

# **CULTURAL HERITAGE ASSESSMENT STATION APPROACH, WINCHESTER**

Client:

**Winchester City Council**

Date:

**September 2015**



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## 1.0 Introduction

- 1.1 This assessment was commissioned by Winchester City Council as part of the feasibility work related to the potential redevelopment of an area of the city within the vicinity of Winchester Railway Station, informally named 'Station Approach'.
- 1.2 The Station Approach is located on the north west side of the city, covering an area from Newburgh Street in the south to the Cattle Market and Worthy Lane Car park in the north.
- 1.3 The study area for the purposes of this exercise has been set by the council. The area includes the Carfax and Cattle Market sites, for which detailed archaeological assessments have been undertaken (Wessex Archaeology, May 2009 and June 2010, and Pre-Construct Archaeology, July 2015). The study area can be identified as the area enclosed by the red line on the plan presented in Appendix 1.
- 1.4 The Station Approach was the subject of a recent development assessment by Tibbalds Planning and Urban Design (September, 2014), hereinafter referred to as the Tibbalds report. For that assessment, the study area was split into eight sub-areas, these being:
- Carfax site;
  - Gladstone Street site;
  - Station car parks east and west;
  - Andover Road sites A and B;
  - Andover Road site C;
  - Cattle Market site;
  - Conservative Club site;
  - Worthy Lane site (including the Winchester Hotel).
- 1.5 The current exercise adopts the same sub-areas for assessing the cultural heritage of the study area, with the inclusion of the station and Station Hill within the assessment for the Carfax site. The eight sub-areas are identified on the plan presented in Appendix 2.
- 1.6 Cultural heritage is hereby taken to include designated heritage assets including listed buildings, scheduled monuments and conservation areas, and non-designated assets that are of value for their heritage interest.
- 1.7 Sometimes described as 'living heritage', cultural heritage embraces the tangible and intangible aspects of the historic environment and has its roots in the 1999 Burra

Charter (Australia Icomos, 1999) and UNESCO's subsequent Convention for the Safeguarding of the Intangible Cultural Heritage (UNESCO, 2003).

1.8 Cultural heritage is defined by Historic England as:

*'Inherited assets which people identify and value as a reflection and expression of their evolving knowledge, beliefs and traditions, and of their understanding of the beliefs and traditions of others'.*

*(Conservation Principles, Policies and Guidance, 2008)*

1.9 This report has been prepared for the benefit of Winchester City Council and shall not be relied upon by any other party unless they are permitted to do so in writing by the council.

## 2.0 Methodology

- 2.1 The aim of this assessment is to identify the cultural heritage within the study area outlined in the Introduction above and to establish opportunities and constraints to development within that area.
- 2.2 The assessment of the significance of the study area has been guided by the Historic England document *Conservation Principles, Policies and Guidance* (2008). Regard has also been given to Historic England's *The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 3* (March 2015).
- 2.3 The study area and surroundings were visited as part of a visual assessment on 20 July and 10 August 2015.
- 2.4 A number of sources were consulted as part of the desk-based element of the assessment. Unless otherwise stated this research was undertaken in August 2015. The sources were:
- Winchester Historic Environment Record (WHER);
  - The National Heritage List for England (NHLE);
  - Winchester Conservation Area Appraisal (Hyde and adjacent Oram's Arbour);
  - Historic mapping from the Hampshire Record Office;
  - Relevant Planning history;
  - The Winchester District Local Plan and the National Planning Policy Framework (NPPF);
  - Reports of previous archaeological evaluations for the Carfax and Cattlemarket sites;
  - Feedback from local community and residents' groups;
  - Winchester City Council's Historic Environment Manager.
- 2.5 The WHER comprises the most comprehensive source of information on the historic environment for the large rural district of Winchester, including the city of Winchester. The record was researched for archaeological monuments, historic buildings and landscapes, sites known for their air photographs, finds and past fieldwork.
- 2.6 Data for listed buildings and scheduled monuments was researched via Historic England's National Heritage List for England.
- 2.7 The southern portion of Andover Road site C sub-area of the study area lies within the 'Hyde – the Northern Suburb' part of the Winchester Conservation Area. The

study area is bounded on the west side by the Oram's Arbour part of the Winchester Conservation Area. The conservation area was reviewed as part of the Winchester Conservation Area project 2003. The appraisal was examined for information on the history and character of the conservation area and in particular the influence of this on the wider setting that falls within the study area.

- 2.8 Historic maps were obtained from the Hampshire Record Office. These were consulted to identify significant historic features within the study area and to determine to what extent these have survived and perhaps influenced the evolution of the area.
- 2.9 Reference was made to recent planning history in order to determine whether decisions have been influenced by the study area's cultural heritage and if so, the nature and extent of this.
- 2.10 The Winchester District Local Plan and the National Planning Policy Framework were consulted in order to identify the current policies relevant to development within the study area. In particular, the proposed local listing policy within the draft Winchester District Local Plan Part 2 was referred to (draft policy DM31) in order to assess whether any of the buildings within the study area were deemed to meet the criteria for local listing. The draft criteria are presented within the table in Appendix 3.
- 2.11 Archaeological evaluations have been undertaken for the Carfax site (Wessex Archaeology, May 2009 and May 2010) and the Cattle Market site (Pre-Construct Archaeology, July 2015). These have been examined for their implications for the archaeological potential of the study area.
- 2.12 There are a number of stakeholders with an interest in the Station Approach site. These include the City of Winchester Trust, the Station Approach Neighbourhood Group, the Winchester Action on Climate Change, local residents, local businesses and local land and property owners. In February 2015 the council held stakeholder meetings and sought comments via an online survey. Community workshop sessions were held in March 2015. Numerous comments have been received to date, and these are available on the council's website via pages dedicated to the Station Approach project (<http://www.winchester.gov.uk/planning/major-sites/station-approach/help-shape-future-station-approach/>). The responses provide an insight into the values the community places on the area and studying this provided the most effective means of gauging local opinion on cultural heritage.

- 2.13 Winchester City Council's Historic Environment Manager, Alison Davidson, was consulted for her knowledge of the cultural heritage of the study area from a heritage professional and regulatory perspective.



### 3.0 Historic Development

- 3.1 Winchester has a long-established history of occupation dating back to the later prehistoric period. This has resulted in a city that is rich and diverse in archaeology and built heritage.
- 3.2 St Catherine's Hill, south east of the modern city was an early focus of habitation from at least the Early Iron Age (700-400 BC). During the Middle Iron Age (400-100 BC) an unenclosed settlement was established on the opposite, western slope with the construction of the large enclosure formed of a ditch and bank earthwork known as Oram's Arbour. The location of the enclosure is immediately south west of the study area.
- 3.3 The Roman town at Winchester, *Venta Begarum*, was laid out partially over the earlier Iron Age enclosure and stretched over the valley floor to the east bank of the River Itchen. Initially defended by earth banks, the town was augmented by walls in the 3<sup>rd</sup> century and fortified in the 4<sup>th</sup> century.
- 3.4 Road networks were created to link *Venta* with other important towns, including Cirencester and Silchester to the north and Old Sarum to the west. Beyond the town's fortifications the main roads defined land for extramural development and cemeteries. One such cemetery was located within a large area to the north west of the town walls within an area between Hyde Street and Andover Road. Chance finds and archaeological investigations since the 19<sup>th</sup> century have led to the recovery of hundreds of burials within the area.
- 3.5 There is little evidence that the town continued to grow as an urban settlement in the post-Roman period. By the mid-7<sup>th</sup> century, however, Winchester had become an important royal and ecclesiastical centre, focussed on the site of the Old Minster (near the present Cathedral), and was an established 'burh' under the reign of King Alfred (AD 871-99). The Saxon street plan was established at this time and the Roman defences were refortified.
- 3.6 By the 10<sup>th</sup> century, the town had expanded into the suburbs to the north and west and by the end of the 11<sup>th</sup> century the northern suburb had extended over approximately 20 hectares. During the Middle Ages, the northern and western suburbs were enclosed by a substantial ditch and bank earthwork: The Kings Ditch passed through the study area from south west to north east. The medieval street pattern developed on connecting lanes that ran alongside the outer edges of the ditch.

