause minimal disturbance to underlying archaeology. Archeological assessments are required in advance of construction and basement/foundation design should be carefully controlled.



Now

## Corporate

### 4.4 Urban archaeological database

#### Objective

The research and educational value of the archaeological database should be promoted.

#### Why important

The database is a valuable resource providing archaeological information of national importance. The use of computerised data gives the information contained on the database considerable potential for use in a variety of media.

#### Action

Information to be made available at schools and the City Museum including IT links. These database links should ideally be searchable by street address or historic period. The development of a 'user friendly' internet interface for non-expert users should also be considered as a longer term aim.

#### Resources

Investment in IT systems and staff.

Soon

### 4.5 Access to sites

#### Objective

The Council should consider accessibility to sites as part of wider planning policies.

#### Why important

Wolvesey Castle is an example of an important site that is difficult for visitors to find (despite its relatively central location).

#### Action

The planned pedestrian route offers the opportunity for access to the Castle to be better linked to the Cathedral Precinct.

Soon

### 4.6 Information

#### Objective

Integration of tourism and conservation information to help promote a wider understanding of Winchester's historical status.

#### Why important

Discovering 'hidden gems' is part of the experience of exploring Winchester but there are examples of small but fascinating sites that could easily go ignored by residents let alone tourists e.g. Queen Eleanor's Garden.

#### Action

Information on less prominent sites could be provided in situ and existing signage to historic sites should be improved.

Now

#### 4.7 Unexcavated sites

##### Objective

Maximise appropriate opportunities to survey sites of archaeological interest.

##### Why important

To build a more complete picture of Winchester's history.

##### Action

Existing policies for archaeological preservation (whether by record or in-situ) should be maintained and new information added to the Urban Archaeological Database.



Now

#### 4.8 Management of sites

##### Objective

Establish comprehensive and effective management of archaeological remains.

##### Why important

Government advice in PPG 15 and 16 has highlighted the importance of preserving historic and archaeological remains. The advice identifies the important role of local authorities in planning, education and recreation for the protection and management of archaeological sites (PPG 16 para 14).

##### Action

Establish Conservation Plans for key sites - see section 8.8.2.



Now



# 5 City Form

## Policies

### 5.1 Urban structure

#### Objective

Protect the urban structure and enhance its legibility and permeability.

#### Why important

The urban character and sense of historical development - the underlying urban structure is considered to be an irreplaceable asset.

#### Acton

**Development must contribute to enhancing the urban structure through:**

- The sense of continuity and enclosure expressed through building height, massing and plot frontages. Also, in contrast, the sense of openness particularly along the riverside.
- The degree of connectivity and permeability of routes and spaces should be protected in respect of the urban structure and grain, which together are considered to be irreplaceable.
- Legibility and identity expressed through the urban structure is an irreplaceable quality. Density and use mix, scale (height and massing) of landmarks, building types and public realm features are also important.
- Adaptability of the fine grain of small plots.
- Diversity of building type and architectural style arising from the urban grain, scale, building use and landscaping.



Now

### 5.2 New pedestrian/cycle routes

#### Objective

Identify and implement new pedestrian and/or cycle routes. Priority should be given to new routes that link existing pedestrian or cycle routes and those routes that connect to main shopping streets and local centres.

#### Why important

It is important to reinforce the fine grain urban structure and minimise motor traffic especially within the Walled Town.

#### Action

Careful design of pedestrian and cycle routes is required to avoid insensitive impact and conflict between pedestrians and cyclists.

#### Resources

Identify potential linkage to new development e.g. Section 106 agreements.



Soon

### 5.3 New footpaths

#### Objective

Enhance the fine grain and permeability of the Walled Town by seeking opportunities to create new pedestrian routes.

#### Why important

To maintain the historic pattern of development and provide choice and variety thereby enhancing the experience of walking around the City and the attractions of the city centre for retail and tourism.

#### Action

Implement the five new pedestrian routes identified in Winchester District Local Plan 1998 (W30). These will contribute to reinforcing the urban structure and urban grain by improving connections to the city centre and/or riverside.

The Friarsgate/Bus Garage Design Framework identifies new pedestrian connections linking to the Broadway. These should be implemented as part of any redevelopment of the Bus Garage site.

#### Resources

Development costs of design and implementation of new routes.



### 5.4 New river crossing

#### Objective

Maintain the importance of the river as a key structuring feature of the City.

#### Why important

The river and its crossings are a key part of the historic development of the City and a major element of the City's character and identity.

#### Action

The proposed new pedestrian river crossing should be pursued between the City Mill and Wharf Mill. This could connect the proposed pedestrian route from Water Lane to Wolvesey Castle and the Weirs (proposed in the 1998 Local Plan) to Chesil Street, thereby establishing an important east-west route that reinforces the connection of Chesil Street and links to the Cathedral and Wolvesey Castle.

The pedestrian bridge could be the subject of a design competition and exhibition. This would encourage public interest and potentially attract a range of ideas.

#### Resources

Development costs of design and implementation of new infrastructure. Competition costs could be supported by sponsorship.



## 5.5 Release of car parks for development sites

### Objective

Capacity studies for Winchester City Council suggest that structured car parking (i.e. multi-storey, underground or integrated parking structures) on one or more of the existing car park sites might release other car parks for new development.

### Why important

To make efficient use of valuable city centre sites and to integrate parking behind buildings thereby restoring the continuity of historic building lines and active frontages.

### Action

It is recommended that a feasibility study should be conducted into the potential for structured parking where:

- Parking structures can contribute to the sense of spatial continuity and enclosure of streets and public spaces by maintaining continuous street frontages and infilling gap sites.
- Structured parking can be combined with other uses especially at street level in the form of lining development i.e. single aspect building with active frontages. Lining development conceals views of multi-level parking structures.

### Resources

Structured parking could be linked to new private sector development.

## 5.6 Urban grain: Sub-division of larger properties

### Objective

Protect the characteristic pattern of plot widths, building setbacks and, where appropriate, front gardens.

### Why important

Front gardens visible from the street are particularly important indication of plot widths and should not be sub-divided. Plot sizes are generally specific to each Character Area.

### Action

**Where larger residential properties are sub-divided into smaller flats, communal gardens retaining the characteristic plot size are to be preferred over the sub-division of gardens into smaller plots. There should be a presumption against permitting plot subdivision of residential plots in the Christchurch Road Character Area. Reduction in planted areas of gardens should be resisted as far as possible and hardstanding for vehicles should be screened by existing or new soft landscaping.**



Soon

Now

**Above:** Structured car parking can be screened by other uses: In this example, two storey live/work units.



## 5.7 Density and mix of uses

### 5.7.1 Living over the shop

#### Objective

Maintain the traditional character of the city centre as a mixed use environment with its own residential population. Encourage the return of accommodation on upper floors of shops to residential use.

#### Why important

Living over the shop has until recent years been a traditional means of maintaining a vibrant city centre population and a mix of uses characteristic of the city centre. In addition, PPG15 states: *"Bringing vacant upper floors back into use, particularly residential use, not only provides additional income and security for the shop owner, but also helps to ensure that what are often important townscape buildings are kept in good repair it meets a widespread need for small housing units and helps to sustain activity in town centres after working hours."*

#### Action

**Adopt policy of securing better use of vacant upper premises by resisting planning applications for shop conversions which would eliminate separate accesses to upper floors or existing front doors on streets; by encouraging residential conversions of upper floors** and through establishing a house renovation grant system or the involvement of Registered Social Landlords (RSL).

The desire to protect buildings in the Conservation Area (including Listed Buildings) should be balanced against the objective of maintaining the traditional pattern of vertical layers of uses within buildings.

### 5.7.2 Importance of continued population of city centre

#### Objective

Promote the continued availability of appropriate and affordable accommodation in the city centre.

#### Why important

Winchester's walled town has always been a richly mixed and populated centre. It is an essential feature of the City's character to retain a populated centre to the City and thereby maintain the diversity and activity which provide a continuity to Winchester's historic development.

#### Action

Relax constraints on the conversion and change of use of commercial buildings to allow upper floors within the city centre to be used for residential use, particularly where upper floor accommodation is under used (see Winchester District Local Plan 1998 Policy E2 covering change of use from B1).



## 5.8 Protecting variety and detail of roofscape

### Objective

The character of the Conservation Area and its sense of historical continuity should be protected in relation to the variety and detail of roofscape and their contribution to a sense of scale.

### Why important

The Conservation Area Appraisal identified the importance of Winchester's varied roofscape. Chimneys, finials and traditional dormer windows add to the variety of rooflines and the fine grain of building plots is expressed in the variety of roof form. Over-scaled roof extensions can have a detrimental impact when they lead to a loss of roof elements or a reduction in the articulation of the roofline.

### Action

**Adopt a policy of protecting the varied and highly articulated roofscape and avoiding large expanses of undifferentiated roof area which is inappropriate to the established fine grain of local development.** Imitation of traditional roof forms which rely on sloping 'mansard' perimeter roofs to mask large areas of flat roof do not provide the necessary articulation of roofline and are compromised when roofs can be viewed from above (e.g. from elevated ground).



Now

## 5.9 Mews development

### Objective

Care should be taken that mews development does not introduce building types alien to Winchester. Design should learn from the many examples of good town house design within the Conservation Area.

### Why important

Some parts of the Conservation Area (for instance Edgar Road in the Christchurch Road Character Area and Middle Road in the Western Suburb) include areas of exposed rear gardens facing onto public routes. This can create a negative feature for the Conservation Area in the form of public/private space conflicts but also offers potential for new development to increase residential densities and help meet housing demand without damaging the character and appearance of the Conservation Area.

### Action

Sites should be considered acceptable for development where existing development backs on to roads resulting in gap sites or a conflict between private spaces facing public spaces, subject to compliance with other relevant policies.



Now

## 5.10 New Development sites

### Objective

Maximise development benefits of available sites in regards to:

- High quality design;
- Increased permeability;
- Increased understanding of archaeology; and
- Increased variety and choice in commercial and retail uses.

### Why important

Opportunities for major new development within the Conservation Area are extremely limited and one significant central site is the Bus Garage.

### Action



Friarsgate/Bus Garage sites—Review existing draft development brief which includes design guidance on enhanced integration of the area around Friarsgate and the Brooks Shopping Centre:

- To extend some of the High Street retail activity and evening economy northwards;
- Development should also bring improvements to the Broadway and enhance the significance of the Guildhall opposite;
- Opportunities for more imaginative and appropriate use of water (see Section 3.3.2). The existing watercourses through the area should also be enhanced with public access to the watercourse and integrated flood protection measures;
- Technical investigation should ascertain if the brook visible just north of the Friarsgate Health Practice can be opened up across part of the site;
- The proposed principal connecting route to the Broadway should establish an axis aligned on the Guildhall entrance; and
- The Development Framework does not include detailed proposals for the new Bus station. This could offer opportunities for mixed uses e.g. small retail units and/or development above the bus station (subject to height/massing constraints).



