



Appeal Decision

Site visit made on 9 November 2023

by Jonathon Parsons MSc BSc DipTP Cert(Urb) MRTPI

an Inspector appointed by the Secretary of State

Decision date: 1st February 2024

Appeal Ref: APP/L1765/W/22/3309950
3 King Alfred Place, Winchester SO23 7DF

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Martin Johnston against the decision of Winchester City Council.
 - The application Ref 19/02225/FUL, dated 9 October 2019, was refused by notice dated 16 June 2022.
 - The development proposed is the demolition of an existing 2 storey detached property; the construction of 2 storey replacement dwelling with associated landscaping.
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Decision

1. The appeal is dismissed.

Main Issue

2. The main issues are the effects of the proposal on;
 - the character or appearance of the Winchester Conservation Area;
 - the setting of designated heritage assets, the Grade I listed Hyde Abbey Gateway and Cart Shed, the Hyde Abbey Gateway Scheduled Monument (SM) and the Grade II* listed St Bartholomew's Church.

Reasons

Heritage assets

3. The appeal site comprises a one and half storey dwelling, with detached garage on a triangular plot, which lies at the corner of Saxon Road and King Alfred Place. The site fronts onto Victorian terraced housing on Saxon Road and backs onto the flank of further Victorian terraced housing off King Alfred Place. To the rear, the terraced dwellings are sited well back from King Alfred Place behind long front gardens. The site's north side faces onto Bede's Court, a 20th century flat development, on Saxon Road whilst the remaining site's south side, faces onto the end flank of another Victorian terrace on the opposite side of King Alfred Place.
4. The listed Hyde Abbey Gateway and Cart Shed buildings, and associated Scheduled Monument (SM) lie diagonally across from the appeal site. The listed St Bartholomew's Church is positioned in between the housing on King Alfred Place/Saxon Road and the site, and is sited opposite the other designated heritage assets. Both the appeal site and heritage assets lie within the Hyde area of the Winchester Conservation Area.

5. The Gateway and Cart Shed were part of the former Hyde Abbey, a Benedictine monastery, that disappeared following the dissolution of monasteries under the Reformation. The former Abbey was surrounded by a precinct wall enclosing a forecourt, inner courtyard, and main monastic compound. The Gateway and Shed (list entry numbers 1095419 and 1296399) date to the 14th and 12th century respectively and were within the inner courtyard of the Abbey. They form a group with other listed buildings in King Alfred Place.
6. The Gateway is constructed with flint, stone dressings, and a tiled roof. It has a large four-centred carriage arch, a smaller one for foot passengers and open braced queenpost roof. The Shed is constructed with rubble walls and tiled roof. The Hyde Abbey Gateway SM (list entry number 1001939) covers much of the footprint of the listed Gateway and Shed. The age, medieval construction, ecclesiastical form of the Gateway and Shed, their connections with the former Abbey and SM's archaeological values are important qualities. Such qualities inform an understanding of the growth of the city and contribute to the significance of these designated heritage assets.
7. The former Abbey would have been a focus for the community and surroundings area and travellers, including pilgrims, would have passed through the Gateway into the inner courtyard and service area where the brewhouse, bakery, stables, mill, etc would have been located. Although the exact purpose of the Cart Shed is not before me, it would have also been focus of activity given its attachment to the Gateway. Many of the former Abbey areas have been developed with 19th and 20th century housing, including the appeal site and thus, the contribution of these areas, beyond the immediate confines of these designated heritage assets, to setting is limited.
8. The Grade II* listed St Bartholomew's Church (list entry number 1350689) dates to the time of the Abbey although the tower was built in 1541 using Abbey stones. It was built to serve the tenants and lay officials of the Abbey. The chancel was rebuilt and the rest of the church was restored in the 19th century. It has landscaped grounds to the front and rear, the latter backing onto Hyde Church Path and would have a focus for the local community. Appreciation of the asset is derived from its immediate surroundings, including grounds, and wider setting is more limited, due to the dense developed context of 19th and 20th century housing, although the tower is visible over a wider area due to its scale.
9. Within the Conservation Area, Hyde is a largely residential area but with significant older ecclesiastical buildings and places. It originally dated back to Roman times, developed during Medieval times with the founding of the Abbey, and during the 19th and 20th century, when housing was built within the former areas of the Abbey. Under the Hyde Conservation Area Project Appraisal (CAPA) 2003, the housing is indicated to feature generous standardised road and path layouts characteristic of Victorian/Edwardian grand suburbs. Within this part of the Conservation Area, the CAPA indicates subtle changes in architectural treatments and the use of materials, which help define streets, their patterns and hierarchy.
10. Defining qualities are 2-3 building storey scale, brick and tiled roof construction, articulation and architectural detailing. The latter includes well-defined fenestration, including timber sash windows, and door entrances that are regularly spaced, domestic sized, ordered and recessed within featured

surrounds, including cills and lintels. By reason of the closeness of built frontages and prominent walls, there is also an intimate character to the Conservation Area. The differing phases and ages of this traditional housing, associated building typologies, materials and detailing, ecclesiastical buildings and places, are overriding attractive qualities. Along with the value and importance of the ecclesiastical buildings and places, such features and qualities contribute to the significance and special interest of the Conservation Area as a whole.