- 3.7 In the 13<sup>th</sup> century Worthy Lane was *Bonestrete*, literally Bone Street, and was in the ownership of Hyde Abbey by 1417. The surrounding land was described as arable in 1590.
- 3.8 The development of the study area can be traced through historic mapping. John Speed's map of 1611 shows the built-up line of Hyde Street (to the east of the study area), however the streets known to exist to the north and west of this are not illustrated.
- 3.9 William Godson's map of 1750 identifies the lines of the current Andover Road and Worthy Lane and their distinctive V-shaped junction. To the south of this and running east-west is Swan Lane, clearly a significant route at this time. The lines subdividing the areas between the roads probably represented field boundaries.

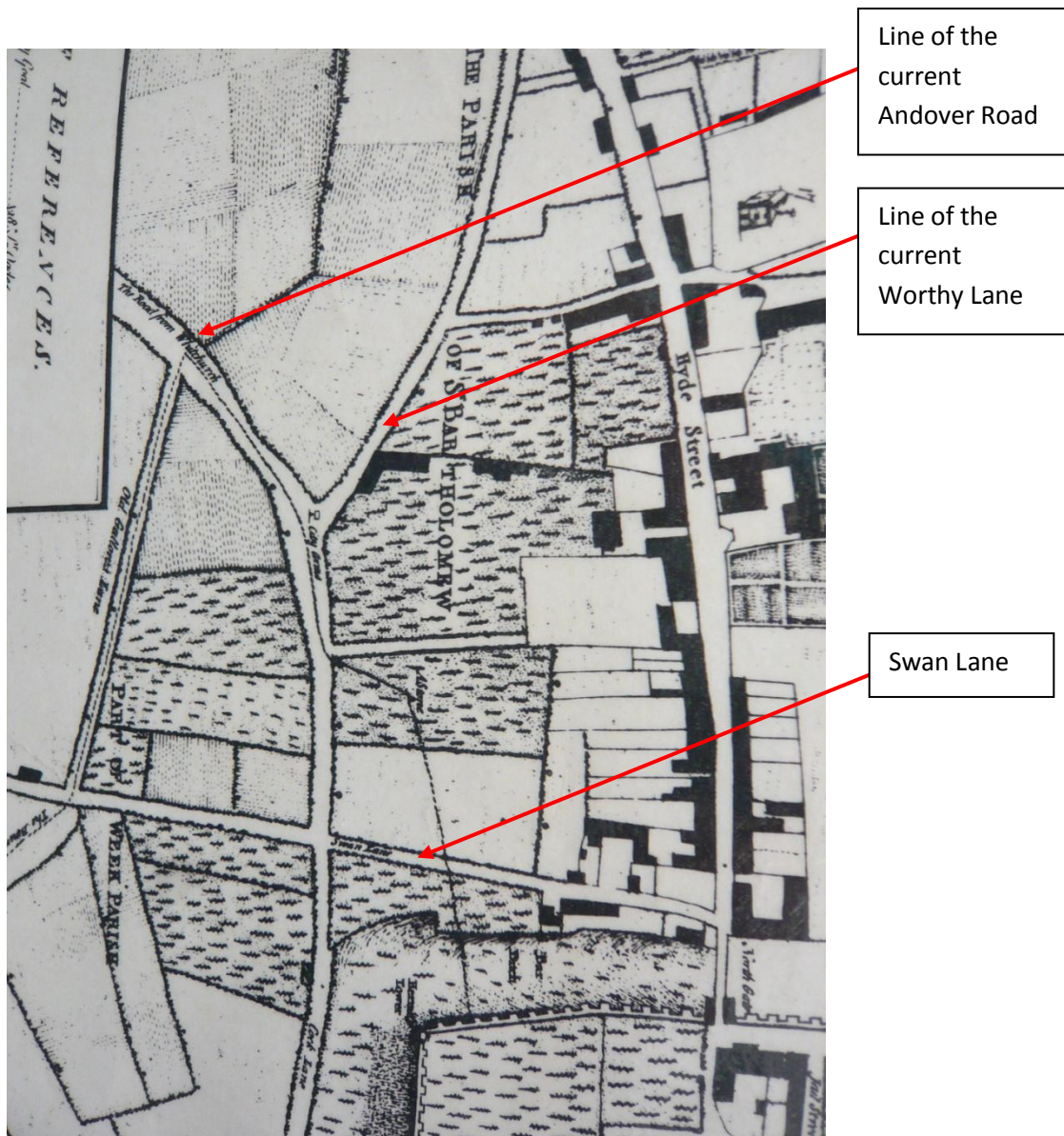


Fig.1 William Godson's map of 1750

- 3.10 Thomas Milne's map of 1791 illustrates a similar road layout to Godson's map. A toll gate is shown near the current Andover Road and Worthy Lane junction.

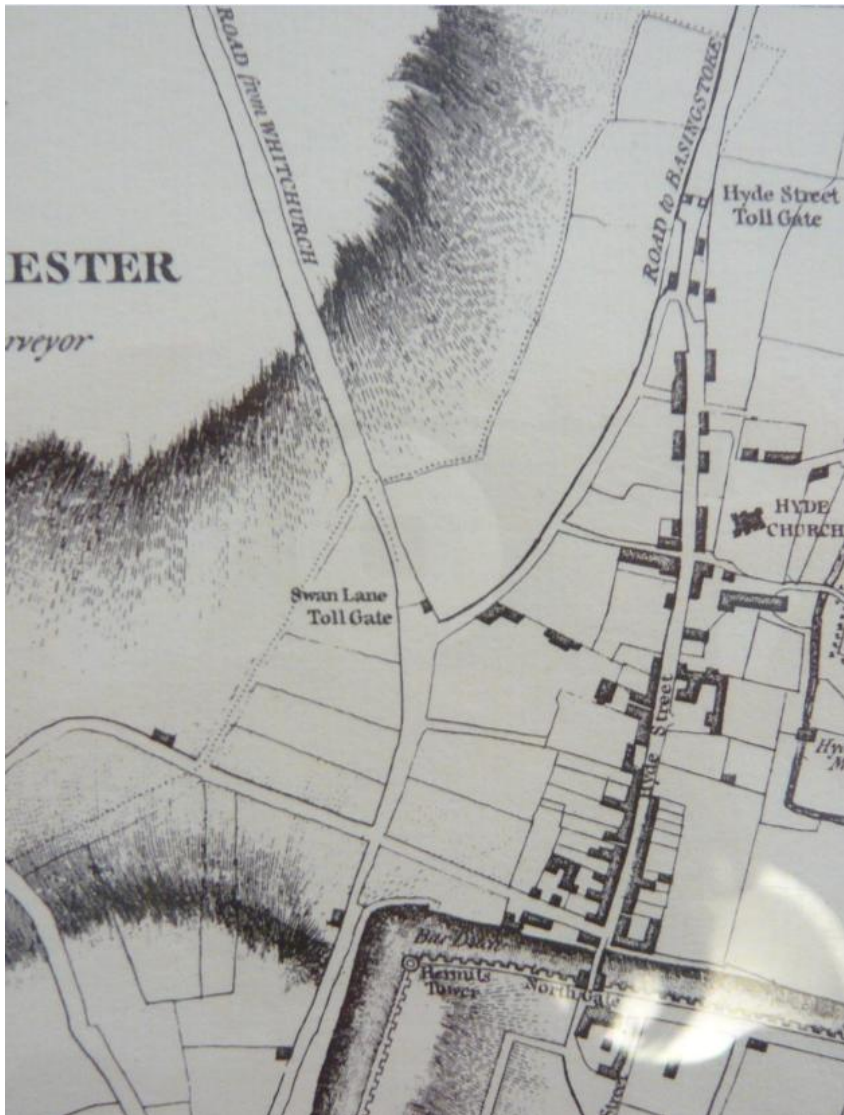


Fig.2 Thomas Milne's map of 1791

- 3.11 A map of Winchester dated 1835 (not reproduced) reveals that little development took place within the study area in the early 19<sup>th</sup> century. However, in 1839 the London and Southwest Railway Company opened the first section of the Winchester to Southampton line with the remaining route to London completed by 1840. This acted as a catalyst for growth within the area in the mid-19<sup>th</sup> century. The city almost tripled in size during the 19<sup>th</sup> century, from around 6,000 in 1801 to around 17,000 in 1891.
- 3.12 The first edition county series Ordnance Survey map of 1870 demonstrates the level of development that occurred within the study area from the mid-19<sup>th</sup> century. The station is positioned at the western end of Station Hill, on the line of the historic