Prepare design guidance as Supplementary Planning Guidance, for areas immediately beyond the Conservation Area—Section 2 identified four areas immediately outside the Conservation Area where development must be sensitive to the City's landscape setting. These areas offer some development opportunity (including redevelopment of car parks (see 5.5 above) and are close enough to the city centre to provide for service support to city centre business activities.

Other large sites that may come up in the future are:

- The car park to the south east of the railway station next to Hampshire County Council Records Office.
- The Hampshire County Council offices at Ashburton Court (Sussex Street).

## 5.11 Infill development

### Objective

**Infill and 'windfall' sites offer the opportunity to restore continuous street frontages and, where appropriate to increase densities in accordance with PPG3.**

### Why important

To make efficient use of scarce land resources and to maintain a sustainable city centre population.

### Action

**The following guidelines derived from the historic pattern of building in the City should form the basis for new Supplementary Planning Guidance:**

- The pattern of plot widths and building frontages in many parts of the Conservation Area but particularly the Walled Town and Winchester College areas (see Conservation Area Appraisal) create a characteristic vertical emphasis of building proportions. **Buildings should be designed to maintain this prevailing proportion and larger developments should be articulated to emphasise verticals and maintain visual rhythm along streets.**
- **Where the composition of facades establishes a clearly defined rhythm of fenestration and/or entrances (through repeated patterns of window/door and building structure), this pattern should be maintained across any infill development.**
- **New and infill buildings should as far as possible maintain established building lines.**
- The traditional pattern of development in the Walled Town, and parts of the Hyde, Riverside and the Eastern and Western Suburb Character areas establishes a characteristic mix of uses both horizontally (within the street block) and vertically (within individual buildings). **Mixes of appropriate uses are to be encouraged where an established pattern of mixed uses prevails and should be obligatory within continuous parades of shops.**
- **Infill development should respect the eaves/cornice lines of its neighbours and wherever possible maintain alignment of fenestration.**
- In many historic facades, especially in Georgian and Victorian buildings, storey heights vary (generally higher at ground floor and diminishing towards the top floor). **New development should avoid equal storey heights and provide higher or raised ground floor storeys wherever these patterns of building predominate.**



Now

## 5.12 Building heights and massing

### Objective

Blanket height limits are inappropriate and height should be considered in terms of massing and their relationship to landmark features.

### Why important

Building height in Winchester is a critical factor related not only to other buildings but also to the surrounding topography.

### Action

**The following guidelines derived from the historic pattern of building in the City should form the basis of new design guidance, as Supplementary Planning Guidance:**

- **Buildings should not make abrupt changes of height (more than 1 or 2 storeys) with neighbours nor present large expanses of blank flank walls or gables.**
- **Massing of larger buildings on sloping sites should be articulated to step down in response to falls across the site and the prevailing pattern of plot sizes and frontage widths.**
- **Deep plan buildings create disproportionately large expanses of roof area and higher ridge lines which may be incongruous with older properties.**



Now

# Corporate

## 5.13 Historical importance of public realm

### Objective

Promote the continued public use of public space to maintain the tradition of public spaces as a focus for the community life of the City.

### Why Important

The Conservation Area Appraisal has demonstrated the importance of the public streets and spaces in the historic development of the City, through both its distinctive qualities and its traditions and celebrations. A variety of different types of outdoor space for public use is an intrinsic part of the character of the Conservation Area.

### Action



- Enhance public spaces through measures including appropriate new street furniture, public art, lighting and planting (see also section 6.10 public realm improvements).
- Support traditional celebrations and rituals such as the Hat Fair through temporary road closures and access, public information and public safety provision.
- Maintain landscaping and planned replanting of trees.
- Allow the continuation of some form of street market as part of the Friarsgate/Bus Garage redevelopment.
- Enhance the Broadway including possible partial pedestrianisation or shared surface treatment; reduced number of bus stops (relocate to proposed bus station), prohibition of coach parking (pick-up only - see section 7.2.4 Tourist Coaches).
- Enhance and encourage public use of public space between Magistrates Court and the Great Hall.

An existing proposal in the Winchester District Local Plan 1998 (HG4) resists development that might damage a park or garden or its wider setting but this is couched in negative terms. A more positive planning policy is required in conjunction with a positive corporate approach. Priority should be given to directing park maintenance resources to historic parks.

The existing policy is aimed at parks and gardens of special historic interest i.e. those on the English Heritage Register. Policies should also protect the ten gardens identified on the Hampshire Register of Historic Parks and Gardens:

- 1 Winchester College War Memorial (by G Jekyll and Herbert Baker)
- 2 7 Kingsgate Street (Plantsman's town garden)
- 3 Dean Garnier Garden
- 4 Queen Eleanor's Garden (reconstruction of medieval garden)
- 5 Masters Garden, St Cross
- 6 St Giles Hill (public park)
- 7 West Hill Cemetery
- 8 Peninsula Barracks
- 9 Orams Arbour
- 10 Abbey Gardens

# 6 Built Heritage

## Policies

### 6.1 Listed Buildings

#### Objective

Ensure that valuable historic buildings are given the statutory protection they deserve.

#### Why Important

Both the County and Winchester City Council consider the List of Buildings of Special Architectural Historic Interest in Winchester which dates from 1974, inadequate, particularly in respect of Victorian architecture. There is an urgent need for the List to be reviewed and Winchester City Council have, for a number of years, been urging the Department for Culture Media and Sport (DCMS) to resurvey Winchester.

#### Action

The proposal to appoint a consultant to survey a number of unlisted buildings and put forward the results to the DCMS for spot listing should be expedited.

The Conservation Area Appraisal identified 31 unlisted structures in the Conservation Area that should be considered for listing.



Now

### 6.2 Facade and interface

#### 6.2.1. Building Features

#### Objective

Policy needs to recognise the importance not only of individual elements (for instance a fine 18th century doorway) but also the way in which buildings interface with the public street.

#### Why Important

This relationship of doorways, shopfronts and front boundaries to the street and the frequency and rhythm of entries along a street is a distinctive part of the character of various parts of the Conservation Area and also historical evidence of a past way of life – an expression, for instance, of the importance attached to privacy or receiving visitors.

#### Action

Permitted development rights in respect of key building elements and their relationship to the public realm should be controlled. Article 4 (2) Directions to constrain permitted development rights to alter, doors, porches, front steps, windows and boundary walls should be introduced for the Walled Town and Riverside Character Areas (as defined in the Conservation Area Appraisal) on those streets where unlisted historic buildings make a significant contribution to the character of the Conservation Area and are under threat from incremental changes.



Now

#### Resources

Existing policies protecting shopfront features should be continued. These cover:

- Shopfronts HG12 & 13;
- Blinds & canopies HG15;
- Security shutters HG 16; and
- Shop signage.



### 6.2.2. Details

#### Objective

Protect the character and appearance of the Conservation Area in respect of the incremental loss or degradation of building and landscape features.

#### Why Important

The Conservation Area Appraisal identified traditional construction details that are an important characteristic of the Conservation Area.

#### Action

The Winchester District Local Plan 1998 proposal HG11 covered "essential features", however, this is very general and more specific reference to important building details should be made including at least the following:

- Entrance doors, steps and porches;
- Windows and balconies;
- Façade mouldings, cornices, string courses and quoins;
- Front boundary railings, walls and gates; and
- Roof ridge lines, dormers, chimneys and finials.

Article 4 (2) Directions are required to constrain permitted development rights to change roofing materials or add skylights. Article 4 (2) Directions should apply to the Walled Town, Riverside, Hyde, Western Suburb and St Cross Character Areas. See Section 8.5 below.

#### Resources

Article 4 Directions could raise potential compensation issues, and could lead to more planning applications.

### 6.2.3 Materials

#### Objective

Protect the character and appearance of the Conservation Area in respect of its distinctive local palette of materials.

#### Why Important

The Conservation Area Appraisal identified construction materials that are an important characteristic of the Conservation Area.

#### Action

Extend existing Supplementary planning guidance to cover locally distinctive building materials including references to sourcing, colour and usage.



## 6.3 Enhancement

### Objective

The restoration and improvement of facades and shopfronts that are currently neglected.

### Why Important

There are areas and buildings (both listed and unlisted) which are suffering from neglect which would benefit from investment, including but not limited to:

- Areas near the station;
- Stockbridge Road;
- City Road;
- Romsey Road;
- Jewry Street;
- North walls; and
- Eastgate Street.

### Action

Where there is potential for restoration of facades and shopfront improvements and scope for 'living over the shop', the scope for public / private partnership funding such as the Historic Environment Regeneration Scheme and the Townscape Heritage Initiative should be explored. Target Historic Buildings Grant at 'buildings at risk' and encourage re-instatement of iron railings and architectural features.



Soon

## 6.4 Shop Fronts and Signs

### 6.4.1 Shopfronts and Signage

#### Objective

Protect the character and appearance of the Conservation Area in respect of retail frontages.

#### Why Important

Shopfronts and retail signage are a distinctive part of the Conservation Area, not only in the High Street but local corner shops and parades elsewhere in the Conservation Area.

#### Action

The City of Winchester has already produced design guidance on shop fronts and signage and these publications should remain in currency.

A record of Winchester's historic shopfronts should be established. This should include photographic records and be linked to the urban archaeology GIS database.



Now

#### Resources

The Council's existing policies on shopfronts and signage appear to have been largely successful. Guidance is published as "Design Guidance for the Control of Shopfronts & Signs" 1998 and a companion, summarised Design Sheet. Guidance covers not only detail and materials, disabled access, security, lighting and illuminated signs but also scale, visual proportions, and maintaining urban grain through conformity to historic plot widths.



Now

### 6.4.2 Advertisement control

#### Objective

Protect the character and appearance of the Conservation Area from intrusive commercial signage or illuminated signage.

#### Why Important

Illuminated signage is already controlled by Winchester City Council policies and the recommendations of design guidance. – See Section 6.2.3 below.

#### Action

Maintain existing controls.



Now

### 6.5 Demolition

#### Objective

Protect against the loss of historic buildings and features through demolition and partial demolition which is one of the key protections that Conservation Area designation affords the historic environment.

#### Why Important

Many unlisted buildings in the Conservation Area contribute greatly to the character and appearance of the Conservation Area either individually or as a group by forming part of groups of buildings of similar construction, materials or appearance, or by providing points of interest, landmarks or other elements contributing to legibility.

#### Action

The policies contained in the Winchester District Local Plan 1998 covering demolition and partial demolition of buildings in the Conservation Area and change of use and alterations to listed buildings should be continued.