Effects of the proposal

11. The dwelling's design would be contemporary, comprising two irregularly shaped built forms, reflecting its plot's triangular shape, which would be connected by a glazed link, stepped back and lower in height. The two built forms would be constructed with red brick and a green flat roof. The ground floor brick would be bonded in a 'Flemish' manner with projecting headers that would create a textured appearance. Recessed glazed openings would comprise dark coloured aluminium frames. Windows and the upper floor of the link would have black timber screens reflecting the upper floor cladding of neighbouring Bede's Court. A hedge would be planted along the Saxon Road frontage behind a low brick wall.
12. The width of the individual built forms and glazed link has been designed to reflect those of the terrace residential units opposite on Saxon Road. The dwelling's flat roof height would be lower than the pitched roof ridges of the neighbouring housing. However, the bricked face of the dwelling would project upwards considerably, with the top of the flat roof above the eaves of the neighbouring dwellings. Although the ground floor has textured brickwork, each of the bricked forms has little physical articulation to break up bulk and mass, and expanses of brickwork. Even the link has extensive glazed areas. Such features would give rise to an imposing and dominant development given its proximity to highways. In contrast, the façade of the Saxon Road Victorian housing is more articulated given bay projections and greater extent of openings.
13. For the Victorian Saxon Road façade, an analysis shows different individual housing types but nevertheless, shows each housing type has consistency in window size, hierarchy and spacing. A striking feature is the vertical alignment of openings between ground and first floors, regularity in the spacing of openings, order with larger openings servicing principal rooms. Whilst other surrounding Victorian dwellings in King Alfred Place lack bays, they similarly exhibit regularity in opening spacing, sizes and design.
14. In contrast, the proposed façade fenestration and entrance features would be noticeably larger, with the first floor openings having a striking vertical depth whilst the ground floor windows would be markedly wider. The ground floor windows would also be greater in width than the first floor windows above and poorly aligned between floors. The analysis indicates the larger ground floor windows to be similar in size to the individual house bay windows on Saxon Road but they are an amalgamation of the bay windows opposite, comprising a main central window and two smaller side windows. By their nature, the first floor recessed bricked up panels would also not relate to the glazed openings on the Saxon Road façade opposite. On the south elevation, the windows would also appear large, especially those at first floor, even with the timber

screens. For these reasons, the proposed openings would be visually incoherent and together with the lack of built articulation, fail to replicate the architectural rhythm of the surrounding historic housing. Given their size, the openings would also highlight and emphasise the unsympathetic scale, bulk and mass of the new dwelling within the street.

15. There are flat roofed extensions at 3 Ivanhoe Terrace, on Hyde Abbey Road, 47 Monks Road, 10 Monks Road, 4-8 King Alfred Place and 2 Nuns Road. They are through not common or defining features of the Conservation Area and due to their contrasting effects on host buildings do not contribute to significance and special interest. Contemporary design incorporating flat roofs can be acceptable provided they are sensitively related to context as indicated by the guidance of the Council's High Quality Places Supplementary Planning Document 2005. The Council officers also recommended planning permission for the proposal on design grounds. There are design constraints on the site, including the need to raise floor levels to alleviate flood risk. However, in this instance, the scale, bulk, massing and design of the scheme would be harmful to the character and appearance of the Conservation Area, as a whole, in conflict with 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990.
16. The degree of harm to the significance of the Conservation Area, as a designated asset, would, in terms of the National Planning Policy Framework (the Framework), be less than substantial. In accordance with paragraph 208 of the Framework, the harm should be weighed against the public benefits of the proposal, including securing the optimum viable use.
17. For the setting of the listed Abbey Gateway, Shed and SM, there would be intervisibility with the new dwelling. In relation to St Bartholomew's Church, the tower would be visible in relation to the appeal site. Setting is derived from factors other than solely visibility. Nevertheless, the dwelling identifies itself as a residential in nature, being constructed with brick rather than stone and flint, to marry in with the predominant housing facing material within the area. Despite its bulk, massing, scale and design, it would not compete in physical terms with these heritage assets due to its location within an established residential area, separation from and far greater prominence of these heritage assets, and use of brick. For all these reasons, the understanding of these assets and their setting would not be adversely affected by the proposed development.

Heritage and planning balance

18. The dwelling would be sustainably constructed and designed to reduce harmful greenhouse emissions. It would use carbon neutral measures utilising insulation and energy performance technology, including mechanical ventilation heat recovery, air source heat pumps, as well as passive energy layout measures. Hedges and gardens would be planted to enhance biodiversity. The existing dwelling is poorly laid out and provided. It would be replaced with a modern family dwelling meeting today's living needs and expectations. Together with sustainable nature of the dwelling's design, there would be a quality improvement in the Council's housing stock. However, such public benefits would not be overriding given the replacement dwelling nature of the proposal.

19. The site is located within an area of high archaeological interest potential and therefore, if an investigative survey and assessment was carried out, there is a high probability of a discovery of great importance relating to the knowledge of the Abbey and its environs. Nevertheless, there would be harm to the character and appearance of the Conservation Area for which considerable importance and weight has to be attached. As such, the benefits would not be sufficient to outweigh the less than substantial harm and conflict arises with the historic environment policies of the Framework. This conflict would provide a clear reason for refusal.
20. The development would result in conflict with Policies DM16, DM17 and DM29 of the Winchester District Local Plan Part 2 Development Management and Site Allocations 2017, which amongst other matters, requires development to respond positively to the character, appearance and variety of the local environment, in terms of its design, scale and layout, its impact, and conserve or enhance the conservation, appearance or special architectural or historic interest of the area. There would be conflict with the development plan taken as a whole. There are no material considerations to indicate that the planning appeal be determined other than in accordance with the development plan and refused planning permission.

Conclusion

21. For all these reasons given above and having regard to all other matters raised, I conclude that the appeal should be dismissed.

Jonathon Parsons

INSPECTOR