east-west route directly opposite Swan Lane. There is a landscaped embankment to the north east of the station, and Stockbridge Road curves round to the north of this. Terraces have been built around the junction of Stockbridge Road and Andover Road. Further terraces can be seen on either side of Gladstone Street, the west side of Sussex Street and on Newburgh Street. To the north of Gladstone Street is the Sussex Brewery. The Railway Refreshment Inn is located on the site of the current register office with two cottages attached to the east. The Eagle Hotel and a 'stepped' building at the junction of City Road define the western end of Swan Lane.



Fig.3 Ordnance Survey map of 1870 – southern part of the study area



- 3.13 Within the northern part of the study area, a gasometer can be seen on the west side of Andover Road with terraces to the north of this. The area of land within the V-shape of Andover Road and Worthy Lane is occupied by Highfield Lodge (constructed c.1840, now the Conservative Club) with surrounding gardens. The map notes Roman vases having been found in the area covered by the garden.

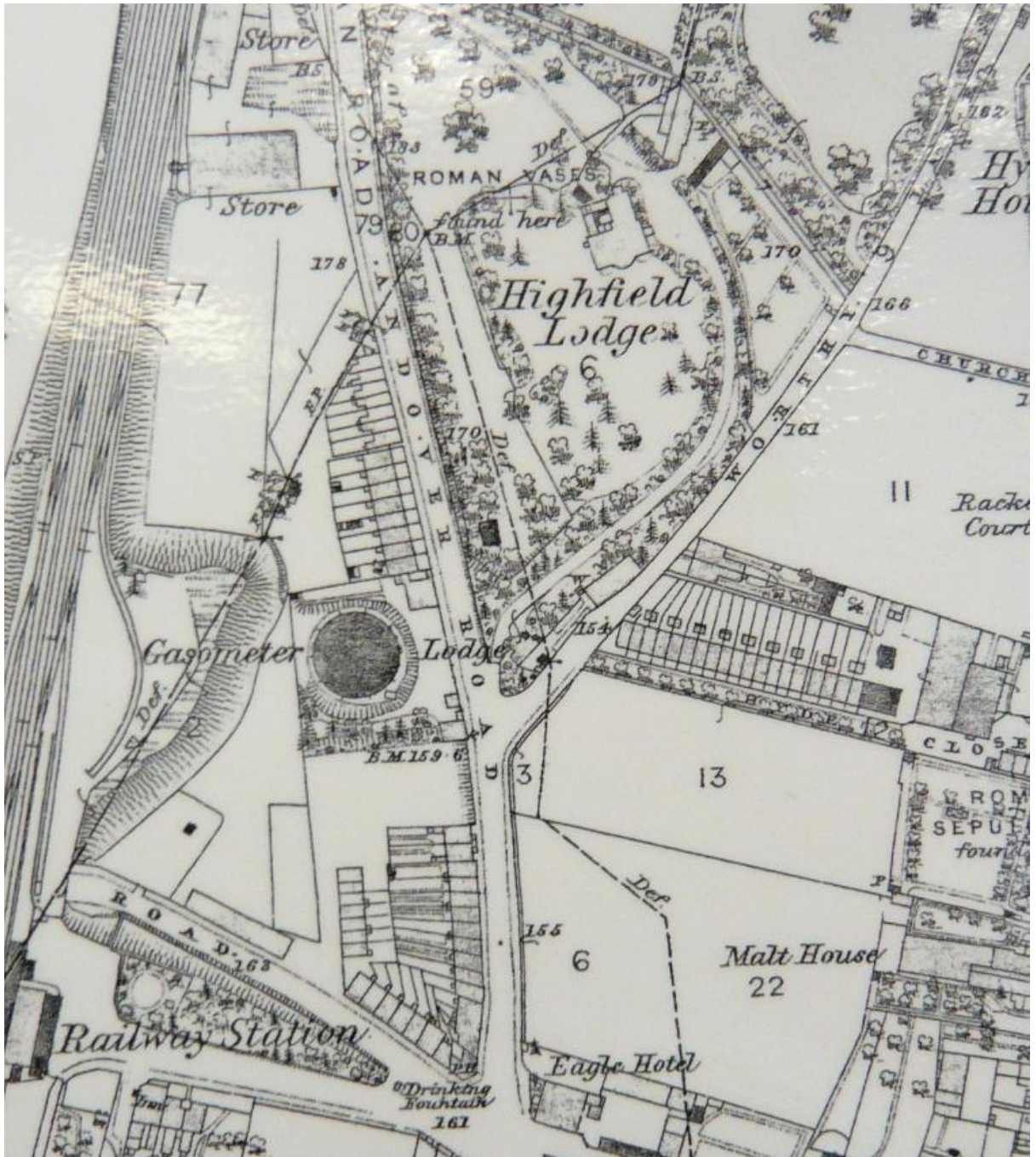


Fig.4 Ordnance Survey map of 1870 – northern part of the study area

- 3.14 Little change is detectable from the second edition Ordnance Survey map of 1897 (not reproduced).

- 3.15 The view looking west from the foot of Station Hill is captured in a photograph taken around the turn of the century and illustrated within the book *In and Around Winchester in Old Photographs* by Edward Roberts. This shows development on the west side of Station Hill comprising two or three storey buildings and boundary walls. A small ticket office or other public building is shown on the east side of the hill with large trees to the north.



*Fig.5 Photograph looking west from the foot of Station Hill c.1900*

- 3.16 The Ordnance Survey map of 1909 illustrates the extensive growth in residential development to the west and east of the study area. Within the study area, of note is the development of a terrace on the site of the Sussex Brewery to the north of Gladstone Street. There has also been significant growth within the area to the south of Station Hill.





Fig.6 Ordnance Survey map of 1909

- 3.17 The Ordnance Survey map of 1932 shows the land surrounding Highfield Lodge just prior to the construction of the Cattle Market.



Fig.7 Ordnance Survey map of 1932



- 3.18 The Worthy Road Coach Station (now The Winchester Hotel) to the north east of Highfield Lodge was constructed in the 1930s and is illustrated in its early days in *Winchester: A Pictorial History* by Tom Beaumont James. The coach station was conveniently sited near the London Road and continued to operate until c.1980 when it became the Flamingo Park, then later Saxon Hotel, The Winchester Moat House Hotel and eventually The Winchester Hotel.



Fig.8 Worthy Road Coach Station in the 1930s or 40s

- 3.19 The 1967 Ordnance Survey map illustrates the Railway Refreshment Inn has become the South Western Inn and a garage and The Railway Tavern is located to the east. The Carfax Hotel is located on the junction of Station Hill and Sussex Street. The terrace that existed on the site of the former Sussex Brewery to the north of Gladstone Street has gone, to have been replaced by a car park.



Fig.9 Ordnance Survey map of 1967 – southern part of study area

- 3.20 The Carfax Hotel (on the site of the current record office) is illustrated in *Winchester: A Pictorial History*. It comprised a three-storey brick corner building addressing the junctions of Andover Road, Swan Lane and City Road.



*Fig.10 Carfax Hotel – now site of the Hampshire Record Office*



- 3.21 The northern part of the study area in 1967 shows the Cattle Market to the south and west of Highfield Lodge. Pens and buildings are shown occupying the western part of the site with car parking on the east side.