Soon

### 6.6 Building Technology and Performance

#### Objective

New development will need to meet changing expectations for building performance and accessibility but this should not preclude a sensitive response to the distinctive character of the Conservation Area.

#### Why Important

It should be recognised that each successive generation of building development in Winchester was a response to the needs and abilities of their respective builders. Building Regulations requirements notably in respect of disabled access (Part M) and energy efficiency (Part L) will have an increasing impact on the design of new buildings in the Conservation Area.

#### Action

Generic design guidance for the Conservation Area (or Character Areas within it) or site-specific design briefs for key sites should identify key elements of building form (as identified in the Conservation Area Review)

#### Resources

Training for Development Control and Conservation teams.

Above: The Pentice

## Advice and Information

### 6.7 Disabled access

#### Objective

Ensure that improved access for the disabled is achieved without compromising a building's special interest.

#### Why Important

PPG15 states that: *"It is important in principle that disabled people should have dignified easy access to and within historic buildings"*.

#### Action

In conjunction with the City of Winchester Building Control officers, identify best practice solutions for disabled access and provide guidance leaflets.

### 6.8 Materials

#### 6.8.1. Materials

#### Objective

Protect the character and appearance of the Conservation Area in respect of the use of appropriate construction materials. It is important to use appropriate quality building materials and that account is taken of the local distinctiveness of the palette of materials used throughout the City, particularly in terms of roof materials which can have a significant effect on the City's roofscape.

#### Why Important

Some materials, for instance the use of flint or particular colours of brickwork, are an important aspect of the character of parts of the Conservation Area e.g. flint in the Walled Town and Hyde, painted stucco in the Christchurch Road area, stone in the College buildings or brick in the Western Suburb. Likewise, clay plain tiles are predominant in the older parts of the City while natural slate is found more frequently on later developments.

#### Action

A database of specialist crafts people and suppliers of appropriate building materials is maintained by the City Council. Samples of appropriate materials could be held at the Planning Department to guide property owners. This should identify not just appropriate materials but assemblages e.g. brick bonds.

#### Resources

Work contained in this project and also in Andrew Rutter's study of the Conservation Area (see Bibliography) could form the basis of Supplementary Design Guidance on appropriate materials, textures and colours. The guidance should note the local or historic associations of materials.

Now



Soon

**Above:** Well designed disabled access integrated with hard landscaping.

# Corporate

## 6.9 Buildings at Risk

### Objective

Identify, monitor and protect historic buildings at risk.

### Why Important

Inadequate maintenance can result in even relatively minor defects quickly causing damage to historic features.

### Action

Continue liaison with Hampshire County Council to maintain an up-to-date register of buildings at risk. Despite the relatively small number of cases involved. (In January 2002, there were 5 Buildings at Risk in the Conservation Area and only one outside the Conservation Area in an area important to its setting: Hockley Viaduct). The City Council should have a strategy in place for dealing with buildings at risk. This strategy comprises three stages:

- 1 Risk assessment
- 2 Identify an appropriate response from the following options:
  - Grant aid (see Section 8.1.2 below);
  - Urgent Works Notices;
  - Repairs Notices;
  - Undertake works directly and recover costs where possible;
  - Compulsory Purchase; and
  - Amenity Notices;
- 3 Response decisions should be scheduled for review on a monthly or annual basis depending on the severity of the risk assessed in stage 1.

### Resources

The Monuments at Risk Survey (MARS) provides useful data on archaeological monuments. English Heritage has published a document 'Emergency Repairs - A Handbook'. This includes advice on methods of temporary repair. Winchester City Council are currently producing a Buildings at Risk Strategy.

## 6.10 Public realm improvements

### 6.10.1 Lighting

#### Objective

Improve the lighting of key historic buildings and features including watercourses/bridges to enhance the evening/night time appearance of buildings and spaces.

#### Why Important

Important buildings including the Cathedral and Guildhall deserve better designed, imaginative lighting solutions. Water in its various forms is an important and distinctive part of the character of the City that could also benefit from dramatic lighting, including the use of reflected light onto waterside buildings, lighting at bridges and mills, and under-water lighting of pools and brooks.

#### Action

Commission, design and implement lighting strategies for the Cathedral, Guildhall and city centre water courses.

#### Resources

Investment in the design and implementation of lighting systems.



### 6.10.2 Streetscape and 'Floorscape'

#### Objective

Protect historic buildings and spaces from insensitive changes to highways and inappropriate hard landscaping.

#### Why Important

Comparison of the modern appearance of the Pentice and the Market Cross with historic photographs reveals the subtle but important change that the pedestrianisation of the High Street has had on the height that buildings are viewed from and therefore their sense of scale.

#### Action

New pedestrianisation measures should consider how kerb lines and the change in levels between pavement and road surface affects the perception of buildings. Measures to improve access for the disabled can be carefully integrated into designs. Steps should not be removed where they are part of the formal composition of a facade e.g. where their presence articulates the junction of the elevation with the ground plane or emphasises the building's ground storey or entrance.

Upgrade hard landscaping especially paving materials – the High Street is particularly deserving of improved surfacing which should be in natural stone.



Later

### 6.10.3 Percent for Art

#### Objective

Enhance the use and enjoyment of public space through the inclusion of public art as part of the overall design of developments.

#### Why Important

The Arts Council 'Percent for Art' initiative seeks to improve the built environment by employing the talents of artists and crafts people in building projects and can include the design of street furniture and bus shelters. Incorporating a 'Percent for Art' can create more attractive buildings and environments, with greater interest and individuality. This should be undertaken in a manner that will enhance the unique heritage, character and distinctiveness of the city, but need not take the form of 'safe' heritage designs, but could include original contemporary design.

#### Action

Consideration should be given to the introduction of a 'Percent for Art' to encourage, developers to allocate an agreed proportion (normally one percent) of the capital cost of major development schemes to commissioning of art and/or craft works that either, contribute to the public realm of their own site or to make a contribution to a central fund.



Soon



# 7 Related policies

## Policies

### 7.1 Highways and parking

#### 7.1.1. Traffic management

##### Objective

Protect the historic environment from the worst effects of traffic.

##### Why Important

PPG15 states “Local highway authorities should take measures to protect the historic environment from the worst effects of traffic”.

##### Action

Following the examples given in the Conservation Area Review, consideration should be given to traffic management programmes in order to utilise available road capacity efficiently and stagger delivery times.



Soon

#### 7.1.2 Liaison with Highways Authority

##### Objective

Ensure that traffic management and road safety measures are sensitive to local context.

##### Why Important

Highway elements including signage, barriers, road surfaces and street markings can have a major impact on the character and appearance of the Conservation Area.

##### Action

Policies and design guidance must be established in discussion with the Highways Authority regarding such matters as:



Now

- Siting and design of pedestrian guard rails and barriers.
- Road signage location and design.
- Road markings and materials including cycle lanes.
- Traffic calming including ramps and speed tables should use natural materials as far as possible.
- The visual impact of parked cars can be mitigated by landscape design.

Design must provide drivers with easily and safely interpreted information but at the same time, ensure that signs and road markings are not visually intrusive. Guidance should form new Supplementary Planning Guidance.

##### Resources

English Heritage provide excellent guidance on layout, design and choice of materials to provide safe, attractive street spaces.

### 7.1.3 Street lighting

#### Objective

Street lighting should be discreet. In narrow lanes and alleys, lighting can be mounted on buildings rather than lamp standards. Pedestrian routes should take advantage of imaginative lighting solutions including lighting buildings to create drama and provide reflected illumination of public spaces.

#### Why Important

The evening and night time experience of the Conservation Area is as important as in daytime. The character and appearance of the Conservation Area can be enhanced through careful lighting design to create streets and spaces that are safe and which reveal the beauty of the surrounding buildings, trees and other features.

#### Action

Most of the central streets and spaces within the Walled Town Character Area are well lit but some side streets and alleys could benefit from additional lighting.

New development should contribute to improved public lighting either through Section 106 agreements or directly through street lighting mounted on buildings. The lighting of buildings themselves and the position and design of illuminated shopfronts also contributes to general ambient illumination levels.

Care should be taken to prevent 'light pollution' by ensuring that illumination levels are carefully controlled and avoiding 'spillage' of light. Carefully targeted spotlighting that emphasises building features is often more dramatic than blanket illumination that tends to flatten the modelling of the architecture.

Soon

## 7.2 Parking

### 7.2.1 Park & ride

#### Objective

Provide for extension of the 'park and ride' scheme without compromising the Conservation Area.

#### Why Important

Public consultation suggests that initial experiments in 'park and ride' are thought to have been successful and that the programme should be extended. Provision of new car parking could potentially be damaging to the character and appearance of the Conservation Area.

#### Action

Suitably located sites related to bus routes and outside the Conservation Area should be identified. Park and Ride sites should not be implemented to increase overall parking provision but to relocate parking thereby freeing City centre car park sites for redevelopment.

Soon

#### Resources

Advice is available in the English Historic Towns Forum publication Park and Ride Good Practice Guide.

### 7.2.2 Parking standards for city centre development

#### Objective

To reduce the impact of traffic and parking on the Conservation Area.

#### Why Important

High parking requirements for residential development within the city centre have a detrimental impact on a range of features including site layout and access, building setback and massing (where integral parking is provided).

#### Action

Given the accessibility to shops and services within the Walled Town, car use should be discouraged. It is recommended that new residential development should only be allowed to provide the minimum appropriate level of on site parking.

PPG3 advises that Local Authorities should revise their parking standards to allow for significantly lower levels of off-street parking provision, particularly for developments:

- in locations, such as town centres, where services are readily accessible by walking, cycling or public transport;
- which provide housing for elderly people, students and single people where the demand for car parking is likely to be less than for family housing; and
- involving the conversion of housing or non-residential buildings where off-street parking is less likely to be successfully designed into the scheme.

### 7.2.3 Controlled Parking Zone

#### Objective

Minimise the visual and pollution impact of traffic and the visual impact of street parking.

#### Why Important

On-street parking has a detrimental visual impact on the Conservation Area. Controls on parking permits are required in parallel with restrictions on on-site parking if cars are not to be displaced onto streets.

#### Action

New development within the Controlled Parking Zone (CPZ) should not be provided with significant car parking. No additional residential parking permits should be provided for new residential development within the CPZ.

#### Resources

Design guidance for appropriate parking facilities is required where larger residential properties are subdivided into flats.



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**Above:** Winchester Inner Controlled Parking Zone (CPZ)



#### 7.2.4 Tourist coaches

##### Objective

Minimise intrusion and congestion caused by tourist coaches and make efficient and attractive provision for visitors.

