

ARCHAEOLOGICAL STRATEGY DOCUMENT

PORTSMOUTH

1.0 Introduction

- 1.1 Historic towns have long been a focus of settlement and community in the landscape. This continuity of urban settlement indicates both the benefits of urban living in terms of quality of life and economic advantage, and that these towns in particular are stable, adaptable and well connected. They are the product of change necessary to meet the needs of successive generations. The archaeological evidence that accumulates within the town illustrates the social, economic, religious, technological and political change through time, not only in that community but locally, regionally and nationally. This archaeological evidence is buried, with artefacts and features such as wall footings, pits, wells and post holes, but is also within the fabric of the historic building and in the patterns of the streets and the layout of the property plots.
- 1.2 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 quality of the urban environment can rely heavily on the historic and cultural attributes of the town. A sustainable future for these settlements and communities must integrate the past with the future.
- 1.3 In addition to the statutory protection afforded by listing and scheduling, the development of government policy for the archaeological and the historic environment has contributed to a change in attitudes towards the preservation, assessment and evaluation of both the buried and standing archaeological resource by local authorities. This is particularly the case in the larger historic towns and cities, like Southampton and Winchester. Government advice in PPG 15 and 16 has highlighted the desirability of preserving historic and archaeological remains, in particular presuming a case for the preservation of nationally important remains (PPG 16 para 8). 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). There is a necessity to consider the impact of a development on archaeological remains and PPG 16 emphasises the importance of informed decision making. Where preservation is not merited or justified it is clear that it is reasonable for the planning authority to satisfy itself that the developer has made appropriate and satisfactory provision for the excavation and recording of remains (PPG 16 para 25). During such considerations the Sites and Monuments Record and the Assessment accompanying this strategy have a role, but in some circumstances the planning authority may require additional archaeological information from the applicant prior to the determination of the application (PPG 16 paras 21 and 22).
- 1.4 Although an archaeological survey of Hampshire's smaller market towns was produced in 1976, it has become clear in recent years that there is still a lack of archaeological understanding of the origins and development of the majority of Hampshire's historic towns. This has meant that the protection and management of the archaeological and historical resource in these towns has been insecure. Consequently it has become increasingly important to establish archaeological frameworks and strategies for the smaller historic towns in Hampshire, to protect as appropriate the historic resource, and to ensure it is fully incorporated within the sustainable future of the towns.
- 1.5 Archaeological discoveries have added to the available information on the small-towns of Hampshire creating the subsequent need for management strategies. This in turn has increased the importance of understanding how the basic economic, social and chronological evidence relates to the origins and development of each town. Although the assessment of all available archaeological and historical information will allow the formulation of a set of academically-based research frameworks/priorities (as set out in the Archaeological Assessment Documents), these priorities must be considered to inform future development control decisions and should be able to absorb and adapt to future archaeological discoveries.

- 1.6 Consequently, English Heritage have commissioned an Extensive Urban Survey for Hampshire's historic towns. The survey project has been undertaken through an English Heritage-funded post based in the County Planning Department of Hampshire County Council, with the support and assistance of the County Archaeologist and his staff. The survey provides an up-to-date assessment of the readily available archaeological and historical resource of each selected historic town and consists of three phases: data collection, data assessment and the formulation of a strategy. The results of the data collection and data assessment form the contents of the Archaeological Assessment Document. The Assessment Document presents the archaeology and history of each town, an analysis of the existing town plan, an evaluation of the archaeological potential, the research priorities and the identification of areas of archaeological importance. Areas of archaeological importance, as well as additional site information, are presented both in text and key maps.
- 1.7 The strategy phase of the survey utilises the information presented in the Archaeological Assessment Document and combines it with current government policies and guidance, development plan policies and other local non-statutory policies to provide an enhanced understanding of the likely archaeological implications of development proposals and is for use by the planning authority, developers and the public. Recommended responses and guidance regarding the archaeological and historic environment are then outlined. Key maps accompany this strategy. Naturally a survey of this nature will, on the one hand offer up fresh understanding of the town, and on the other hand raise further questions concerning the origins and development of Hampshire's towns.
- 1.8 It is important to recognise the continuing role of the Sites and Monuments Record, specialist archaeological advice and English Heritage. Whilst the strategy anticipates a range of responses, specialist advice from local authority archaeologists and English Heritage in the light of specific development proposals will be needed to interpret the data, to confirm the importance of the archaeological remains, to judge the significance of the impact and to consider the need for and the benefits of pre-determination evaluation. As new data becomes available in the light of the results of observations, excavations and future research so the understanding of the nature and extent of the historic and archaeological component of the town is likely to evolve. It is inevitable that the interpretation of the strategy will evolve with it.
- 1.9 This Strategy document is in two parts, one which is a general introduction to the Extensive Urban Survey whilst the second part deals specifically with the strategy for Portsmouth. The Appendix includes excerpts from the Hampshire Structure Plan and Local Plans.