Fig.11 Ordnance Survey map of 1967 – northern part of study area

- 3.22 An aerial photograph taken in the 1960s illustrated in *Winchester, The Post-War Years* by Bob Harvey shows the built-up nature of the area to the south of Station Hill. Rows of car parking line the north side of Station Hill. A large band of trees can be seen running north-south between Stockbridge Road and Andover Road. Highfield Lodge is visible in the far right beyond the Cattle Market.



*Fig.12 Aerial photograph from the 1960s*



3.23 The 1994 Ordnance Survey map shows the Cattle Market site following its closure in 1989. The site has been cleared with the exception of the public conveniences on the lower level (shown to the south of Highfield lodge and circled in red on the plan below) and a building on the upper level (now gone). Car parking had been extended into the cleared site.



Fig.13 Ordnance Survey map of 1994 - northern part of study area

#### **4.0 Description of Study Area**

- 4.1 The study area is illustrated on the plan presented in Appendix 1. It covers the area around the railway station including the Carfax site to the south east and the Cattle Market site to the north east. It also covers the area bounded by Newburgh Street, Sussex Street and Gladstone Street at its southern end, the land to the west of Andover Road, and The Winchester Hotel, coach park and Worthy Lane Car Park at its north eastern end.
- 4.2 There is a mix of uses and ownerships within the study area. A significant portion is used for surface car parking – to the north, east and west of the station, on the Cattle Market site, the coach park in front of The Winchester Hotel and the Worthy Lane Car Park.
- 4.3 A terrace of shops and commercial uses are located on the junction of Stockbridge Road and Andover Road, and there is a mix of both residential and commercial uses further north on Andover Road.
- 4.4 The part of the study area south of Gladstone Street, with the exception of the TA Centre is residential.
- 4.5 The area is of varied topography. The land dips to a low point at the junction of City Road, Andover Road and Sussex Street with the ground rising to the north and south of this. The highest point is at the northern end of Andover Road.
- 4.6 The Cattle Market slopes from one end to the other with a level change supported by retaining walls creating upper and lower levels of car parking.
- 4.7 There are steep level changes between the east station car park and Andover Road. A band of mature trees exist in front of the two-tiered car park.
- 4.8 There are no listed buildings within the study area.
- 4.9 The Winchester Conservation Area is illustrated by the grey overlay on the plan in Appendix 1. The Station Approach Study Area is adjacent to and partly within Oram's Arbour and Hyde character areas within the Winchester Conservation Area. At the far southern end of the study area there is a small area in Newburgh Street which is within the Oram's Arbour area and a linear area on the eastern side of the study area running from east of the Station Car Park down to Tower Road which is within the Hyde area.

## **5.0 Outcome of Archaeological Assessments**

- 5.1 Desk-based archaeological assessments have been undertaken on behalf of Winchester City Council for the Carfax and Cattle Market sites (Wessex Archaeology, May 2009 and June 2010, and Pre-Construct Archaeology, July 2015). These have identified the potential archaeological resources of these two significant sites within the study area.
- 5.2 The Carfax assessment identified that the archaeological potential within the site comprised evidence of features and deposits of Iron-Age, Romano-British, Saxon and medieval dates. The greatest potential for archaeology was considered to be within the southern and western sections, including ‘outstanding potential’ for a significant section of the Iron Age Oram’s Arbour enclosure ditch and bank.
- 5.3 The Cattle Market assessment acknowledged the site had undergone extensive changes since the 19<sup>th</sup> century, effectively remodelling it and impacting on archaeology. The greatest potential for the site was felt to be from resources of Roman-British and medieval dates, including evidence of Winchester’s northern Roman cemetery. The degree of impact across the site was considered to be uncertain: In the north west corner ground reduction that was undertaken for the Cattle Market had been found to have clearly removed archaeological resources; within the central and south eastern parts the impact of the Cattle Market and its extension might have been severe in places; the impact within the eastern car park and along the Worthy Lane boundary might have been more localised and relatively shallow.
- 5.4 The Cattle Market assessment recommended that the council’s Archaeologist should be consulted for advice on the treatment of resources in respect of any redevelopment, particularly in light of the potential to reveal human remains from the Roman burial site.



## 6.0 Cultural Heritage Assessment

6.1 The cultural heritage assessment has been undertaken on the basis of the eight sub-areas as originally defined within the Tibbalds report (September 2014).

### Carfax Site (Including the Station Area)

6.2 The railway line follows part of the Iron Age, Roman and medieval defences of the city and is a defining feature on the west side of Winchester.

6.3 The station is emblematic of the dramatic social, political and economic changes in the mid-19<sup>th</sup> century that greatly influenced the development of the area through the increased movement of people and goods. The railway acted as a catalyst for change and influenced the city's westward growth.

6.4 The station building itself is a landmark feature of the study area and it literally and metaphorically represents an important gateway to the city. It comprises a two-storey four-bay central section with single-storey ranges to either side. The building displays characteristics typical of the mid-19<sup>th</sup> century, including multi-pane sash windows, a hipped slate roof with deeply projecting eaves and a stucco finish. The projecting clock and canopy with dagger-boards provide it with its distinct railway station appearance.



*Fig.14 Station building*

- 6.5 The station occupies a prominent position at the top of Station Hill and there is a vista to it from the western end of Swan Lane. The approach to the station is emphasised by the rows of trees lining either side of Station Hill.



*Fig.15 View to the station from the western end of Swan Lane*

- 6.6 The space leaks out into the wide tarmac road surface at the busy traffic intersection formed by Stockbridge Road, Andover Road, City Road and Sussex Street. At this point the gateway approach into the city loses its legibility.
- 6.7 There are contemporary hooped steel railings to the front of the station, which are fairly sympathetic to the urban environment. A section of original wrought iron railings to the south of the station building, alongside the track, enhances the historic setting.



*Fig.16 Wrought iron railings to the south of the station building*

- 6.8 The Winchester Register Office is a mid-19<sup>th</sup> century building designed in the Italianate villa style with hipped slate roof with projecting eaves, vertical sliding sash windows and stucco finish. As the former Railway Refreshment Inn it is of social historic interest in conjunction with the railway. The association is strengthened by the inter-visibility between the station and the register office.



*Fig.17 Winchester Register Office*



- 6.9 The Hampshire Record Office is a large modern building that dominates the southern part of the study area. It appears as a standalone building without group value. It is screened from Station Hill by a row of trees, and this creates a visual separation with the Station Hill approach and railway station.



*Fig.18 Hampshire Record Office*

- 6.10 The surface car parking on the southern part of the Carfax site provides a poor sense of enclosure to Gladstone Street and Station Road. It does not provide any reference to the historic character of the area.

#### **Gladstone Street site**

- 6.11 The south side of Gladstone Street comprises a terrace of seven simply detailed Victorian brick houses with small front gardens. These form part of the tight-knit terraced housing that developed after the coming of the railway and are thus of historic and social value.



*Fig.19 South side of Gladstone Street*

- 6.12 The west side of Sussex is made up of a short terrace of fairly recent two-and-a-half storey red brick houses. Their scale and density is reflective of the fine urban grain of this part of the study area and the terraces further south within the Oram's Arbour character area of the conservation area.



*Fig.20 Terrace on the west side of Sussex Street*

- 6.13 The north side of Newburgh Street comprises a terrace of five late-19<sup>th</sup> century two-storey red brick houses. Like the houses on the south side of Gladstone Street they are of some historic and social value and mirror the scale and density of development to the south.



*Fig.21 Terrace on the north side of Newburgh Street*

- 6.14 The TA Centre (Newburgh House) on the corner of Newburgh Street and Station Road is a mid-20<sup>th</sup> century three-storey flat-roofed building with limited communal value.



*Fig.22 TA Centre on Newburgh Street*



### Station Car Parks East and West

- 6.15 The station car parks exist on banks of land immediately adjacent to the railway cutting. They are reasonably well concealed from public view by virtue of the surrounding buildings and local topography.
- 6.16 In 2014, the east car park was extended by forming a single deck (local planning authority certificate of lawfulness reference 13/02534/LDP). The deck is screened from glimpsed views between the buildings on Andover Road and more distant views of the skyline by the band of mature trees that exist to the east along the line of the cutting.