##### Why important

Tourism is an important element in Winchester's economy. However, its heritage status and its narrow streets are not suited for tour buses and coaches.

##### Action

Prohibit coach parking on the Broadway (see section 5.13) and establish set-down and pick-up locations as suggested in the Friarsgate/Bus Garage Development Framework (Winchester City Council 2000).

Soon

#### 7.3 Bridges and engineering structures

##### Objective

Protect bridges and other engineering structures where they make a positive contribution to the character and appearance of the Conservation Area.

##### Why Important

Bridges and other engineering structures should be considered as important elements of the Conservation Area.

##### Action

The Highways Authority and Railtrack should be engaged and the importance of bridges over the River Itchen and the railway should be emphasised.

Now

#### 7.4 City centre policies

##### 7.4.1 Retail and Other Non-Residential Uses in city centre

##### Objective

Maintain the historic mix of uses and reinforce the viability of the retail centre.

##### Why Important

The continued presence of a variety of retail activities in the city centre is vital to both the continuity of the historical pattern of the City's development and the long term economic health of the City. Retail activity is concentrated in a small part of the Walled Town and extends only a short distance from the High Street.

It is important to retain employment uses to provide essential services and promote sustainability. The loss of local services can have a very sterilising effect on a neighbourhood.

##### Action

Given the shortage of suitable development sites policies should encourage additional retail uses to the north of the High Street. This will expand the central shopping area, create better connections to the Brooks Shopping Centre and help to integrate any new development on the Bus Garage site. Existing non-residential uses should be protected from changes of use. Active frontages and non-residential uses will be encouraged on ground floors, provided the potential for residential units above is protected.

Soon

#### 7.4.2 City centre housing development

##### Objective

A mix of housing size, type and tenure is required to maintain the continuity of an inhabited, mixed use city centre.

##### Why Important

The historic relationship of living and working within the city centre continues to have relevance for Winchester today. Housing policy should reflect the historic relationship of living and working within the city centre.

##### Action

Affordable housing can be encouraged by promoting living over shops and through restrictions on car parking both of which will result in lower market values for housing compared to town houses with garages.





# 8 Delivery recommendations

## 8.1 Staffing

The City Council invests considerable resources, well above the national and regional averages, in its planning, conservation, and archaeological and related activities. However, staff resources must match the extremely high workloads and meet public expectations on service.

Winchester City Council covers 250 square miles, with 3,000 Listed Buildings and 37 Conservation Areas. Development pressure in Winchester and across the District is extremely high - over 2,000 planning applications each year, several hundred of which involve Listed Building Consent or applications affecting Conservation Areas. At present, the Conservation Team has a staff of only 3 with the services of a consultant Urban Designer for larger schemes. A team of 3 is small compared to other Local Planning Authorities with high heritage status. Resourcing is a significant constraint on what can realistically be achieved with the Conservation Area Strategy. Many objectives, actions and priorities will have staff implications especially the proposed use of Article 4 Directions which are likely to have implications on workloads in the Planning Department. These will have to be resourced either by using existing staff, taking on additional staff or using consultants or volunteers (we must note the resource represented by the City of Winchester Trust).

### 8.1.1 Grants and funding

Winchester City Council's current annual Historic Buildings Grant budget is £150,000, which covers the whole District. The budget is split 5 ways – City Council Only (20% of total budget), Churches (25%), Combined (with others, normally Hampshire County Council but on rare occasions English Heritage) 45%, Special Projects (7%), Fees for Consultants (3%).

Grants are normally at 20-25% of the cost of works. However, grants of up to 50% can be provided, if the building is on Winchester City Council's Buildings At Risk Register. The Chief Planning Officer has delegated powers on grants where the offer is up to £5,000. Above this the grant must go to the Council Cabinet for approval.

In 2000, Winchester City Council awarded 38 grants. Grants require considerable resources to administer and in 2000 the City Council had to temporarily suspend processing applications in order to give their priority to casework and other projects. Most recent work in the City has been on churches, boundary walls and, occasionally, private buildings. In assessing grants, the City has concentrated grants towards buildings that meet the following criteria:

- Badly in need of repair;
- Publicly visible; and/or
- Publicly accessible.

In addition to the Historic Buildings Grant, there is an Environmental Improvement Grant which can be used for landscaping/tree planting and repairing or enhancing boundaries.

## **8.2 Information & Consultation**

A range of information could be made available to the public. This could be produced in conjunction with tourist organisations, English Heritage and others. Information should have the following aims:

- Enhancing educational benefits of heritage sites;
- Enhancing visitor experience;
- Raising public awareness of the importance of Conservation to Winchester;
- Providing guidance to property owners; and
- Involving local groups and individuals in the management of the Conservation Area.

Information can be exchanged in a variety of media and formats including:

- Printed leaflets and guides – appropriate for Supplementary Planning Guidance;
- Street signage and public information – Indicating visitor attractions;
- Museums & site specific information – For interpretation;
- Heritage / visitor trails – In conjunction with existing tourism initiatives (visitor guides, Keats Walk, Sunset Walk, and Winchester Walk);
- Community based research – Useful for documenting and monitoring; and
- ‘Open door’ events – To promote general interest and raise public awareness

### **8.2.1 Printed leaflets/guides**

The English Historic Towns Forum suggest that information should cover:

- Why Conservation Areas have been designated;
- The Conservation Area’s special features;
- How individual householders can contribute to protecting the Conservation Area’s character and appearance;
- What controls cover development are to be implemented (Article 4 directions etc.);
- Any further controls that are likely;
- Opportunities for financial assistance; and
- Availability of advice and information.

Some of this work has already been undertaken by Winchester City Council in this document and previous work, and the opportunity also exists to incorporate this information into the urban archaeology database system. This information should be informal and distinct from, but supporting Supplementary Planning Guidance (see Section 8.6) and are intended to offer advice on responsibilities and procedures and to stimulate interest and possibly even debate.

### 8.2.2 Community-based research

Amenity groups, schools and the general public can be involved in monitoring and reviewing the Conservation Area through mechanisms such as 'Placechecks' (Urban Design Alliance). A Placecheck can be carried out for a place as small as a street, a neighbourhood or town centre, or as large as a city. The setting might be urban, suburban or a village.

The Placecheck method is being developed by the Urban Design Alliance (UDAL). English Partnerships and the Department of the Environment, Transport and the Regions are supporting the project. The Placecheck method tries to avoid abstractions that are difficult to assess and jargon that excludes non-specialists. It focuses on:

- People – How people whose influence and actions shape a place can work together more effectively;
- Places – How the physical form of buildings and spaces can help to make a place work better; and
- Movement – How the network of streets, routes and public transport can bring a place to life.

### 8.2.3 'Open Door' events

Local building owners and institutions should be encouraged to participate in events allowing public access to historic buildings. This could build on existing arrangements (for instance Winchester College and Heritage Open Days) to create an annual City-wide 'Open Door' day.

## 8.3 Public art

Policies should encourage the commissioning of public art works that celebrate local and historic associations. Public art can assist in developing public understanding of the historic importance of the City and the relationship between events and locations. A city-wide strategy for public art is currently in draft form and identifies opportunities for siting artworks. Art should be in a variety of media (not restricted to sculpture) but should as far as possible be site-specific, relating directly to the historic location of events and personalities or to nearby buildings or monuments.

## 8.4 Application procedures

Obtaining detailed and relevant information as part of planning applications is essential for the efficient management of applications and for informed assessment of proposals. Winchester District Local Plan 1998 requires "sufficient detail" but the local planning authority could provide examples of good practice on display at the planning reception. Applicants should be encouraged to explain how their proposals contribute to enhancing the character and appearance of the Conservation Area and to use the matrix methodology outlined in the Conservation Area Review to identify their proposals contribution to the City's environmental capital.

### 8.4.1 Design statements

PPG1 requires a planning application design statement to set out the design principles that the planning applicant has adopted in relation to the site and its wider context.

A pre-application design statement of the design principles on which a development proposal in progress is based will enable the local planning authority to give an initial response to the main issues raised by the proposal.

## 8.5 Article 4 Directions

Limitations to permitted development rights under Article 4 of the General Development Order.

Advice on Article 4 Directions is contained in appendix D of DOE circular 9/95 and PPG15 Planning and the Historic Environment (1994) para 4.23.

Permitted development rights should only be withdrawn in exceptional circumstances and only where there is a real and specific threat.

Under Article 4(2) local planning authorities can make a direction which does not require approval of the Secretary of State.

*"An article 4(2) Direction can be selective both between and within these types of development. Development relating to an individual type of architectural feature which is important to the character or appearance of the conservation area could be specified. Examples are windows, doors, quoins, fanlights, parapets, cornices, stonework etc. The Secretaries of State are concerned that local planning authorities should use these powers selectively and only in relation to development which is likely to threaten the character or appearance of a conservation area". (DOE circular 9/95 General Development Order Consolidation 19995 (Appendix D, para 16)).*

PPG15 states that permitted development rights should not be withdrawn without clear justification and that, wherever possible, residents in conservation areas should continue to enjoy the same freedom to undertake development as residents elsewhere. Moreover, conservation area status is not of itself justification for an Article 4 Direction.

The Secretary of State will support Article 4 Directions *"where these are backed by a clear assessment of an area's special architectural and historic interest, where the importance to that special interest of the features in question is established, where the local planning authority can demonstrate support for the direction, and where the direction involves the minimum withdrawal of permitted development rights (in terms of both area and types of development) necessary to achieve its objective".*

It follows therefore that Article 4 Directions will prove more robust in an appeal situation if a systematic justification of the direction has been employed so as to:

- Identify the objective of the direction i.e. what quality the direction seeks to protect;
- Identify a threat;
- Establish the importance of the feature through an assessment of the architectural or historic interest; and
- Focuses only on the impact on the specified qualities.

The matrix introduced in the Conservation Area Review therefore helps in identifying in a methodical way the qualities, importance and physical elements to be specified in a justification. Moreover, the Conservation Area Project links these with the threats and has been subject to public consultation.

Article 4 (2) Directions should be selectively applied to those terraces and individual houses and boundary treatments that make a significant contribution to the character of Conservation Areas and are most at risk from incremental changes.

## 8.6 Supplementary Planning Guidance

Winchester City Council have published design guidance for Shopfronts and Signs. In February 2001, Winchester City Council introduced the following Conservation Guidance Notes:

- Listed Buildings (General);
- Listed Buildings (Alterations & Repairs);
- Conservation Areas;
- Traditional Sash Windows; and
- Casement Windows.

Recommendations for additional planning guidance have been shown in bold print in the preceding sections. Design and maintenance advice for building owners should be a priority. The Council should encourage appropriate maintenance of buildings and landscape features (including trees) in the Conservation Area by publishing information. Advice should identify maintenance regimes which prevent decay but do not encourage over-maintenance particularly of natural and self-finished materials such as brick or stone that show their age through natural weathering.