2.0 **Areas of Potential Archaeological Importance**

2.1 Introduction

The primary aim of the data collection and data assessment phases of the Historic Towns Survey Project has been to define areas of varying potential archaeological importance in each town. Four area types have been created, each being ascribed a different grade of archaeological potential. A suite of archaeological responses is then proposed for each of the four areas, from which the most appropriate would be recommended for a particular development. Criteria for the four areas of archaeological importance can be found in the Archaeological Assessment Document. As additional archaeological information becomes available and a greater understanding of the nature and significance of the archaeological resource is achieved, it is possible that some areas will be re-assigned to different levels of importance to reflect our changing understanding of the origins and development of the town. Archaeological evaluation will form a particularly significant tool in defining the desirable archaeological response. The provision by the applicant of the results of an archaeological field evaluation may frequently be requested, as outlined by PPG 16 (paragraphs 21 and 22), reflecting the general recognition of the importance of urban archaeological deposits. The archaeological response to an application in any given urban area will reflect the anticipated archaeological response in this document (section 3) as well as any evaluation results, where such a study is appropriate and the results are available.

2.2 Some nationally important archaeological remains are designated as Scheduled Ancient Monuments and as such are protected by the 1979 Ancient Monuments and Archaeological Areas Act. Designation has been primarily directed towards field monuments and built structures. In view of the detailed control afforded by the Act it is not best suited to the management of extensive archaeological remains within populated and evolving urban centres. In the urban context the scheduled element of the archaeological resource is usually discreet and monumental such as a castle, or a town gate. Scheduling has been used in areas of long term open space encompassing well preserved underlying archaeological evidence, or where significant attrition occurs by processes outside planning control. In general, however, there are likely to be nationally important archaeological remains which are not scheduled but rely on recognition of their importance and due weight being given to them within the planning system.

2.3 Areas of Archaeological Importance

(A) *Areas of Nationally Important Archaeological Remains (ANIAR)*

These are areas identified as nationally important archaeological remains, including Scheduled Ancient Monuments, whose location, character and significance have been ably demonstrated. The impact of development on both the setting and the fabric of the monument is a material consideration.

(i) Scheduled Ancient Monuments

Scheduled Ancient Monuments are to be physically preserved in situ. The procedures for the management of Scheduled Ancient Monuments are enshrined in the relevant legislation (Ancient Monuments and Archaeological Areas Act 1979), along with details appertaining to grant aid to owners. Development affecting a Scheduled Ancient Monument will require Scheduled Monument Consent from the Secretary of State for Culture, Media and Sport. Such consent is independent of the planning determination, and might not be forthcoming. English Heritage are the archaeological advisors to the Secretary of State and the advice and opinion of English Heritage should be sought by the planning authority for any application affecting a Scheduled Ancient Monument, prior to determination.

(ii) Other Nationally Important Archaeological Remains

As stated in the Government's archaeological guidance within the planning system (PPG 16), the management of other nationally important archaeological remains are to be considered within the remit given to local planning authorities and the development control process. Consequently serious consideration must be given to the physical preservation in situ of nationally important remains. The criteria used to assess "national importance" are set out in Annex 4 of PPG 16. Although some historic buildings are also Scheduled Ancient Monuments, most are listed rather than scheduled and are often of archaeological importance, a fact recognised by PPG 15 (paragraph 2.15). Important archaeological remains are often incorporated into surviving buildings or structures. The preservation of those remains should be fully considered in the same manner as those nationally important below-ground archaeological remains, as indeed should the archaeological recording of standing remains which cannot be preserved.

(B) *Areas of High Archaeological Importance (AHAI)*

These are areas that have the potential to contain archaeological remains, buried and standing, whose importance, location and character can be inferred through observation, research and interpretation. These remains may merit physical preservation in situ. Where preservation is not justified appropriate archaeological investigation and recording would be a requirement in advance of development.

Because of ongoing archaeological and historical research or evaluation results, AHAI's may be re-assessed and consequently considered of national importance or even for scheduling, in which case policies and procedures as laid down for (A) above should be followed. Equally, additional information might demonstrate a lower archaeological importance than currently anticipated.

(C) *Archaeologically Important Areas (AIA)*

These are areas that have the potential to contain archaeological remains which may provide moderate levels of archaeological information. Whilst in some cases physical preservation is possible, it is most likely that the archaeological response would be one of appropriate investigation and recording, unless the developer wishes to achieve the preservation of the site.

(D) *Areas of Limited Archaeological Importance (ALAI)*

Areas considered to have the potential to include archaeological remains of a character unlikely to provide significant information or archaeological remains whose integrity or density has been compromised by previous development. These remains may require appropriate observation and recording if threatened by future development.

3.0 **Archaeological Responses to Development**

3.1 Important archaeological remains in an historic urban environment can be anticipated and consequently current Government policies for the management of archaeological remains within the planning process are set out in PPG 16. In summary, the PPG requires that the most important archaeological remains should be preserved in situ and that, when preservation is not possible, or justified, those archaeological remains adversely affected should be adequately investigated and recorded before and/or during development (such archaeological mitigation may include survey, excavation, recording, post excavation research, preparation and publication of a report). It also states that if early discussions with local planning authorities and consultation of the Sites and Monuments Record (SMR) indicate the possible presence of important archaeological remains, it is reasonable for the planning authority to request developers to undertake an archaeological evaluation of the proposed development site, before any decision is made on the planning application (PPG 16 paragraphs 21 and 22). Such an evaluation would aim to provide the additional archaeological evidence necessary to ensure that the full archaeological implications of the development can be properly considered prior to any irreversible decision being made.