*Fig.23 Glimpsed view from Andover Road to the trees in front of Station Car Park East*

### Andover Road Sites A and B

- 6.17 Andover Road is a key arterial route into and out of Winchester. The northern end of sites A and B displays a sense of spaciousness, which is created by a loose-knit pattern of buildings set back from the road frontage, and with groups of trees interspersed.



*Fig.24 Northern end of Andover Road (west side)*

- 6.18 The buildings within this part of the study area are not of heritage value, however the trees provide good landscape amenity value to this important thoroughfare and as a backdrop to the city.

#### **Andover Road Site C**

- 6.19 The Andover Road C site includes the terraces that wrap around the junction of Stockbridge Road and Andover Road at its southern end, which fall within the Winchester Conservation Area. These comprise 19<sup>th</sup> century brick buildings with dentil cornices, brick banding and rubbed brick arched lintels. The buildings are of a consistent scale and display vertical emphasis, which creates rhythm and strongly defines the north west side of the major road intersection. The corner itself is expressed by The Albion Inn, which is significant for its townscape value and its social value as a typical traveller's inn closely associated with the railway.





*Fig.25 The Albion Inn at the junction of Stockbridge Road and Andover Road*

6.20 The shopfronts on both the Stockbridge Road and Andover Road frontages of the terrace are inconsistent in their style or design. They are constructed in modern materials and have brightly-coloured fascias, some with internal illumination. As such the shopfronts detract from the traditional appearance of the upper floors and the group value of the terrace and create a generally run-down impression to the study area.



*Fig.26 South western end of Andover Road*

- 6.21 Opposite The Albion Inn, to the east of and outside the study area, is the former Eagle Hotel. While no longer in its original use the building contributes to the 19<sup>th</sup> century character of this part of the city.



*Fig.27 Former Eagle Hotel (left) and building opposite at the junction of Swan Lane*

- 6.22 To the south of the former Eagle Hotel, on the corner of Swan Lane and City Road, is the ‘stepped’ building seen on 19<sup>th</sup> century historic mapping. It has a series of distinctive over-sailing hipped slate roofs, heavy eaves cornices, and balconies with stone balustrading. This building together with the former Eagle Hotel terminate the views from the railway station and define the east-west arterial route of Swan Lane identifiable on Godson’s map of 1750.
- 6.23 The northern section of the Andover Road Site C comprises the large modern office blocks of Harman House and Cromwell House, a petrol station and a terrace of eight Victorian two-storey brick houses. With the exception of the terraced houses, the buildings are not of heritage value. Identifiable on the 1870 Ordnance Survey map, the terrace is a remnant of the 19<sup>th</sup> century development of the northern suburb. The properties are modestly scaled single-fronted painted brick houses in two groups, one stepped higher than the other reflecting the topography of the road. Details include multi-pane sash windows and stucco door surrounds.



*Fig.28 Victorian terrace on the west side of Andover Road Site C*

### **Cattle Market Site**

- 6.24 The Cattle Market site is predominantly used for surface car parking. To the north east within the site is the former Highfield Lodge, now the Conservative Club (see Conservative Club site below).
- 6.25 The large area of tarmac car parking and surrounding close-boarded fence are a poor gateway feature on the important arterial route into the city and they fail to provide a sense of townscape.





*Fig.29 View of the Cattle Market from the south on Andover Road*

- 6.26 There is no above-ground evidence to indicate this area formed part of the northern Roman burial ground, but further investigation is required.
- 6.27 The open nature of the site enables views from the northern end of Andover Road and from within the car park to the top of the Cathedral on the skyline, which reinforces the gateway approach to the city.



*Fig.30 View over the fence around the Cattle Market site on Andover Road to Cathedral*

- 6.28 The former public conveniences on the lower car park comprise a 1930s two-storey red brick block with a hipped tiled roof. The building is of low historic interest or architectural value.



*Fig.31 Former public convenience block on the Cattle Market site*

### **Conservative Club Site**

- 6.29 The Conservative Club building (former Highfield Lodge) is a two-storey painted brick mid-19<sup>th</sup> century building designed in the Italianate villa style with a hipped slate roof and full-height bay windows front and rear. Although altered by single-storey additions on its west side and by replacement plastic windows, it still retains its early Victorian villa character. The building dominates the site much as it probably used to, however it is essentially now isolated within a sea of car parking.



*Fig.32 Conservative Club (former Highfield Lodge) on the Cattle Market site*

### **Worthy Lane Site**

- 6.30 The Winchester Hotel evolved from the 1930s coach station (see Fig.8 above), but today bears no resemblance to its original form or appearance. It is set back from the road with a tarmac coach and car parking area in front, and screened by vegetation. While it is of some communal value as a historic hub and gateway, it lacks local distinctiveness or connectivity to the surrounding area.



*Fig.33 The Winchester Hotel*



- 6.31 There are historic flint boundary walls either side of a lane running roughly north west to south east between the Worthy Lane and the Conservative Club sites. This appears to be a remnant of a historic boundary feature of the Highfield Lodge estate. It is of townscape value and of local constructional interest.



*Fig.34 Brick and flint boundary walls on the south side of the Worthy Lane site*

## 7.0 Candidates for Local Listing and Scoring

7.1 From the above assessment it would appear that none of the buildings within the study area are likely to qualify for listing by Historic England, i.e. they are not of special architectural or historic interest on a national scale.

7.2 It is worth noting the Winchester Conservation Area Appraisal 2003 recommended an amendment to the boundary of the conservation area to include the area between Ashburton Court and the railway station. It is suggested that such a move would acknowledge the significance of the railway and the intimate character of the Victorian suburban development around Newburgh Street and Gladstone Street, and this would help enable the conservation of the cultural heritage within the southern part of the study area.

7.3 Notwithstanding the above, there may be buildings or structures within the study area that are of sufficient heritage value at a local level to merit local listing under the council's draft policy DM31 of the Winchester District Local Plan Part 2. Under the policy, the planning authority intends to compile a list of locally significant heritage assets taking account of the criteria summarised below and detailed in Appendix 3:

- Design value;
- Group value;
- Archaeological interest;
- Designed landscape structures;
- Landmark status;
- Rarity;
- Local distinctiveness;
- Evidential value;
- Historic association;
- Social & communal value.

7.4 Some key buildings within the study area, but outside the conservation area where some protection already applies, have been identified on the basis of their age, relative intactness and apparent local interest. These are presented within the table in Appendix 4 together with their heritage values and assessment against the draft local listing criteria.

7.5 The results of the local listing assessment suggest that the following buildings may be eligible for local listing under the council's draft policy:

- The railway station;



- The terrace of eight houses on the west side of Andover Road opposite the Cattle Market site.

7.6 While local listing does not afford any statutory protection, buildings or structures included on the list would merit consideration in the planning process. Draft Policy DM31 states:

*'Where planning permission is required, demolition or damaging alteration of buildings or structures on the list will be permitted only where it can be demonstrated that retention or less damaging alteration is not feasible, or where the benefit derived from the loss or alteration is overwhelmingly in the interests of the locality. When permission is granted for demolition or alteration of a building or structure on the local list of heritage assets, the applicant will be expected to secure building recording to the appropriate level as required by condition.'*

## 8.0 Policy Context

8.1 The main legislative framework for planning and the historic environment when dealing with development is set out within:

- The Town and Country Planning Act 1990;
- The Planning (Listed Buildings and Conservation Areas) Act 1990 – this provides specific protection for buildings and areas of special architectural and historic interest;
- The Ancient Monuments and Archaeological Areas Act 1979 - this provides specific protection for scheduled monuments.

8.2 The National Planning Policy Framework (NPPF) was published on 27<sup>th</sup> March 2012. It contains the Government’s planning policies for England and explains how these are to be applied; the NPPF includes guidance relating to the protection and treatment of the historic environment within the development process. Section 38 (6) requires that applications for development must be determined in accordance with the development plan, unless material considerations indicate otherwise. Section 12 provides guidance in relation to conserving and enhancing the historic environment. The NPPF is a material consideration in planning decisions.