## 8.8 Management

### 8.8.1 Advisory Committees

PPG15 suggests that local planning authorities consider setting up Conservation Area Advisory Committees. The City of Winchester Trust provide this role (commenting on planning applications) and, in addition, there is also an architects panel. These `advisory groups play an active and useful role that should continue.

### 8.8.2 Conservation Plans

Larger sites of major importance within the Conservation Area such as Winchester College or sites in multiple ownership such as the Peninsula Barracks should draw up Conservation Plans in discussion with the Planning Authority. At the time of writing, a Conservation Plan for the Cathedral Close is being drafted.

A Conservation Plan is a document explaining why a site is significant and how that significance will be retained in any future, use, alteration, development or repair. The Conservation Plan should include:

- Background research and history;
- The significance of the site;
- Perceived threats or vulnerabilities affecting the site including any shortcomings with existing arrangements (for instance disabled access);
- Policies for the conservation and enhancement of the site; and
- Management proposals, priorities and opportunities.

### 8.8.3 Timetable for future reviews of the Conservation Area

Winchester City Council should make a clear commitment to undertake future reviews of the Conservation Area. This project recommends that the frequency and timing of reviews is synchronised with reviews of the Local Plan. Future reviews should include:

- An evaluation of any change that has taken place since this project including evaluating the impact of new development; and
- Review of the effectiveness of Conservation Area policies including key appeal decisions and resource management.





# Appendices

# Appendix 1

## Unlisted Buildings Reviewed

The following buildings merit consideration for listing:

### Walled town

The War Memorial opposite the west front of the Cathedral (c. 1920, Sir Herbert de Baker); No. 1, City Road, an 1840s stucco-fronted pair of shops; Abbey Mill House, Colebrook Street, a two-storey mid-18th century house with round-headed ground floor windows and entrance; Nos 60-61, Colebrook Street, apparently a mid-19th century purpose built pub; Nos 20-27, Eastgate Street, a two-storey stucco-fronted terrace with a distinctive moulded band above the ground floor windows and doorways; No. 110, High Street, a shop in the Arts and Crafts style designed for W.H. Smith in 1927; the Dolphin Inn, High Street (1882, A.T. Stopher) with an eye-catching timber frame upper storey and polygonal corner turret; Century House, Nos 30-31, Jewry Street (1925, T.D. Atkinson), a serious neo-classical design; Barclays Bank, No. 50, Jewry Street (1957-9, W. Curtis-Green, Son and Lloyd), a confident neo-Georgian block, the banking hall with a distinctive shell motif cornice; De Lunn Buildings, Jewry Street (1885, A.T. Stopher), a flamboyant terrace of shops, with second-floor gabled balconies; Bishop Morley College, Market Street (1880, A.T. Colson), neo-Georgian almshouses based on the historic original; Nos 17-20, Parchment Street, a complete row of two storey early 19th century cottages; The Green Man, 93 Southgate Street, a red brick and flint purpose-designed pub; The Exchange, 9, Southgate Street, a mid-19th century pub with largely original frontage; Nos 5-6, The Square, premises of the 1840s later used by the Winchester Provident Dispensary; The Museum, The Square, purpose-built in 1903; The Market House Tavern, the Square; Nos 80-86 Sussex Street, two pairs of 1890s semi-detached villas, now linked together.

### Winchester College

Nos 63-4 Kingsgate Street ("Quiristers"), an interesting Norman Shaw-style building; Friary House, St Michael's Road, an 1840s cottage ornée with prominent bargeboards; Chernocke House, Romans Road (1910-12, Sir Charles Nicholson) a sophisticated Arts and Crafts-style Winchester College house; Science Block, Winchester College (1902-5, Henry L.G. Hill), a baroque revival block with prominent end bays beneath hipped roofs.

### St Cross

Priors Barton Cottage, Kingsgate Road, a two-storey 17th-century cottage with gabled second storey windows; No. 51 St Cross Road, a good example of an 1880s detached villa, flint and brick with tile-hung gables. In addition, the flint garden walls on the west side of the brothers' lodges at St Cross Hospital should be separately listed, rather than being assumed Listed as part of the hospital. Garnier Road Pumping Station, 1878, red brick—assumed Listed as part of the hospital.

### Christchurch Road

Christ Church, Christchurch Road (1861, Ewan Christian) a good quality Gothic Revival church with a broach spire and polygonal apse; 2-8 Grafton Road, 1820s stuccoed terrace with delicate wrought iron balcony and ironwork hoods over first-floor windows; Du Boulays, Edgar Road, purpose-built in the 1850s as boys' boarding-house Winchester College—a vigorous brick and flint design with a gabled and hipped tiled roof.

### Northern Suburb

Nos 27-30B Hyde Street, a well-preserved terrace of paired cottages c. 1880 by A.T. Stopher.

### Western Suburb

No. 16 Clifton Hill/2-5, Clifton Road, a pair of 1820s semi-detached villas with prominent gables, and castellated ground-floor bay windows; Marfield House, a sophisticated neo-Georgian design of c. 1914 by H.G. Courtney; Nos 15-22, West End Terrace, a row of two and three-storey stucco-fronted houses with blind windows above their entrances.

### Eastern Suburb

No. 64 St John's Street, an early 19th-century three-bay house with a patterned brickwork façade and tile-hung end gable.

# Appendix 2

## Current Policies and proposals

### Heritage Proposals

Relevant proposals in the current Local Plan are listed below. Proposals should not be relied upon as direct quotes and in all cases reference should be made to the Winchester District Local Plan 1998.

- Proposal HG.1: Important archaeological sites, monuments and historic buildings and landscape features, and their settings.
- Proposal HG.2: Archaeological remains.
- Proposal HG.3: Preservation of archaeological remains.
- Proposal HG.4: Park or garden of special historic interest or its setting.
- Proposal HG.5: Features and areas of architectural, historic or archaeological interest.
- Proposal HG.6: Landscape setting of any part of a Conservation Area.
- Proposal HG.7: Proposals for changes of use, new buildings, alterations, or extensions. Including: Character of the area, massing, materials, plan form, and grouping of buildings, and associated landscape features. Use of facing and roofing materials including walls, gates and fences. Traffic, car parking, noise or cause other detriment to the local environment.
- Proposal HG.8: Development applications within a Conservation Area that do not provide sufficient detail.
- Proposal HG.9: Demolition of buildings in a Conservation Area
- Proposal HG.10: Partial demolition of a building in a Conservation Area.
- Proposal HG.11: Retention of those essential features upon which the character of a Conservation Area depends. Including natural features, trees, hedges, walls, fences, open areas, ground surfaces and archaeological sites, as well as buildings and groups of buildings.
- Proposal HG.12: Retention and restoration of shopfronts.
- Proposal HG.13: Replacement of shopfronts.  
Also Winchester City Council's "Design Guidance for the Control of Shopfronts and Signs".
- Proposal HG.14: Advertisements, Internally illuminated signs, fascias and letters.
- Proposal HG.15: Blinds and canopies.
- Proposal HG.16: Security shutters.
- Proposal HG.17: The change of use of residential properties to other uses in Conservation Areas with a historic commercial core and the conservation of vacant upper floors of commercial properties to residential use.
- Proposal HG.18: Retention, maintenance and continued use of buildings of architectural or historic interest.
- Proposal HG.19: Protection of the character of listed buildings and to secure the retention of their essential features.
- Proposal HG.20: External or internal alteration, addition to, or change of use of, a listed building, which would adversely affect its architectural or historic character.

Proposal HG.21: Demolition of listed buildings.

Proposal HG.22: Partial demolition of a listed building.

Proposal HG.23: Development, either directly affecting a listed building or in its immediate vicinity, which would threaten the setting of the listed building or would lead to the unsympathetic subdivision of its grounds.

Proposal HG.24: The change of use of agricultural and other rural buildings of historic or architectural interest to employment or storage uses.

Also A joint initiative with English Heritage has been commenced to prepare an urban archaeological database for Winchester, leading to an urban archaeological strategy for managing the archaeological resource.

#### **Related proposals**

Proposal W.1: Respect for the particular architectural, aesthetic and historic qualities of the town as a whole and its landscape setting.

Proposal W.2: Development on slopes steeper than 1:10

Proposal W.5: Encouraging residential uses, particularly within the town centre.

Proposal W.9: Within the commercial core of Winchester (see Inset Map 48), the reuse, redevelopment or refurbishment of office (Use Class B1[a]) sites and premises.

Proposal W.11: Developing and enhancing the role of the town centre, particularly as a comparison and specialist goods shopping centre.

Proposals W.12: Proposals which, either cumulatively or individually, would result in a net loss of retail floorspace.

Proposal W.13: The change of use of upper floors and basements within the Primary Shopping Area.

Proposal W.14: The establishment of uses falling within Use Class A2 (Financial and Professional Services) or A3 (Food and Drink) outside the Primary Shopping Area.

Proposal W.15: Improving the range and quality of local shopping facilities within the frontages of the local shopping centres.

Proposal W.30: New footways/footpaths in the following locations:

(i) from Jewry Street (north side of No. 28) to North Walls (west side of County Reference Library);

(ii) from Chesil Street to The Weirs;

(iii) from Water Close to Wolvesey Castle and The Weirs;

(iv) from Durngate westwards alongside the School of Art to North Walls Park;

(v) from Durngate Bridge along the east bank of the River Itchen to join with footpath No. 9 (completion of partial link).

# Appendix 3

## Notes of public consultation workshops

The following notes record comments made by representatives of community organisations and members of the general public at the open workshop event held on Saturday 14 October 2000.

The meeting was well attended by representatives of the community including local amenity societies and the City of Winchester Trust, Councillors and Council officers. A separate meeting was held with representatives of the business community.

The morning workshop session canvassed opinion on Winchester's environmental assets. The meeting emphasised that Winchester is an attractive City and identified its intimacy, historic street patterns, and ease of access as important assets. The natural setting and views in and out of the City were also considered important.

The Square and the Broadway were thought to deserve better treatment (possibly by removing traffic) and there was a consensus that river access and crossings could be improved. Many at the meeting were concerned that sufficient protection was afforded to the natural environment in and around the City.

There was also a broad consensus on the challenges faced within the Conservation Area. The mix of housing, its suitability for Winchester's polarised population (many young and elderly) and its affordability were a concern. A general view emerged that Winchester should aim for high-value, low-volume tourism that encouraged longer stays and provided better quality services. In a similar vein, many expressed the view that Winchester needed to offer a distinctive shopping experience rather than compete with other retail centres.

Traffic and parking were major concerns and imaginative ideas for park and ride, traffic management, staggered school times, and bus services were contributed.