3.2 In view of the recognised archaeological importance of complex urban deposits, the need for evaluation might frequently be anticipated. However the assessment of the need for an evaluation can only be taken in the light of the nature of the development and its location and extent, and so no 'Areas of Evaluation' have been incorporated into this document. The results of the evaluation might well clarify that the level of archaeological importance of any given site is different from that anticipated in this document. For this reason the results of evaluation should be available prior to the determination of the application so that the full impact of the development on archaeological remains can be properly considered.

3.3 The advice given in PPG 15 and PPG 16 and subsequently adopted within Hampshire's structure and local plan policies, means that there are a number of archaeological options or responses to development proposals. These include:

- (1) Refusal of planning permission in order to ensure the physical preservation of the remains (which may be above or below ground) and their setting. Where possible the planning authority should consider the longer term management of these resources.
- (2) A re-design of the development proposal in order to demonstrably secure preservation. Redesign of the proposal may include an engineering solution or amendments to the layout to achieve preservation. If such a response results in the physical preservation of important archaeological remains the local planning authority should ensure the physical management of those remains within the development. This could be achieved, for example, by a management plan sponsored by the local authority, the site owner/developer and local amenity societies.
- (3) Allowing development to proceed, subject to satisfactory arrangements for archaeological investigation and recording, including standing buildings, before development commences, secured by an archaeological condition.

- (4) Allowing development to proceed, subject to satisfactory arrangements for archaeological observation and recording, including standing buildings, while development is taking place, secured by an archaeological condition.
 - (5) Allowing development to proceed, with no archaeological requirement.
- 3.4 These responses provide a flexible framework for the consideration of individual development proposals which affect archaeological remains. Within individual developments more than one response might be necessary reflecting variations of archaeology or the nature of development across the site. They will assist both developers and planners in the preparation and determination of planning applications.
- 3.5 In addition to the preservation of the more important archaeological remains, there may be a good case for their promotion and preservation through, for example, interpretation panels or printed leaflets, and their use as an educational resource or as an amenity for the town's inhabitants and visitors. This should provide a better understanding and enjoyment of the town's archaeological and historic heritage and to promote support for the local authority's policies for that heritage. This could be undertaken and sponsored by the site owners, the local authority, schools, local amenity groups or through partnerships between such organisations, and may be particularly welcome where positive policy towards tourism exists.

4.0 **A Strategy for Portsmouth**

- 4.1 The resource of Portsmouth is unique. Whilst the archaeological and historic significance of the city is already reflected in the Portsmouth City Local Plan policies for the management of those resources and is subject to the guidance of advice in PPG 16 and 15, this document provides additional guidance for Portsmouth.
- 4.2 Although the Portsmouth City Local Plan has been adopted containing policies for the urban historic environment, this strategy may be taken as additional material consideration in the development control process, introducing further guidance for the preservation and management of Portsmouth's archaeological and historic heritage. It has been compiled in light of the Government's advice considering archaeological remains and the historic environment within the planning process (PPG 15 and 16) and relevant policies in the Hampshire County Structure Plan and the Portsmouth City Local Plan. Consequently this strategy could be considered for adoption by the local planning authority as planning guidance (as defined in PPG 12 3.18-3.19) to supplement the policies of the Local Plan.
- 4.3 The strategy develops the information presented in the Archaeological Assessment Document for Portsmouth, in particular the identified areas of archaeological importance. Appropriate archaeological responses have been formulated for consideration by the City Council in anticipation of development proposals, although detailed advice should be sought in the light of development details. These responses can inform the management of the archaeological resource, and provide the controls and guidance which the City Council should use when considering planning applications. The strategy may also promote changes in current and proposed Conservation Area designations, the establishment of town trails as well as other local amenity and/or educational proposals for the interpretation and enhancement of Portsmouth's historic environment.

5.0 **Historic Portsmouth**

- 5.1 This section is a summary of the more detailed accounts of the archaeology, history, topography and architecture of Portsmouth to be found in the Archaeological Assessment Document that accompanies this strategy.
- 5.2 Portsmouth City lies at the extreme south-west of Portsea Island. Portsea Island is set between Portsmouth Harbour to the west and Langstone Harbour to the east. The town is on alluvial gravels.
- 5.3 Palaeolithic material has been found on Portsea Island, and Neolithic and Bronze Age material was recovered from the area. Iron Age coins have also been found, possibly indicating some form of occupation, but the exact location is not known.
- 5.4 It is possible that Portsmouth Harbour was used as a port in the Roman period, but on present evidence this is likely to have been in the north of the harbour near the Roman fort at Portchester. Roman coins have been found at Portsmouth, but no definitive evidence of settlement has been recovered. Occupation of Portchester Castle continued in the Saxon period, but there is no evidence of Saxon settlement at Portsmouth.
- 5.5 At the time of Domesday Book there were three small manors on Portsea Island; Buckland, Copnor and Fratton. By the late twelfth century there was a settlement at the extreme south-west end of the island where a chapel was founded. This settlement developed into the town of Portsmouth, assisted by the granting of a Borough Charter by Richard I in 1194. There was a royal residence in the new town, and Portsmouth became an important embarkation point for the continent, for royalty, armies, pilgrims and merchants.
- 5.6 During the medieval period the town was subjected to several attacks by the French, and also by the Barons of the Cinque Ports of Sussex and Kent. These attacks led to the provision of defences for the town.