8.3 Adopted local planning policy covering the Station Approach Study Area is currently provided by the ‘saved’ policies contained within the Winchester District Local Plan Review (2006) and the Winchester District Local Plan Part 1 – Joint Core Strategy Development Plan Document (2013). Also, of weight but not yet adopted is the Winchester District Local Plan Part 2, which has been through recent public consultation. Each policy document is examined below in relation to cultural heritage considerations and future development of the Station Approach Study Area.

8.4 The Winchester District Local Plan Part 1 – Joint Core Strategy (LPP1) provides the long-term strategic plan for development within Winchester District until 2031. The plan notes in paragraph 2.11 that in respect of Winchester:

*‘The challenge is to provide for the future needs of residents and businesses in a way which ensures that it retains a balanced and growing economy whilst respecting its key qualities and features. The historic, cultural, aesthetic, visual and nature conservation elements of Winchester and its setting are of exceptional quality. These remain relevant today in how the Town responds to its development requirements whilst retaining its compact form and sense of place’.*

- 8.5 Specifically, in relation to opportunities for redevelopment in Winchester, the LPP1 states:

*‘An area of the Town that lends itself to this form of redevelopment is the area around Winchester Station with its mix of commercial retail, residential and office space’.*

- 8.6 The Winchester District Draft Local Plan Part 2 (LPP2) provides the detailed policies and allocation for future development in the Winchester District. This is an emerging local plan document having subject to consultation between October and December 2014, and is expected to be adopted by November 2016. Although this document has yet to be adopted it does carry some weight in decision-making and will gather further influence as it proceeds through the local plan process. It is also of significance to the Station Approach Study Area as it is within this document that the detailed draft policies for each part of the study area are set out. The Tibbalds report of September 2014 has been used to inform LPP2 on the Station Approach and proposals for the area.
- 8.7 The LPP2 acknowledges that Winchester City Council wants to improve and revitalise the area between the Cattle Market Site and the railway station recognising the potential for new development in the Station Approach area. The work undertaken to date identifies that employment needs could partially be met in the Station Approach area. Critically, the area around the station including the Cattle Market is on a number of key transport nodes, but the Council consider that the area currently does not fulfil its potential to provide a ‘vibrant gateway’ into Winchester.
- 8.8 The council has undertaken a number of assessments in order to develop strategic proposals for the area. These aspirations, baseline studies and market analyses have been used to test options for the study area. This work is summarised on pages 34 and 35 of draft LPP2. This work has resulted in three specific area-based policies, Policy WIN5 which sets out the development principles for the Station Approach Area, Policy WIN6 which covers future development on the Carfax Mixed Use Site and Policy WIN 7 which covers new development on The Cattle Market Mixed Use Site. While the council emphasise that these policies are not prescriptive they highlight certain assumptions as to what may be delivered. Overall, the council anticipate the area has the capacity to deliver over 100 new dwellings, more than 16,000 sq.m of new office space and sufficient car parking to maintain public parking provision and serve new development. While these three policies are in draft and are subject to further public consultation and examination, they provide an up-to-date reflection of the aspirations and objectives for the study area.

- 8.9 In addition to the local plan documents the council has also produced guidance in form of the *High Quality Places Supplementary Design Guidance*. This guidance applies to the Winchester District, which lies outside of the South Downs National Park, and supports the design policies in LPP1. The document identifies design criteria against which planning applications in the area will be assessed and provides further detailed guidance to encourage high quality design, which takes into account local distinctiveness and sustainable design principles.
- 8.10 The Winchester Town Forum has also developed a vision for the city, and this is set out within the Council's LPP1 *Vision for Winchester Town 2012-2017*. The Vision is grouped around eight themes including *Care for our History, Heritage and Setting*. This document also recognises the potential for new development within the Station Approach area including private sector housing.
- 8.11 The Station Approach Study Area is adjacent to and partly within Oram's Arbour and Hyde character areas of the Winchester Conservation Area. At the far southern end of the study area there is a small area in Newburgh Street which is within the Oram's Arbour area and a linear area on the eastern side of the study area running from east of the Station Car Park down to Tower Road which is within the Hyde Area.
- 8.12 The Winchester Conservation Area Project (2003) contains the appraisal, review and strategy for the conservation area. Various conservation area character appraisals have been undertaken to assess the character and quality of the conservation area. This document builds on the work undertaken by *Future of Winchester Study* (1999) and is also related to the landscape and townscape assessment *Winchester, City and its Setting* (1999).
- 8.13 Overall, Winchester is a historic city with a unique and distinctive character. The Winchester Conservation Area Project summarises this unique character in its conclusions as follows:

*'The Conservation Area, which covers the central area of the town, 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, mediaeval 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 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’.*

8.14 The character appraisal for the Oram’s Arbour sub-area of the conservation area notes Oram’s Arbour is the only visible element of the large Iron Age enclosure that pre-dated the Roman occupation of Winchester. It acknowledges the railway, built in 1838-40, is a defining feature of the west of the city and was a catalyst for its westwards growth. The railway line itself follows part of the Iron Age, Roman and medieval defences for the city. Clifton Terrace outside and to the south of the study area marks the entrance to the distinctive mid-19<sup>th</sup> century residential district extending up the hill. The appraisal notes that close to the railway line the area is predominantly residential with a few small offices.

8.15 The Hyde character area is noted within the appraisal as 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 19<sup>th</sup> century’. The suburb is connected to the city centre via Hyde Street, a route dating back to the Iron Age and which is an important defining element of the area today. Hyde Street runs parallel with the Station Approach area to the west. During the Roman period, the area was used as a burial ground due its position just outside the City walls. Residential and industrial development moved to the south of the area between the Hyde Abbey and the City itself. The appraisal notes that Hyde has remained a distinctive village community within the larger city of Winchester.

8.16 The Strategy set out in the Conservation Area Project sets out a strategy for management of the Conservation Area and identifies a range of policy vehicles for its implementation, targets and priorities. The Strategy identifies Andover Road between the railway and Worthy Lane as an area that is currently not covered by existing countryside or landscaping policy but where new development outside of the conservation area should be sensitive to the impact of new development on the landscape and backdrop of the city (sections 3.5-3.8). The Strategy recommends new policies should be produced to protect these areas and that new planting, building height and massing should be carefully considered. It is noted that, ‘these areas offer some opportunity for appropriate development’ (section 5.10). A



recommendation to extend the conservation area between Ashburton Court and the railway station has not been implemented to date.

- 8.17 Policy 3.1 of the Strategy seeks to protect the natural backdrop or prominent hills around the city through:
- Resisting intrusive or insensitive building height or massing;
  - Protecting existing trees and hedges;
  - Promoting replacement of aging trees;
  - Protecting the backdrop to key views in and out of the City as identified in the Conservation Area Appraisal.
- 8.18 Policy 3.5 seeks to preserve the setting of the conservation area through preventing development which would have a detrimental impact and controlling the height and massing of development.
- 8.19 Policy 3.9 identifies that 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 railway cutting. This is important as the cutting represents an important transition between two distinct character areas within the conservation area.
- 8.20 The Strategy for the conservation area notes there are areas and buildings which are suffering neglect which would benefit from investment including around the railway station.