The meeting also identified other threats including the need for management of ageing trees and the demands of modern building requirements. A transcription of the flip-chart meeting notes follows:

### **SHEET 1**

#### **Identifying the important qualities of the Conservation Area—general**

Historical centre and mix  
5th most attractive city  
Intimacy  
City Form  
Walled town  
Street patterns  
Building plots  
Ease of access  
Views out – surrounding downs  
Trees compliment buildings  
Green area  
Winchester 'a bowl' – horizon  
- river cutting  
- rising ground  
Views – St Giles Hill  
Recent planting  
Impact of trees + threat to trees  
Disguise suburbs

### **Dangers**

Over-mature trees

Police headquarters

Prison

Rebuilding with tree planting

### **SHEET 2**

#### **Identifying the important qualities of the Conservation Area—city form**

Conservation policy needs: Long term vision

Qualities making Winchester special:

Changing pressures

Way conservation area is managed

Trees: effect long term

Dominance of High Street

Pedestrian use

Spokes' coming off

(Saxon Street pattern; areas of open space; intimate areas; small urban spaces; passage – ways – enhance)

grid-pattern eroded

Negative changes to street form? E.g. Brookes disaster

Need to concentrate on civic design

Car routes incompatible with Saxon street pattern.

How to live a modern life in a historic town?

### **SHEET 3**

#### **Identifying the important qualities of the Conservation Area —built heritage**

Residential Quality:

Scale of buildings, scale of spaces – accessible

City Centre:

Jewel: The Square (pedestrianised?)

Needs thought & courage

Broadway – paved, traffic free?

Public perceptions? Walk, eat, compact, variety, "smallness"

Future of Winchester. Study values

Keep contrast of balance (sizes)

Historic built form – has it been eroded?

Shop-fronts (Superdrug, Boots, George's Street)

Tradesmen living above shops – involved with City

Destruction of old buildings (e.g. for car parks)

Victorian, Georgian devs.

More recent "inward-looking" devs.

Loss of pedestrian river – crossings

West side of Chesil St. appalling. No river access.

#### **SHEET 4**

##### **Identifying the important qualities of the Conservation Area—city form**

Routes through: Pin-point areas needing improvement:

Access to Cathedral, the Square

Access to recreation ground

Planning issue – loss of gardens; danger of big sites; changing character.

Public routes through private developments (Marsden Gate; Barracks)

Planning authority need to protect access routes esp. pedestrian (e.g. St. James Lane to Stanmore) – shared ownership

Railway as a 'character area' – see study

St Paul's railway bridge – renovation? i.e. Stockbridge Road.

Staple Gardens – mixed dev. – courtyards gd.

Could Friarsgate use this system

Create pedestrian patterns and routes

St Thomas pathway – gd.

Local Plan – library – pedestrian footpath from Jewry Street to Reference Library.

Jewry Street to Upper High Street.

Bottoms Up ruins frontage.

Large horizontal wide buildings – facades out of character.

Lists of eye sores

Potential Of City Offices – Colebrook St for redevelopment.

#### **SHEET 5**

##### **Identifying the important qualities of the Conservation Area—archaeology**

Marking out areas/sites of archaeological interest e.g. Oram's Arbour

Roman roads

Sequence of info' tracked thro' the town

Retaining aspects reveal

Make archaeology a central facet

Focus at the Railway Centre, route to City

Underground passage – Great Hall to W. C's Palace

##### **Identifying the important qualities of the Conservation Area—landscape setting**

Fingers of green reaching into the City

Public re. Winchester and its setting

Management of Watermeadows

Penetrating fingers protected and added to:

Riverside walk



Trees – adequate space – replace

Arrival at City – Roman roads

Include: green approaches to the City

River-valley where enters City

Backdrop areas – Winnal Moors and College areas

## **SHEET 6**

### **Identifying the important qualities of the Conservation Area—landscape setting**

How Do You Define The Area/Boundary

Protection:

N.S.I./Conservation Area = protection

Argument for having a wider conservation area as a means of control.

Kingsworthy area a precedent

Chunk of water – meadows could easily be included

Problem – brooks are Hidden/Covered

Need To Open Up Water Features

Keep River As A Natural Amenity

## **SHEET 7**

### **What challenges does the Conservation Area face—demographics and housing**

Parochial (NIMBY) attitudes

Size/Expansion – Will not reduce house prices – Infrastructure overloaded leading to Western By-pass etc.

Good - Affordable housing

Bad - Commuter

4 & 5 Bed houses

Restraint by geographical area – Lead to greatly increased house prices?

Mix/balance

- Students

+ Elderly

Unable to control balance

Office and shop

Conversion to residential

Character of an area can be retained by introducing parking restrictions and landscaping etc.

## **SHEET 8**

### **What challenges does the Conservation Area face—tourism/visitors**

Inadequate accommodation – B&B etc.

More visitors (or) longer stay and maximise existing

Commercial prosperity but possibly detrimental environmentally

Extra hotel – doubts about demand?

Museums/heritage centre (non-existent)

Poor quality

Poor publicity

Too small, unexciting

Wool warehouse?

**What challenges does the Conservation Area face—commercial/retail development/Institutions**

Need broader price range of shops

Not compete with Southampton

Larger market (farmers market)

Friarsgate opportunities

HCC/Local Govt. – Regional Govt.

NHS – Health Authority

**SHEET 9**

**What challenges does the Conservation Area face—Traffic, movement, parking, public transport**

Affects development – how much for residential development

Public transport – Putting more cars on street – electric buses/trams

Restricting size of vehicles and unloading

Mixing pedestrians and cars

Reducing impact of traffic – how?

Poor use of large buses

Stagger school times

Extending Jewry Street changes to N. Walls – St. George's Street etc.

Facilities inadequate for cyclists.

Visit Bath, Salzburg

Light/noise pollution – M3, A34, etc.

Aircraft noise

Use of empty car parks at night

Benefits of residents on road parking (can revert to road space when car is dead)

Motorway junction signage

## **SHEET 10**

### **What challenges does the Conservation Area face—other challenges**

Architecture and Advancing Technology

Conflict with Conservation Area requirements (e.g. street furniture, double glazing).

Public lighting

Seating (e.g. Jewry St v High St)

Making town centre more significant

Sculptures

Waterway exposure – The Brooks etc.

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# Appendix 4

These notes are intended to demonstrate the practical application of the Environmental Capital Matrix as a working tool and to guide users on the matrix's limits and necessary safeguards.

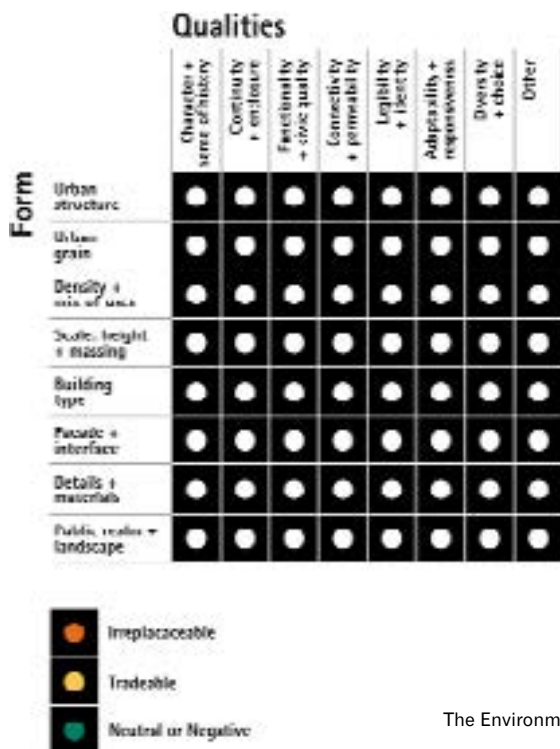
**Contents:**

- Introduction;
- Context Analysis;
- Setting up a matrix;
- Proposal assessment; and
- Safeguards.

**Introduction**

The Environmental Capital Matrix is a working tool that can be used to assist in the assessment of both the existing environment and of any proposed changes.

The matrix is built up from two ranges: Environmental Qualities and Environment Form. These ranges represent respectively the environmental benefits contributed by environmental assets and the physical forms in which these qualities are embodied and that therefore should be protected or enhanced in order to safeguard environmental capital. In other words, the matrix describes the natural form in which environmental assets are invested to give an overview of environmental capital that is related to current conservation legislation that remains focused on protecting 'things' rather than qualities.



The Environmental Capital Matrix

There is nothing magical about the matrix, it simply provides a 'thinking machine' to clearly and objectively set out an assessment of a place or proposal. The process is an audit of a place's environmental capital and as such, creates the equivalent of a 'balance sheet' whereby any changes can be seen to either enhance or detract from existing assets.

The assessment will draw on the users existing skills and understanding but the matrix puts everything into an ordered structure and provides an aide memoire against which to check each aspect of an environmental asset's qualities and form.

The matrix identifies eight categories of environmental quality. These categories qualities of character and appearance but also of environmental performance for instance sustainability issues or the ability of a building or area to respond to change.

Seven of these qualities are adapted from the DETR publication 'By Design' and are therefore primarily qualities of the built environment, an additional, eighth category has been added to reflect the fact that some environmental benefits go beyond the performance and direct experience of the built environment.

The eight qualities are:

- Character and sense of history: including memories and associations, status and identity, local traditions, local materials and construction techniques, the origins and development of the area, including surviving elements. The archaeological significance and potential of the area, and the architecture, historic quality and character of the buildings, both listed and unlisted.
- Continuity and enclosure: clear spatial definition and separation of public and private space, avoidance of gap sites or conflicts between the backs and fronts of buildings, the pattern of active and dead frontages at ground floor level.
- Functionality and civic quality: a safe, attractive and vibrant public realm. Winchester's public spaces are a key feature of the City and provide the stage for traditions and rituals.
- Connectivity and permeability: connections through the area. These can be assessed by examining network characteristics, sightlines (the extent of visual connectivity between spaces) and the relationship between access and land use. The ease of movement and the rich pattern of pedestrian routes (for instance the network of alleys connecting into the High Street) are a legacy of the City's historic form.
- Legibility and identity: a place that has a clear image and is easy to understand. Includes: gateways, landmarks and features, edges, (including the boundaries between different zones and areas, and streets that integrate or sever). These features contribute not just to the ease of navigating around the City but also to each citizen's sense of the identity of the City and of their neighbourhood within it.
- Adaptability and responsiveness: occupancy and tenure, building type and suitability of conversion to other uses. This is an essential quality if redundant historic buildings are to be found new uses but it can be a quality not only of buildings but also street patterns, infrastructure and public spaces.
- Diversity and choice: variety, but also biodiversity, cultural diversity and contrasts, all of which contribute to the economic, cultural, historic and environmental richness of the City.
- Other qualities: This might include educational benefits, tourism or other social or economic advantages. If an asset is thought to have qualities under this heading, the specific quality should be carefully defined.