- 5.7 The origins of Portsmouth's fame as a naval town developed from Henry VH's order to construct a dry dock in the late fifteenth century. The site of the dock became the nucleus for the subsequent dockyard development. The increased military significance of the town led to further improvements to the defences of the town and the dockyard, particularly in the seventeenth century with defences designed by Sir Bernard de Gomme. Further improvements were made in the eighteenth and nineteenth centuries.
- 5.8 Portsmouth was subjected to heavy bombing during World War II which destroyed large areas of the historic town. Modern day Portsmouth now occupies most of Portsea Island, with the main commercial centre no longer within the historic core, but located some distance to the north.

6.0 **Planning History**

Development Plans

- 6.1 The Portsmouth City Local Plan was adopted in December 1995. The plan guides development in the city for the period up to 2001. Technical work on the review which has an end date of 2011 has commenced, the draft deposit plan is expected to be approved early in 2000.
- 6.2 The policies and supporting statements for the management of the archaeological and historical environment in both the Hampshire County Structure Plan (Review) and the Portsmouth City Local Plan (as detailed in the Appendix) have the same core understanding that archaeological remains, whether above or below ground, and their settings are a finite and non-renewable resource that should not be needlessly or thoughtlessly destroyed or damaged. Both plans underwrite the fact that whilst a small number of archaeological sites and historic buildings are protected by legislation, the majority rely on Structure Plans, Local Plans and the development control process for their continued protection and management.

Portsmouth Conservation Area (Map A)

- 6.3 The Old Portsmouth Conservation Area principally covers the historic core. Government guidance PPG 15 advises that "the definition of an area's (Conservation Area) special interest should derive from an assessment of the elements that contribute to, or detract from it". These elements can include its historical development and archaeological significance, property boundaries, building materials etc. Consequently where it can be shown that significant archaeological remains survive and whose preservation is of paramount importance, this strategy document may assist the City Council when considering Conservation Area designation.

Recent and Proposed Development (Map B)

- 6.4 Extensive areas of the town were redeveloped in the second half of the twentieth century, principally due to the extensive bomb damage inflicted on Portsmouth during World War II. Most of the re-development has been for housing. The result is pockets of older properties surviving amidst large areas of modern buildings. The post war commercial heart of Portsmouth lies outside the historic core of the city.

7.0 **The Management of Portsmouth's Archaeological Heritage**

- 7.1 The archaeological potential of Portsmouth lies in the importance of the harbour to the development of the city, and the role of the Royal Navy in the economy, industry and character of the town. Where evaluation is an appropriate response additional survey may clarify the archaeological potential prior to the determination of the application.

7.2 Areas of Archaeological Importance (Map C)

As defined in Section 2.0 of this Strategy document, the following areas of archaeological importance have been identified in Portsmouth.

Defences

The location and approximate extent of the defences of the town are shown on map C. The discussion provided is sufficient to describe the impact of the development of the defences on

the historic core of the town. Other than those elements that have already been recognised as being of national importance, the archaeological importance and potential of the defences has not been explored as part of this study. Where a proposed development affects an area of the defences it may be necessary to seek specialist advice.

Areas Comprising Nationally Important Archaeological Remains

<u>Location</u>	The seaward defences (Area 1) including the Round Tower and the Saluting Platform (Hants 261). The adjacent Flanking Battery (Area 2) which is not scheduled but is of national importance. Longcurtain, Kings Bastion and Spur Redoubt (Area 3) (SAM 20208). Landport Gate (Area 4) (Hants 140). Royal Garrison Church and the adjacent area (Area 5), the church being scheduled (Hants 138) and the adjacent related area being unscheduled but likely to be of national importance.
<u>Potential</u>	<p>The seaward defences, Area 1, incorporate the remains of many phases of defences of the dockyard and town, from the fifteenth century to the Second World War. The national importance of these remains is reflected in their scheduled status. The Flanking Battery, which is adjacent (Area 2), was originally part of the de Gomme defences. Although not scheduled its national importance is reflected in its Grade I listed status.</p> <p>Area 3, The Long Curtain, King's Bastion and Spur Redoubt are the last remnants of the de Gomme defensive system that defended the town from landward attack. Their national importance is reflected in their scheduled status.</p> <p>The Landport Gate, Area 4, is the only town gate surviving in situ. It was the inner gate through the defences during the late seventeenth and eighteenth centuries and is an important structure in understanding the development of the town layout. Its national importance is reflected in its scheduled status.</p> <p>The Garrison Church, Area 5, is a scheduled monument. It is the only surviving structure of the Domus Dei, the hospital of St John and St Nicholas founded in the thirteenth century. The area surrounding this surviving structure contains the evidence for the associated buildings which were pulled down in the last century and for the graveyard. Subsequent to the dissolution of the hospital the building was used by the military and included the Governor's residence. The relative rarity of surviving archaeological evidence of medieval hospitals, and the status of the Governor's residence make it likely that these remains are of national importance, although they are not scheduled.</p>
<u>Response</u>	No development should be allowed which would have an adverse impact on these remains and their setting and they should be preserved in situ. The non-scheduled part of Area 5 may require evaluation to confirm its national importance before any irreversible decision, but the likelihood of national importance being demonstrated should be borne in mind.