## 9.0 Opportunities and Constraints

- 9.1 The opportunities and constraints below have been developed following the outcome of the cultural heritage assessment and have been formulated with regard to the policy context set out within Section 8.0.
- 9.2 The Station Approach lends itself to redevelopment in order to better fulfil its potential as a vibrant gateway. Development should respect the cultural heritage of the area in order to preserve the community's values and in turn the area's local distinctiveness.
- 9.3 The station should remain a key focal point as this heavily influenced development in the 19<sup>th</sup> century. The vista along Station Hill should be preserved and enhanced. The junction at the bottom of Station Hill could be improved in order to provide greater legibility to pedestrians arriving at the station.
- 9.4 Uses that customarily existed in conjunction with the railway should be favoured, such as hotels and public houses in order to continue the historic tradition and support local need.
- 9.5 The junction of the historic Swan Lane could be enhanced and incorporated into a comprehensive redevelopment of the intersection.
- 9.6 Tight controls should be implemented over shopfronts and signage, particularly on the primary frontages on the Stockbridge Road and Andover Road junction.
- 9.7 The surfaces of the existing pedestrian routes to the south of the station would benefit from enhancement. Historic features within the public realm, such as the wrought iron railings should be retained. Wayfinding could be improved.
- 9.8 The Winchester Register Office is of value for its associational interest with the station. Redevelopment around the area could take the opportunity to build on this aspect of the area's 19<sup>th</sup> century connections by retention of the register office and respecting its setting through appropriate development.
- 9.9 New development around Gladstone Street, Newburgh Street and Station Road should seek to build on the 19<sup>th</sup> century tradition of close-knit terraces of domestic scale.
- 9.10 Redevelopment of the Cattle Market provides an opportunity to remove the unsympathetic car parking, improve the public realm, create a more defined street

frontage, thereby improving the approach to the city from the north and reinstating a sense of vibrancy.

- 9.11 Interpretation could be provided of the Roman burial ground, as this was a key aspect of the area's history that is no longer evident.
- 9.12 Consideration should be given to preserving the key view of the Cathedral by developing in line with the topography of the Cattle Market site.
- 9.13 The study area is distinctive for the contribution the trees make to an appreciation of the Victorian suburb and the wider landscape setting surrounding the city. Significant trees should be retained and augmented in order to preserve the landscape setting.
- 9.14 Consideration should be given to including some of the buildings within the study area on a local list in order to encourage retention of the key non-designated heritage assets.

## **10.0 Conclusion**

- 10.1 The Station Approach is an area rich in cultural heritage as a result of its evolution from a Roman gateway to the city, to an extramural Saxon suburb, and to an area that developed on the back of the coming of the railway in the mid-19<sup>th</sup> century. In the 20<sup>th</sup> century, the Cattle Market, coach station and modern commercial development shaped its recent history.
- 10.2 The area displays evidence of the various phases in its history. The Roman street pattern still survives in Andover Road, Worthy Lane and Swan Lane, meanwhile evidence of the 19<sup>th</sup> century development is provided by the existence of some good Victorian buildings and the pattern of residential development.
- 10.3 The railway station is a key building within the study area both architecturally and symbolically. The mid-Victorian structure is a focal point of the area as a result of its prominent position at the top of Station Hill. It acted as a catalyst for westward expansion and redevelopment through the movement of people and goods into and out of the area and continues to function as a key gateway for the city.
- 10.4 Measures to address the poor public realm and wayfinding on the arrival from the station would improve pedestrian movement, connectivity and legibility. Measures to reinforce its pre-eminence by preserving and building on the 19<sup>th</sup> century character of the area should be supported.
- 10.5 The area has suffered from the lack of an integrated approach to development and the fragmentation between different ownerships. A holistic approach to the heritage, archaeology and townscape could help unify the area and produce a more attractive environment.
- 10.6 Appropriate redevelopment of the Cattle Market would help knit back the townscape and continue the tradition of the area's evolution.



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## **Cartographic**

William Godson's map of Winchester, 1750

Thomas Milne's map of 1791

Ordnance Survey maps:

25" map of 1870

25" map of 1897

25" map of 1909

25" map of 1932

1:1250 map of 1954

1:1250 map of 1967

1:1250 map of 1970

1:1250 map of 1994

## **Websites**

The Station Approach site pages on the Winchester City Council website via

<http://www.winchester.gov.uk/planning/major-sites/station-approach/help-shape-future-station-approach/>

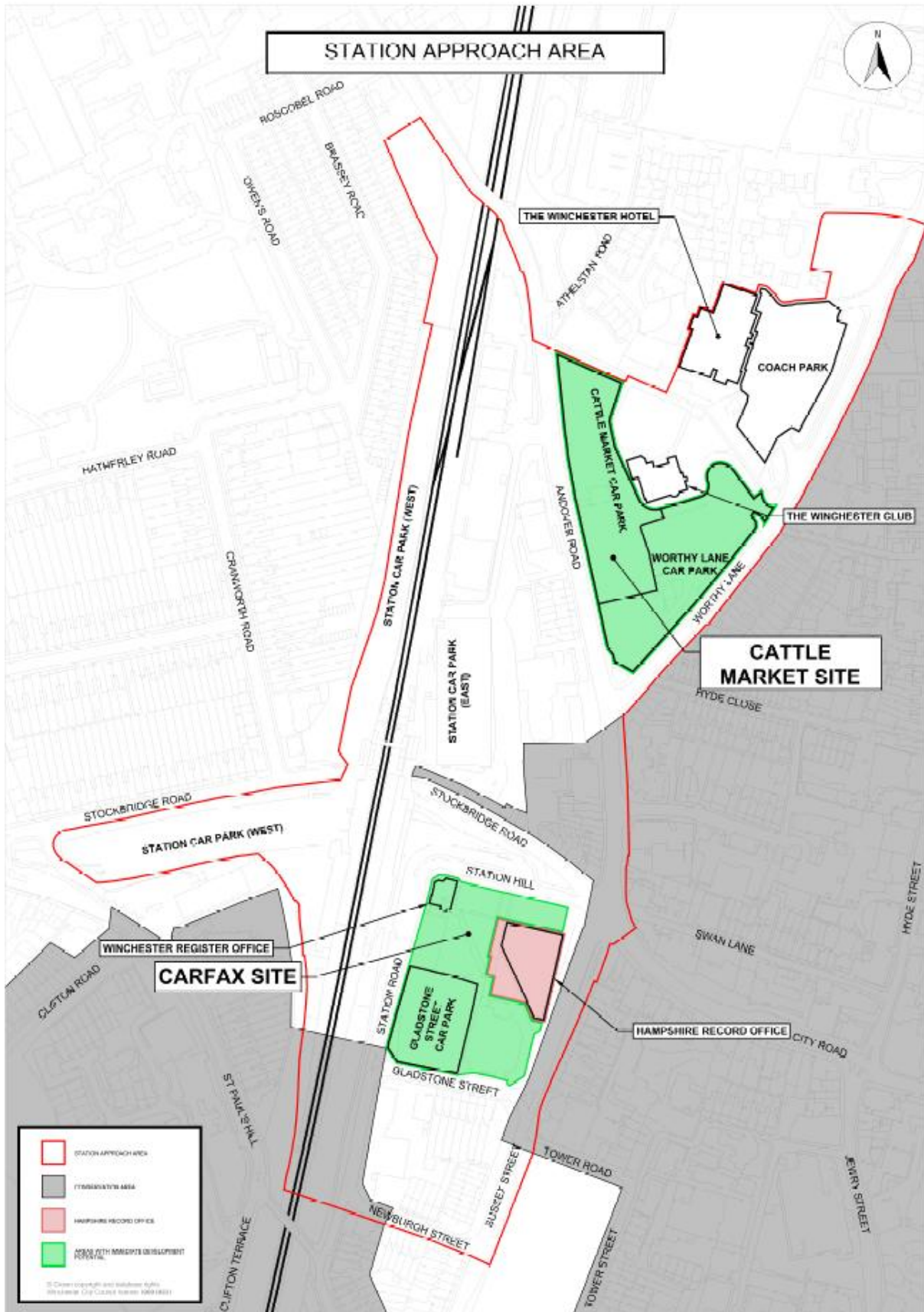
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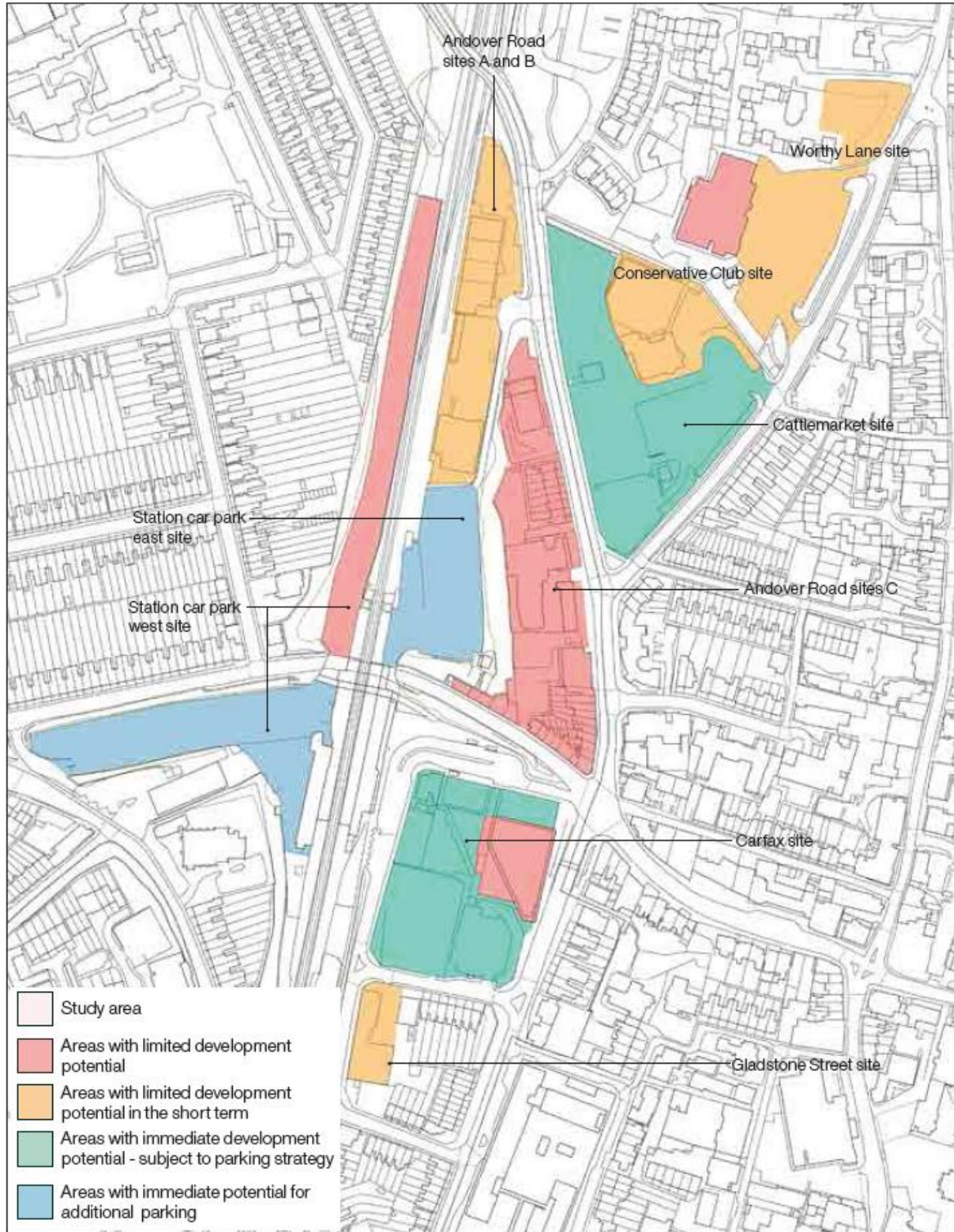
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APPENDIX 1: PLAN IDENTIFYING THE STUDY AREA