Against these eight qualities are ranged eight aspects of environmental form. The categories of form include details and materials of buildings and the streetscape but also the form of urban structure and grain which may be an intrinsic element of a conservation area.

The eight aspects of environmental form are:

- Urban structure: of routes and spaces but also structuring elements including landform and major watercourses.
- Urban grain—the pattern of blocks and plot sizes and the footprint of building on them. This includes the width of building plots and building frontages and the position of buildings within the plot including any setback from the front boundary or building line.
- Density and mix of building uses: both within the block (horizontally) and within a building (vertically).
- Scale: Height (The critical dimension of tall elements rooflines) and massing (the bulk and modelling of building volume) including roofscape and landmarks.
- Building type: General construction, floor plate and distribution of uses. This includes components of structural systems and construction technology as well as internal organisation and building function.
- Façade and building interface: The points of entry into buildings, pattern of fenestration, balconies and other forms of interaction between interior activities and the public exterior e.g. shopfronts, front areas and front gardens, railings, gates and porches.
- Details: (the style and craftwork of building elements or elements within the public realm such as railings, lampposts, bridges and public art) and materials (the texture, colour and pattern of materials).
- Public Realm and Landscape: including hard and soft landscape elements and water features, public art, paving finishes, gates and railings around open spaces, bridges and external lighting.

### **Context Analysis**

The first use of the matrix is to map out an assessment of a building, site or area. This task can be performed by an officer of the local planning authority for the purposes of defining a Conservation Area, listing a building or drafting supplementary planning guidance. Private consultants should also be encouraged to adopt this approach as part of design statements in support of planning applications as recommended by PPG 1.

### **Setting up a matrix**

The process is simple, the first step is to identify which qualities are present. Second, for each quality, identify the relevant aspects of built form or landscape - remember, not all aspects of form will be relevant, building materials might conceivably contribute to permeability but examples are hard to think of!

The third step is for the qualities and related form to be marked on a blank matrix providing a checklist of each aspect of the asset being assessed.

The final step is to weight the importance of each correlation of form and quality. We have suggested three categories derived from earlier work on the Environmental Capital approach: Irreplaceable, tradable and negative/neutral but this could be simplified (say important/not important) or expanded.

### **Proposal assessment**

In a similar way, a proposal to alter or replace part of the Conservation Area can be assessed using the matrix. A matrix should be drafted assessing the existing condition using the approach described above. A second matrix is then set out assessing the proposals. The procedure is similar to that for the existing situation except that all the existing qualities should be indicated (plus any new ones).

Those existing qualities that are considered irreplaceable must remain untouched but tradable assets can be substituted. Using the principles of environmental capital, change can occur provided that any and all qualities associated with an environmental asset either remain or are enhanced.

The two matrices should therefore be compared to ensure that all the existing qualities remain. The substitution of tradable assets allows either an element of form to be replaced by a new element of the same category e.g. a facade that contributes to the sense of enclosure and continuity (but not to the character and identity) might be substituted by a new building facade. Alternatively, an element from a different category of form might be the substitute e.g. a building detail might substitute for a landscape element as a landmark element to contribute to legibility.

#### **Illustration Comparative 'before' and 'after' matrices**

In practice, elements of buildings and their settings contribute to more than one quality. This is especially true in historic areas where the multiplicity of benefits derived from any environmental asset is a measure of the richness of the environment. In these circumstances, substitutions will be difficult and care must be taken that changes do not compromise any of the conservation area's qualities.

#### **Safeguards**

One advantage of the matrix is that all qualities of a place are assessed by the same system and therefore weighted in relationship to one another. The audit trail approach comparing proposals with existing conditions ensures that even relatively minor qualities are not forgotten and helps communicate issues to applicants and their consultants.

It may be tempting to simply claim that all aspects of form and quality are 'irreplaceable' (and for some exceptional buildings this may well be true) but there is a danger that genuinely irreplaceable assets are thereby devalued and opportunities to create enhancement are lost. In setting out a matrix, users must ask the simple question - Could any other element conceivably contribute the same quality or qualities to the environment?

The matrix as described above is a tool and no more than that. Like any tool, success depends on the skill of the person using the tool. Staff in conservation and development control teams will benefit from the training that is already available as a result of interest in the application of ideas introduced in 'By Design'. For further information on training, contact Rob Cowan of Urban Exchange at the following address:

Rob Cowan  
70 Cowcross St.  
London  
EC1M 6DG  
Tel: 020 7250 0872

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CAG Consultants , Environmental Capital: A New Approach (1997)



# Glossary

**Accessibility** The ability of people and/or goods and services to reach places and facilities. Accessibility can be shown on a plan or described in terms of pedestrian and vehicle movements, walking distance from public transport, travel time or population distribution.

**Adaptability** The capacity of a building or space to respond to changing social, technological, economic and market conditions.

**Advertisement** A sign, board, notice or word (whether illuminated or not) announcing the selling of goods or services, or giving public information, as defined in the Town and Country Planning Control of Advertisements Regulations 1992.

**Amenity** Something that contributes to an area's social, economic or cultural needs.

**Article 4 Direction** A power available under the Town and Country Planning Act (General Permitted Development Order) 1995 allowing a planning authority to restrict 'permitted development rights'. This extends planning control to certain kinds of development which do not normally require planning permission. Article 4 Directions are most commonly used in conservation areas. Article 4 (2) Directions can be introduced by a local planning authority without the approval by the Secretary of State.

**Barrier** An obstacle to movement.

**Building elements** Doors, windows, cornices and other features which contribute to the overall design of a building.

**Building envelope guidelines** Diagram(s) with dimensions showing the possible site and massing of a building.

**Building line** The line formed by the frontages of buildings along a street. The building line can be shown on a plan or section.

**Bulk** The combined effect of the arrangement, volume and shape of a building or group of buildings. Also called *massing*.

**Call-in** The Secretary of State for Transport, Local Government and the Regions, Development can call in for his own decision any proposal which he regards as sufficiently important.

**Character assessment/appraisal** An area appraisal emphasising historical and cultural associations.

**Conservation Area** An area designated by a local authority under the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as possessing special architectural or historical interest. The council will seek to preserve or enhance the character and appearance of such areas.

**Conservation Area character appraisal** A published document defining the special architectural or historic interest which warranted the area being designated.

**Conservation Area consent** This is required from the Local Planning Authority on any proposal to demolish or substantially demolish an unlisted building in a Conservation Area.

**Context** The setting of a site or area.

**Context (or site and area) appraisal** A detailed analysis of the features of a site or area (including land uses, built and natural environment, and social and physical characteristics) which serves as the basis for an urban design framework, development brief, design guide or other policy or guidance.

**Corporate strategy** Any official expression of the overall aims of a local authority or other organisation.

**Countryside design summary** Supplementary Planning Guidance (SPG) prepared by a local authority to encourage a more regionally and locally based approach to design and planning.

**Density** The mass or floorspace of a building or buildings in relation to an area of land. Density can be expressed in terms of plot ratio (for commercial development); habitable rooms per hectare (for residential development); site coverage plus the number of floors or a maximum building height; space standards; or a combination of these.

**Design audit** An independent assessment of a design, carried out for a local authority by consultants, another local authority or some other agency.

**Design brief** Site-specific briefs or development briefs. Site-specific briefs are also called a variety of other names, including design briefs, planning briefs and development frameworks. There are no standard definitions or practices as to what these include. As design is now officially recognised as an integral part of planning, there is no need for separate planning and design briefs.

**Design guide** A document providing guidance on how development can be carried out in accordance with the design policies of a local authority or other organisation. Design guides are issued by some counties, by many district and unitary authorities.

**Design policy** Relates to the form and appearance of development, rather than the land use.

**Design principle** An expression of one of the basic design ideas at the heart of an urban design framework, design guide, development brief or design code. Each such planning tool should have its own set of design principles, adapted for the purpose from the body of knowledge about how design principles can help to create successful places.

**Design statement** A pre-application design statement is made by a developer to indicate the design principles on which a development proposal in progress is based. It enables the local authority to give an initial response to the main issues raised by the proposal. A planning application design statement sets out the design principles that the planning applicant has adopted in relation to the site and its wider context, as required by PPG1.

**Detailed planning application** Seeks permission for all aspects (or all aspects not yet approved) of a development.

**Development** Statutorily defined under the Town and Country Planning Act 1990 as *'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land'*. Most forms of development require planning permission.

**Development brief** A document, prepared by a district or unitary authority, a developer, or jointly by both, providing guidance on how a site of significant size or sensitivity should be developed. Site-specific briefs are also called a variety of other names, including planning briefs, design briefs and development frameworks. There are no standard definitions or practice as to what these include. As design is now recognised as an integral part of planning, there is no need for separate planning and design briefs.

**Development control** The process through which a local authority determines whether (and with what conditions) a proposal for development should be granted planning permission.

**Development form** See *form*.

**Development framework** See *development brief*.

**Development plan** Every area is covered either by a unitary development plan or by a development plan comprising more than one document (a structure plan and a local plan, and sometimes also other plans relating to minerals and waste). The development plan sets out the policies and proposals against which planning applications will be assessed.

**Elevation** Diagrammatic drawing of any of a building's facades.

**Enclosure** The creation of a sense of defined space by its surrounding buildings.

**Energy efficiency** The result of minimising the use of energy through the way in which buildings are constructed and arranged on site.

**English Heritage** This is the Government's statutory adviser on scheduled monuments, listed buildings and all issues relating to the historic environment.

**Environmental assessment** A process, involving the systematic review of a proposed development, which leads to an environmental statement. Information is presented in a form which provides a focus for public scrutiny and enables the development's likely effects (and the scope for modifying or mitigating them) to be evaluated before a planning decision is given.

**Fenestration** The arrangement of windows on a facade.

**Form** The layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) and landscape of development.

**General Permitted Development Order (GPDO)** The GPDO grants permission for certain defined classes of development, mainly of a minor character. The most commonly used class permits a wide range of small extensions or alterations to dwelling houses.

**Grain** See *urban grain*.

**Height** The height of a building can be expressed in terms of a maximum number of floors; a maximum height of parapet or ridge; a maximum overall height; any of these maximum heights in combination with a maximum number of floors; a ratio of building height to street or space width; height relative to particular landmarks or background buildings; or strategic views.

**Human scale** Development is of a human scale if its size, position and details relate to passers-by in a way that makes them feel comfortable rather than intimidated.