Areas of High Archaeological Importance

<u>Location:</u>	The Cathedral and adjacent graveyard (Area 6). The site of the royal residence (Area 7). Relatively undeveloped properties dispersed along the principal historic streets (Area 8). The Quay (Area 9).
<u>Potential:</u>	The Cathedral of St Thomas, Area 6, contains elements of the twelfth-century chapel from which the site has developed. Although initially burial took place at the mother church, burial rights were granted soon after the foundation of the chapel. This area is likely to contain archaeological evidence relating to the establishment of the chapel to St Thomas a Becket in the twelfth century, and for subsequent ecclesiastical structures. The churchyard is likely to contain burials from the early medieval period onwards. These might shed light on the health, diet and lives of past populations of Portsmouth.

The south-western end of Area 6 includes land that was formerly a street with a street frontage. Archaeological evidence of the street and buildings, as well as possibly cellars and rubbish pits may be encountered. Given its location these may include evidence for the earliest origins and development of Portsmouth. Associated evidence may inform our understanding of the trades and industries of the town, and the relationship between this economy and the development of the port and dockyard.

Area 7 is at the north-eastern end of High Street on its southern side and is believed to be the site of the royal residence built by Richard I soon after the foundation of the borough. The hall would have stood within a ditched enclosure. Archaeological remains might reveal the exact location and extent of the site, and its scale and character. Evidence at the site will shed light on the nature of the use of the building by royalty and their entourage and the nature of their lives and lifestyles. Archaeological artefacts recovered might show the extent to which local traders supplied the site and how far they consumed material from a wider environment, and in general into the relationship between the town and the royal entourage. It may be possible to determine if the occupation and repair of the site reflects periods of military activity associated with embarkation.

Although Portsmouth suffered heavily from bomb damage during the Second World War and was much altered by development afterwards some areas exist along the principle historic streets where there is a greater potential for important archaeological remains to survive. Although dispersed these are described as Area 8. In some cases these plots are associated with surviving historic buildings which might contain archaeological information in their own right. Archaeological evidence which survives at these sites will inform our understanding of the origins and development of the town, the rate and character of that development, and its potential relationship to the development of the port and dockyard. Evidence for the lives, lifestyles and fortunes of the population, their economy and industry will be encountered. The earliest maps show the town as sparingly built up, and reference is made to there being a lower population when the army is not present. It may be possible to show archaeologically whether temporary structures accommodated military personnel at certain times.

The Quay, Area 9, is important to the understanding of the origins and development, economy and national maritime role of the town of Portsmouth. The original line of the Quay may have been closer to Whitehart Road/Gunwharf Road, and the Quay has probably developed out from there creating reclaimed land. This encroachment may have occurred incrementally through time, or in limited episodes reflecting, for instance, the need to accommodate vessels with greater draft. Periods of expansion might be related to episodes in the fortunes of the town, or to military events. The archaeological evidence for the development of the Quay and its relation to the fortunes and development of the town are likely to be found in this area. In certain circumstances it is possible that waterlogged conditions will have preserved important organic material, including timber structural elements of the Quay, and this gives the area an added archaeological potential. In addition evidence for structures, such as warehouses, associated with the operation of the Quay, may be encountered, as well as defences related to the Quay.

Response:

- (1) Archaeological evaluation should be undertaken prior to the determination of any planning application that is likely to have a significant impact.
- (2) Depending on the results of any evaluation there may be a requirement for the preservation of important above or below ground, remains, possibly through a re-design of the development proposals.
- (3) If preservation in situ is not possible or justified then there is likely to be a requirement for full excavation and recording prior to development.

- Note Response (2) may highlight the value of an additional response, which could include a requirement for:
- (a) a management plan/scheme for a particular important archaeological site or historic building to ensure its future preservation;
 - (b) some form of interpretation e.g. appropriate panels, leaflets or part of a town trail, for an important archaeological site/s or historic building/s.
 - (c) developing the site or building as an amenity for the town or as an educational resource.

Archaeologically Important Areas

Location: Parts of the Camber and parts of East Street (Area 10). The site of the medieval chapel of St Mary (Area 11).