APPENDIX 2: PLAN IDENTIFYING SUB-AREAS WITHIN THE STUDY AREA (as defined within the Tibbalds report, September 2014)





APPENDIX 3: DRAFT LOCAL LISTING CRITERIA (as proposed within the Winchester District Local Plan Part 2 – Development Management and Site Allocations Consultation Draft 2014)

<b>Value</b>	<b>Description</b>
Design value	The special design value of a structure in as-built condition including styles, materials, innovative or decorative construction or any other distinctive characteristics for example flint walling or long straw thatch
Group value	Groups of structure with a clear spatial, design or functional relationship, for example, a terrace, planned square or farmstead
Archaeological interest	Designation of above-ground industrial, agricultural or other structures may be appropriate if the evidence base is compelling on a local scale
Designed landscape structures	Structures relating to locally important designed landscapes, parks and gardens, e.g. fountains, memorials, ha-has, tree groups
Landmark status	An asset with strong communal or historical association or high visual impact such that it may be singled out as a landmark within the local scene, e.g. a village pump, stone mounting block or road sign
Rarity	As-built structures which stand out as uncommon in the area but which represent local tradition in terms of local characteristics and distinctiveness
Local distinctiveness	Buildings and structures which can be clearly distinguished by use of local materials, style, use or association with a local industry or activity, e.g. watercress beds
Evidential value	The special interest of a local heritage asset may be enhanced by a significant contemporary or written record, e.g. referenced in 'Rural Rides' by William Cobbett or a Hampshire paper
Historic association	The value of a local heritage asset may be enhanced by links to important figures or events, e.g. post-Boer War horse troughs
Social and communal value	Important local places which are a source of local identity, distinctiveness, social interaction and understanding, contributing to the collective memory of a place, such as a stile or footbridge to a school

Notes:

1. The shaded values are weighted higher than those not shaded. In numerical terms the shaded values score 3 whilst the unshaded values score 1.
2. In order to be considered for local listing, a candidate should score at least 2 value areas, one of which should be in the shaded zone. This is to ensure that the building or structure has a tangible physical attribute in its own right to qualify for local listing, rather than simply an association.

APPENDIX 4: ASSESSMENT OF CANDIDATES FOR LOCAL LISTING

**Railway station**



Description: Two-storey four-bay building with single-storey ranges to either side. The building displays characteristics typical of the mid-19th century, including multi-pane sash windows, a hipped slate roof with deeply projecting eaves and a stucco finish. It occupies a prominent position at the top of Station Hill.

Value	Description
Landmark status	Displays strong communal and historical association and high visual impact such that it may be singled out as a landmark within the local scene
Historic Association	The building was designed in 1838/9 by Sir William Tite, architect of many early railway stations including on the London and Southwest Railway - Eastleigh, Southampton, Fareham and Gosport (this last one being Grade II listed) – and others nationwide. He also designed the Royal Exchange in the City of London.
Social and communal value	A source of local identity, distinctiveness, social interaction and understanding, contributing to the collective memory of a place

**Winchester Register Office**



Description: Two-storey mid-19th century former Railway Refreshment Inn designed in the Italianate villa style with hipped slate roof with projecting eaves and stucco finish with rustication. Retains its vertical sliding sash windows with marginal glazing.

<b>Value</b>	<b>Description</b>
Social and communal value	A source of local identity, distinctiveness, social interaction and understanding, contributing to the collective memory of a place

**The Conservative Club (The Winchester Club)**



Description: Single and two-storey former mid-19<sup>th</sup> century house (former Highfield Lodge) designed in the Italianate villa style with hipped slate roof with projecting eaves and painted brick.

Value	Description
Social and communal value	A source of local identity, distinctiveness, social interaction and understanding, contributing to the collective memory of a place



**Red Brick Building to the South of The Conservative Club**



Description: 1930s two-storey red brick former public convenience block for the Cattle Market. Good brickwork.

Value	Description
Social and communal value	A source of local identity, distinctiveness, social interaction and understanding, contributing to the collective memory of a place

**Terrace of Eight Houses on the West Side of Andover Road**



Description: Terrace of two-storey mid-late 19<sup>th</sup> century houses, some retaining their original vertical sliding sash windows and stucco door surrounds. Modestly scaled single-fronted painted brick houses cottages in two groups, one stepped higher than the other reflecting the topography of the road.

Value	Description
Group value	Good cohesive terrace with front gardens, brick boundary walls and railings
Social and communal value	A source of local identity, distinctiveness, social interaction and understanding, contributing to the collective memory of a place