**In-curtilage parking** Parking within a building's site boundary, rather than on a public street or space.

**Interpretation** Explaining the historical, economic, social and cultural background to a building or place.

**Image** The overall visual impact of a place.

**Infill development** Building on a relatively small site between existing buildings.

**Landmark** A building or structure that stands out from the background buildings.

**Landscape** The appearance of land, including its shape, form, colours and elements, the way these (including those of streets) components combine in a way that is distinctive to particular localities, the way they are perceived, and an area's cultural and historical associations. Landscape character can be expressed through landscape appraisal, and maps or plans.

**Layout** The way buildings, routes and open spaces are placed in relation to each other.

**Layout structure** The framework or hierarchy of routes that connect in the local area and at wider scales.

**Legibility** The degree to which a place can be easily understood by its users and the clarity of the image it presents to the wider world.

**Listed building** The Department for Culture, Media and Sport is required to compile lists of buildings of special architectural or historic interest. Listed Buildings are graded according to their importance. Grade I buildings are of national importance, Grade II\* have some national significance, and Grade II buildings (which form the majority of listed buildings) tend to be of more local importance. A listed building should not be demolished, extended or altered in a way that affects its character as a listed building without permission ('listed building consent').

**Listed Building Consent** This is required for any works of demolition, extension or alteration which would affect its character as a building of special architectural or historic interest.

**Live edge** Provided by a building or other feature whose use is directly accessible from the street or space which it faces; the opposite effect to a blank wall.

**Local Agenda 21** Local authority programme identifying what sustainable development means at local level.

**Local distinctiveness** The positive features of a place and its communities which contribute to its special character and sense of place.

**Local plan** Produced by districts and unitary authorities, local plans set out detailed policies and specific proposals for the development and use of land, and guide most day-to-day planning decisions. Design policies in a local plan set the framework for a local authority's design control and guidance.

**Massing** The combined effect of the arrangement, volume and shape of a building or group of buildings. Also called *bulk*.

**Material consideration** A consideration that must be taken into account, where relevant, in a decision on a planning application. They include policies and guidance, and all the fundamental factors involved in land-use planning (including the form and appearance of buildings).

**Mixed uses** A mix of complementary uses within a building, on a site or within a particular area. 'Horizontal' mixed uses are side by side, usually in different buildings. 'Vertical' mixed uses are on different floors of the same building.

**Mobility** The ability of people to move round an area, including careers of young children, older people, people with mobility or sensory impairments, or those encumbered with luggage or shopping. Mobility can be expressed in policy and guidance in terms of compliance with statutory standards, and can be illustrated on plans.

**Movement** People and vehicles going to and passing through buildings, places and spaces. The movement network can be shown on plans, by space syntax analysis, by highway designations, by figure and ground diagrams, through data on origins and destinations or pedestrian flows, by desire lines, by details of public transport services, by walk bands or by details of cycle routes.

**Natural surveillance (or supervision)** The discouragement to wrong-doing by the presence of passers-by or the ability of people to see out of windows. Also known as *passive surveillance (or supervision)*.

**Outline planning application** Permission for a limited range of matters relating to a proposed development, identifying others as reserved matters. Parking standards are usually expressed as the number of parking spaces per dwelling or in relation to office floorspace. They should include cycle parking and disabled parking. In certain developments no parking or only visitor parking will be required.

**Passive surveillance (or supervision)** The discouragement to wrong-doing by the presence of passers-by or the ability of people to see out of windows. Also known as *natural surveillance (or supervision)*.

**Performance criterion (pl. criteria)** A means of assessing the extent to which a development achieves a particular functional requirement (such as maintaining privacy). This compares with a standard, which specifies more precisely how a development is to be designed (by setting out minimum distances between buildings, for example). The art of urban design lies in balancing principles which may conflict with one another. Standards demand to be met, and may be too inflexible to be of use in achieving a balance. Performance criteria, on the other hand, make no prior assumptions about the means of achieving a balance.

**Permeability** The degree to which an area has a variety of pleasant, convenient and safe routes through it.

**Perspective** Drawing showing the view from a particular point as it would be seen by the human eye.

**Plan** Drawing or diagram showing the layout of a building, buildings or spaces.

**Planning system** The arrangements by which central and local government carries out its statutory responsibility to regulate the development and use of land in the public interest.

**Planning condition** A condition imposed with a planning permission. A condition can make it possible to grant a planning application which would otherwise be refused.

**Planning obligation** A binding legal agreement between a local authority and a developer, or unilaterally by a developer, for the purpose of restricting or regulating a development or the use of land, under Section 106 of the Town and Country Planning Act 1990. Such Section 106 agreements are usually made in connection with the granting of planning permission, and may be used to enhance development proposals. They can 'enable a property owner or overcome obstacles which would otherwise prevent planning permission from being granted' (PPG1).

**Planning permission** Formal approval, usually by a local authority, often with conditions, allowing a proposed development to proceed. Full permissions are usually valid for five years. Outline permissions, where details are reserved for subsequent approval, are valid for three years.

**Planning Policy Guidance Notes (PPGs)** Government guidance on general and specific aspects of planning policy to be taken into account in formulating development plan policies and in making planning decisions.

**Plot ratio** A measurement of density expressed as gross floor area divided by the net site area.

**Proactive development control** Any process by which a local authority works with planning applicants to improve the quality of development proposals as early as possible in period before a planning application is submitted.

**Proposals map** A plan showing policies and proposals for the local authority area, based on an Ordnance Survey map. A proposals map is required to be included in a development plan by Section 12 of the Town and Country Planning Act 1990.

**Public art** Permanent or temporary physical works created, selected or supervised by artists or craft workers for a building or site in a location visible to the general public, whether part of the building or free-standing. Public art includes sculpture, street furniture, paving, railings and signs.

**Public realm/domain** The parts of a village, town or city (whether publicly or privately owned) that are available, without charge, for everyone to use or see, including streets, squares and parks.

**Quality audit** A review of its management of the design and planning process by a local authority or other organisation.

**Regional planning guidance** The Secretary of State for the Environment, Transport and the Regions issues regional planning guidance as a broad but mandatory framework for structure plans and unitary development plans. Guidance normally follows the advice given to the Secretary of State by a regional planning conference, formed by unitary authorities and by county councils with representatives of their district councils. The more recent regional planning guidance notes (RPGs) cover design, among other planning issues. Some RPGs emphasise regionally important design issues to which local authorities should respond, while others set out a strategic framework for design policy.

**Reserved matters** Identified in an outline planning application as to be included in a later detailed planning application.

**Road** Vehicle or vehicle and pedestrian route without a significant amount of pedestrian activity generated by adjoining buildings and public spaces. Compare street.

**Road hierarchy** Categorisation of roads by function and intended traffic management treatment.

**Route** A road, footpath or cycleway (or a series of them) linking one place to another.

**Safety** The relative absence of threats, real or imagined, to people.

**Scale** The size of a building in relation to its surroundings, or the size of parts of a building or its details, particularly in relation to the size of a person. Scale can be expressed in relation to surrounding buildings, or in terms of a maximum length of frontage or facade, maximum dimensions of a street block, the type of development (terraced houses, for example), or a ratio of building height to street or space width.

**Secretary of State** The Secretary of State for Transport, Local Government and the Regions is responsible to Parliament for operating the planning system at national level. The Secretary of State's responsibilities include issuing national policy guidance, exercising the power to call in and decide on planning applications of major importance, and making decisions (with the Planning Inspectorate) on planning appeals. Several of the Department of Transport, Local Government and the Regions' planning policy guidance notes (PPGs), circulars and design bulletins advise on matters of design and conservation.

**Section** Drawing showing a slice through a building or site.

**Section 106 agreement** See *planning obligation*.

**Security** The relative absence of threat to property.

**Settlement pattern** The distinctive way that the roads, paths and buildings are laid out in a particular place.

**Sight line** The line of sight from a travelling vehicle. Sight lines will help to determine how fast vehicles are likely to move and how safe other road users are likely to be.

**Strategic view** The line of sight from a particular point to an important landmark or skyline.

**Street** A public space used as a pedestrian or pedestrian and vehicle route (with pavements or shared surfaces) on to which buildings or public spaces open. Compare *road*.

**Street furniture** Structures in and adjacent to the highway which contribute to the street scene, such as bus shelters, litter bins, seating, lighting and signs.

**Streetscape** The appearance of a street.

**Structure plan** The development plan produced by a county council, providing the strategic policy framework for planning and development control locally (though not in unitary authorities). They are based on projections of future need and demand, particularly for housing, employment and shopping, and they describe the needs for transport, schools and services. A structure plan may set out a strategic framework to guide design policies in local plans. A local plan must conform to the relevant structure plan.

**Supplementary design guidance** Supplementary planning guidance relating specifically to design. The term is not used in this manual (except in quoting from PPG1) as design is an integral part of planning.

**Supplementary planning guidance (SPG)** Additional advice provided by the local authority on a particular topic, related to and expanding on policies in a development plan. SPG includes urban design frameworks, development briefs, design guides and village design statements. It should be consistent with the plan (and cross-referenced to the relevant policy or proposal), prepared in consultation with the public, and formally approved by the council. SPG status gives guidance additional weight as a material consideration in the planning process.

**Surveillance** The discouragement to wrong-doing by the presence of passers-by or the ability of people to see out of windows.

**Sustainable development** Minimises its impact locally, regionally and globally, and on future generations. Defined by the Brundtland Commission (1987, and quoted in PPG1) as 'Development which meets present needs without compromising the ability of future generations to achieve their own needs and aspirations'. The World Conservation Union (1991) defines sustainable development as 'Improving the quality of life while living within the carrying capacity of supporting ecosystems'. See *local agenda 21*.

**Telecommunications equipment** Equipment (including satellite dishes) relating to any form of communication by electrical wire, optical cable or radio signals.

**Teleworking** People working at home using information technology. See *homeworking*.

**Topography** A description or representation of artificial or natural features on or of the ground.

**Townscape** The visual appearance of streets.

**Tree preservation order (TPO)** Made by the local authority under the Town and Country Planning Act 1990 to protect trees of importance for amenity, landscape and nature conservation.

**Urban design** The art of making places. Urban design involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, and the establishment of frameworks and processes which facilitate successful development.

**Urban grain** The pattern of the arrangement and size of buildings and their plots in a settlement; and the degree to which an area's pattern of street-blocks and street junctions is respectively small and frequent, or large and infrequent.

**Vernacular** The way in which ordinary buildings were built in a particular place before local styles, techniques and materials were superseded by imports.

**View** What is visible from a particular point. Compare *vista*.

**Vista** A narrow view past a series of landmarks. Compare *view*.

**Visual clutter** The uncoordinated arrangement of street furniture, signs and other features.

**Walk band** A line on a map or plan showing the furthest distance that can be walked from a particular point at an average pace in a certain time (usually five or ten minutes).