Potential: Within Area 10 the Camber provided a safe haven for shipping, and access to the quay. Although land reclamation has altered the nature of this area it is likely to contain archaeological information relating to the development of the quay structures and the land reclamation process. This evidence may shed light onto the nature of the use and development of the Camber, and associated quays, and relate this to the development and fortunes of the town. Waterlogging in some circumstances may have led to the preservation of organic material, including timber structural elements, and possibly fragments of vessels.

Area 10 also includes the site of a defensive moat constructed in the post-medieval period under what is now Broad Street. If encountered, and in the light of the preservation of the archaeological evidence, this may prove to be of greater archaeological importance.

Area 11 is the approximate location of the medieval St Mary's chapel. Little is known about the date of foundation or the scale and character of the building. Archaeological evidence within Area 10 may clarify this. It is noted that the area has been disturbed by modern development, and this is likely to have compromised the survival of archaeological remains. However even these fragmentary remains have some importance due to the limited nature of the evidence that is currently available.

Response: (1) Depending on the scale of development and the potential survival of above and below ground archaeological remains, archaeological evaluation might need to be undertaken prior to the determination of any planning application.

Depending on development details and available archaeological information, including the results of any evaluation there may be:

(2) a requirement for their full excavation and recording prior to development.

OR

(3) a requirement for archaeological observation and recording during development.

Areas of Limited Archaeological Importance

Location: Residual areas within the historic core of Portsmouth (Area 12). The Point (Area 13).

Potential: The residual areas within the historic core of Portsmouth, although dispersed, are described as Area 12. Although these areas have been subject to modern development it is likely that fragmentary archaeological remains survive in places within, between, and

in some cases below, the development. An understanding of the location, scale and survival of these deposits may improve in the light of archaeological work as it takes place. In view of the current limited understanding of the scale and extent of development of Portsmouth through time, even this fragmentary archaeological information may have an important role in describing the development and character of Portsmouth.

The Point, Area 13, appears to be an area of post-medieval expansion. However it is possible that archaeological evidence related to industrial activity that might have preceded housing, or activity relating to any quay in the area, could be encountered.

- Response:
- (1) Occasionally, an archaeological evaluation may need to be undertaken prior to the determination of any planning application especially where a particularly significant impact is anticipated.
 - (2) Depending on available information or the results of any evaluation there may be a requirement for the some further investigation and recording prior to development, although
 - (3) a requirement for archaeological observation and recording during development is more likely.

8.0 **The Future Strategy**

- 8.1 This Strategy document, in line with Government advice laid out in PPG 15 and PPG 16, emphasises the role of the planning system conservation policies in the development plan for the protection of the historic environment, including built and buried elements, and the way in which the components of a town compliment each other to form a townscape. Conservation policies should reflect the quality and interest of urban areas as well as individual structures through the designation of Conservation Areas. The historic layout of Portsmouth and the nature of its component parts reflects its origins, development and character. The designated Conservation Areas throughout the town should reflect the significance of these historic urban elements, as outlined in PPG 15, paragraph 4.2.
- 8.2 It is important to protect this fragile and non-renewable resource for its own sake and for the irreplaceable information about our past which it contains, and its potential for increasing our knowledge and understanding of historic Portsmouth. It is important to manage and present Portsmouth historic environment both to ensure public support for the conservation policies of the Development Plan and to realise the value of the resource to the community for education, recreation and tourism.
- 8.3 The management of the archaeological resource and its presentation to the public must reflect the local nature of the resource, local priorities, the nature of the community and the role of tourism in the local economy. The stewardship of the archaeological resource needs to be seen as a community responsibility, not simply that of central or local Government. Any strategy that might develop should evolve locally. The preservation of the historic resource will rely very heavily on broad support and understanding from the local community. The Assessment and Strategy documents have a clear role in highlighting the potential of Portsmouth in this regard and should contribute fully to the promotion of the resource.
- 8.4 Portsmouth. The presentation of the historic resource provides an amenity, recreational and educational resource for the community, including local schools.

- 8.5 Portsmouth. There are elements of the Portsmouth townscape which may form part of any additional presentation strategy:
1. Portsmouth Museum is an existing facility that already forms a strong focus for the presentation of the town's heritage.
 2. The surviving elements of the Portsmouth defences, their relationship to the town, and the role of the dockyard all provide strong references to the development and historic character and importance of Portsmouth.
 3. The distinctive grid street layout where it survives helps to describe the extent of historic Portsmouth.
 4. The area of the Camber provides a focus for the original maritime role of Portsmouth, with its connections to trade, pilgrims and the embarkation of armies.
- 8.6 There are a number of recognised approaches that can be considered in evolving the future strategy for Portsmouth.
1. Information Leaflet

Cost effective, the content style and format can reflect the principal audience and the quality and print run the available budget. Sponsorship or heritage grants might be available and distribution can be through schools, libraries and tourist offices, and local shops. The leaflet might describe a route or trail, or relate local landmarks to their historic context.
 2. Information Point

Single or multiple information points can graphically and through text highlight the plan of the town. Sponsorship and heritage grants might be available. The effect of a permanent fixture locally and on pedestrian flows as well as the implications of maintenance need to be considered.
 3. Museum Based Display

Displays within the existing local museum incorporating finds, images and text. A resource of this nature has the advantage of being able to include any locally recovered artefacts within a display.
 4. Town Trail

Town trails present information in sequence. The trail might be available by leaflet, information point (or points) and might be associated with a discrete symbol or marker on the pavement or on sign posts. Such trails in towns of particular tourism or education potential might be permanently, temporarily or intermittently associated with guides.
 5. Teachers / Community Packs

Teachers packs including plans, principal locations, interpretations and trails might highlight the availability of the local historic resource for use by local schools and the community.
- 8.7 Raising the profile of Portsmouth's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any further promotion of Portsmouth's heritage should be formulated locally, this document may form an important element of that formulation process.

APPENDIX

Hampshire County Structure Plan 1996 - 2011 (Review)

Urban Hampshire

Policy UB1 Policy UB1 outlines the basic objectives of urban regeneration.

Policy UB1 **"Priority will be given in Local Plans to policies and proposals which achieve urban regeneration by:**
inter alia
(iv) improving the condition and/or setting of buildings of architectural or historic interest;"

The Coast

Policy C7 Concerns development involving the reclamation of land from the sea or intertidal areas.

Policy C7 **"Permission will not be granted for development involving the reclamation of land from the sea or the reclamation, excavation or permanent flooding of intertidal areas of conservation value unless the local authority is satisfied that the proposal:**
inter alia
(ii) would not damage the landscape character or sites of historic, archaeological or nature conservation interest;"

Supporting Statement

Paragraph 305. Reclamation will only be permitted if it can be demonstrated that it has no undesirable effect, is well related to the existing built up area, and is consistent with other policies in the Plan.

Archaeology

Policies E14 Policy E14 refers to the treatment of archaeological sites and monuments.

Policy E14 **"Where nationally important archaeological sites and monuments, whether scheduled or not, and their settings are affected by a proposed development, their will be a presumption in favour of their physical preservation insitu. The need for the preservation of unscheduled sites of more local importance will be considered on merit. Where preservation is not possible then before planning permission is granted, it should be demonstrated that appropriate arrangements have been made for a programme of excavation and recording prior to development taking place."**

Supporting Statement

Paragraph 346. The value, variety and vulnerability of Hampshire's sites and monuments justify the preservation of those most important to the archaeology, history and character of the county.

Paragraph 347. Archaeological sites and monuments and their settings are a finite and non-renewable resource. Care must be taken to ensure that they are not needlessly or thoughtlessly destroyed. Although at present a number of archaeological sites are protected by national legislation the majority rely on the Structure Plan, local plans and the development control process for their continued protection and management as reflected in PPG 16.

Paragraph 348. When considering proposals for development, the local planning authorities will ensure the availability of accurate information on the condition and significance of archaeological sites affected by development proposals. Such information is essential for the decision-making process on planning and land-use issues and for monitoring the effectiveness of the planning process in protecting archaeological sites.

Paragraph 349. The authorities will promote, where practicable, the appropriate management and enhancement of important archaeological sites and monuments and where resources permit, assist owners to maintain them in good condition and to adopt sympathetic land management regimes.

Built Heritage

Policy E16

This policy relates to the conservation of the character of historic settlements.

Policy E16

" Development in accordance with other policies in this Plan will be permitted in and adjacent to historic towns and villages provided that it is compatible with the character of the area and its setting and will not cause demonstrable harm to interests of acknowledged importance. Particular attention will be paid to:

inter alia

(e) the character and appearance of listed buildings and their settings and Conservation Areas which shall be conserved or enhanced;

Supporting Statement

Paragraph 355. Development can have serious implications for the historic built environment and all proposals which impact upon it should be assessed in accordance with the criteria set out in this policy. Additionally, to assess the degree to which further growth is acceptable, certain historic towns may need to be the subject of environmental capacity studies. These studies will assess development and management issues, the quality and character of the settlement and the pressure upon it and make recommendations for future action. Local plans will identify the historic towns requiring such studies. The County Council will co-ordinate the production of agreed guidelines to ensure a consistent county-wide approach.

Policy E17

Policy E17 relates to conserving the character of historic towns and villages.

Policy E17

"Local planning authorities will encourage development which will enhance the character and setting of historic towns and villages and which will:

inter alia

(a) serve to stimulate economic regeneration through the retention and re-use of historic buildings and sites;"

Supporting Statement

Paragraph 356. Conserving the built heritage is assisted by encouraging private investment in the upkeep of older buildings. Local planning authorities will look favourably on proposals which will help to maintain the economic vitality of areas or regenerate those areas that have been in economic decline. Although listed buildings should, ideally, continue in the use for which they were designed this is not always practicable. If the only realistic means of ensuring their retention or maintenance is to change the use of the building the planning authorities should, subject to the provisions of Policy E16, adopt a flexible approach when considering such proposals.

Policy E18 Policy E18 concerns Conservation Areas.

Policy E18 **"Local planning authorities will ensure the protection of the built heritage by:**
inter alia
(i) reviewing the need for additional Conservation Areas and adjusting existing Conservation Area boundaries.
(ii) preparing supplementary planning guidance and proposals for the preservation and enhancement of Conservation Areas;"

Supporting Statement

Paragraph 357. The inclusion of buildings within the lists of buildings of special architectural and historic interest and the designation of Conservation Areas provides the principal means by which the character of historic buildings can be protected. The lists require regular review and updating to take account of new evidence and changing values.

Paragraph 358. The day to day operation of development control provides an important opportunity to ensure that the character of listed buildings and Conservation Areas is retained. Development of buildings of an appropriate design may act as a catalyst to further improve the quality of an area.

Paragraph 359. By contrast, inappropriate development could, eventually, result in the loss of the special interest which led to the Conservation Area designation. Supplementary guidance in the form of design briefs, for example for shop fronts, has a major role to play in promoting and encouraging appropriate design and development in addition to providing support for planning authority decisions.

Portsmouth City Local Plan

Development Control

Policy E1 concerns general principles of development Control.

Policy E1 **"In order to maintain and improve the quality of the built and natural environments, the City Council will,**
(inter alia)
(e) provide for, or require the retention of, all beneficial landscape, wildlife or archaeological features and, where possible, provide additional landscaping which will improve the environmental quality of the area and help to define its identity;"

Policy E2 concerns the quality of new development on its setting.

Policy E2 **"New development should achieve the highest possible quality appropriate to its setting. Proposals, where relevant, should,**
(inter alia)
(c) not be detrimental to the setting and character of buildings, groups of buildings or features of architectural or historic interest."

Urban Heritage

Paragraph 3.28 As the traditional home of the Royal Navy, Portsmouth is recognised nationally and internationally as a City of great historic interest. Its heritage must be conserved by the protection, maintenance and enhancement of buildings, other features and areas which are of particular historic, architectural or archaeological interest. It is this heritage which attracts many of the visitors who contribute so significantly to the prosperity of Portsmouth as a major tourist resort. In turn, it is that prosperity which

generates the private and public investment necessary to conserve and improve historic buildings and spaces.

Policy E18 concerns demolition of listed buildings and demolition of buildings in Conservation Areas.

- Policy E 18** **"(a) The demolition of any listed building will be permitted only in exceptional circumstances including where the building's condition is injurious to public other than buildings, will not safety and/or impractical to repair, renovate or adapt to any reasonably beneficial use.**
- (b) Within Conservation Areas, the demolition of buildings, or removal of structures normally be permitted unless it can be clearly shown that the building or structure is injurious to public safety or that its design and/or character is inappropriate to the Area."**

(Policy E18 sets out in addition conditions to permission granted in respect of (a) and (b) above.)

Policy E19 concerns the impact of development on the setting of heritage features

- Policy E19** **"Any proposal affecting the setting of a listed building, scheduled ancient monument or a building within a Conservation Area should complement and enhance its appearance and character and should be sympathetic in materials, height, form, mass, scale and layout with existing and neighbouring development."**

Policy E20 concerns the impact of changes to heritage features.

- Policy E20** **"Alterations, additions or changes of use to a listed building, scheduled ancient monument or building within a Conservation Area will only be permitted where such proposals:-**
- (i) preserve or enhance its character and setting;**
 - (ii) are appropriate in design, size, scale, materials and colour;**
 - (iii) improve its physical condition; and**
 - (iv) Contribute to its retention whilst retaining its structural integrity."**

Policy E21 regards the setting of heritage features.

- Policy E21** **"The City Council will seek the removal or improvement of any feature which detracts from the quality of a Conservation Area or the setting of a listed building or scheduled ancient monument."**

Policy E24 concerns scheduled ancient monuments

- Policy E24** **"Development that adversely affects scheduled ancient monuments and their settings will not be permitted."**

Paragraph 3.37 The City Council, as Local Planning Authority, has some powers of control over the fabric of ancient monuments, but the main controls are administered by the Department of National Heritage. This is the case even where the authority may own the monument, e.g. Forts Widley and Purbrook. Nevertheless, the City Council recognises the importance of such features as part of Portsmouth's heritage and will continue to ensure that any development in the vicinity of ancient monuments is sympathetic to their setting.

Paragraph 3.38 Planning control can only be exercised over the exterior of buildings. Internal works to listed buildings and ancient monuments are controllable under either the relevant listed building or ancient monument legislation.

Archaeology

Policy E39 concerns archaeology.

Policy E39 **"(a) Where important archaeological sites and monuments, whether scheduled or not, and their settings are affected by a proposed development, their preservation insitu will normally be favoured.**
(b)If there is evidence that there may be archaeological remains whose extent and importance are unknown, developers will normally be required to arrange for an archaeological field assessment to be carried out before the planning application is determined.

Where preservation is not possible or feasible, the City Council will not allow development to take place until satisfactory provision has been made for a programme of archaeological investigation and recording prior to the commencement of the development."

Paragraph 3.63 There has never been any formal policy in Portsmouth to protect archaeological remains and as a result, there is little evidence of the City's early heritage and development. It is important, therefore, to prevent potentially valuable remains and data being destroyed when sites are redeveloped. Properly conducted field assessments will enable informed and reasonable planning decisions to be made.