

ARCHAEOLOGICAL STRATEGY DOCUMENT

BISHOP'S WALTHAM

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 Bishop's Waltham's town strategy. 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 are 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 (PPG16), 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 Bishop's Waltham**

- 4.1 There are three historic towns in the Winchester City Council district within this project - New Alresford, Wickham and Bishop's Waltham. With differing historic origins each town has developed in a different way. The archaeological resource in each case is subsequently unique. Whilst each town's archaeological and historic significance is already reflected in 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 Bishop's Waltham.
- 4.2 Although the 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 Bishop's Waltham'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 Winchester District 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 Winchester District Local Plan.
- 4.3 The Strategy develops the information presented in the Archaeological Assessment Document for Bishop's Waltham, in particular the identified areas of archaeological importance. Appropriate archaeological responses have been formulated for consideration by the local authority 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 local authority 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 Bishop's Waltham's historic environment.

5.0 **Historic Bishop's Waltham**

- 5.1 This section is a summary of the more detailed accounts of the archaeology, history, topography and architecture of Bishop's Waltham to be found in the Archaeological Assessment Document that accompanies this Strategy.
- 5.2 Bishop's Waltham lies fifteen kilometres to the south-east of Winchester on the line of the road that ran between Winchester and the important Bishopric manor of Fareham. The town is sited at the junction between the chalk to the north and the London Clay to the south.
- 5.3 Bronze Age pottery and prehistoric flints have been recovered from fields to the north-west of the town and there are several Bronze Age barrows around Bishops Waltham.
- 5.4 Roman coins and building materials have been found on Vernon Hill to the north of the town, suggesting settlement in this area. The Roman road from Winchester to Chichester lies one kilometre to the west of the town.
- 5.5 Waltham was the site of the monastery where St Willibald was educated in the early eighth century. The monastery served as the minster church to the whole of the Hamble Valley. The location of the monastery is not known but there are suggestions it was on the site of the later bishop's palace.
- 5.6 In the tenth century Waltham, which was a royal manor, was exchanged with the Bishop of Winchester for the manor of Portchester where the King created a *burh* within the walls of the Roman fort. It was recorded that in 1001 the Danes destroyed the manor-house at Waltham. Excavations to the north of the palace revealed evidence for late Saxon buildings, including an aisled hall, but it is not known whether the occupation was part of the Episcopal residence or settlement that grew up outside the palace gate.

- 5.7 Domesday Book recorded a population of one hundred and eighteen, two churches, three mills and a deer park, one of only thirty five recorded in England and the only deer park mentioned in Hampshire.
- 5.8 In the twelfth century King Stephen's brother Henry de Blois, Bishop of Winchester, is said to have built a castle at Waltham which was demolished during the civil war between Stephen and the Empress Matilda. When peace returned Henry built a palace on the site of the castle. During the fourteenth century the palace was altered, especially by Bishops William de Wykeham and Henry Beaufort. The Bishops frequently received royal guests at the palace and the large royal retinue would have had a beneficial economic impact on the town.
- 5.9 There is no surviving record of the grant of a medieval market at Bishops Waltham but it may be that the market was held by ancient right. The first reference to a market in the town dates from the reign of Edward I (1272-1307). An earlier, mid-thirteenth century, custumal recorded one hundred and forty four landholdings in the manor but there is no evidence for the town having borough status. Elizabeth I granted a market charter and the right to hold two fairs in Waltham in 1602 and by the eighteenth century there were four fairs.
- 5.10 There is uncertainty over the development of the plan of the town, which has been described as a grid of nine streets and which is believed to have been planned by the Bishop Henry de Blois. However, it is clear that many of the blocks of properties are the result of encroachment into a large open area. The position of the church also poses problems in understanding the development of the town. It is believed that Bishop Henry relocated the church to its present position when the palace was built, and the original location of the church may have been within the area of the palace complex. In many other late twelfth and early thirteenth-century new towns the church is more clearly related to the town plan but at Bishop's Waltham the church seems to have no planned relationship to the town.
- 5.11 It is suggested that there was a small medieval hamlet focused around the junction of Free Street and Bank Street to the north-west of the centre of the town which was incorporated into the town in the seventeenth century.
- 5.12 During the English Civil War the palace was held against a Parliamentary force but was surrendered in 1644. A few days after the surrender the palace was said to be '*in ashes*'. After the Restoration the bishops lost interest in Waltham and the palace remained a ruin and a source of building materials, and the deer-park was divided and sold to raise money to fund repairs to other bishopric residences. The withdrawal of the bishop's court and the ceasing of royal visits must have had a significant impact on the economy of the town, which then only served as a local market centre to surrounding rural settlements.
- 5.13 Bishopric records indicate that there were brick and tile works at or near Waltham providing materials for the phases of palace construction. In the Post-Medieval period a brick-works stood on the southern side of Coppice Hill. A terracotta works was opened to the west of the town in the mid-nineteenth century leading to the development of the suburb of Newtown. The second of the two companies that set up on the site was successful with its products being used in Buckingham Palace and the Victoria and Albert Museum.

6.0 **Planning History**

Development Plans

- 6.1 The Winchester District Local Plan was adopted in April 1998. The plan guides development in the District up to 2001. Technical work on the Winchester Local Plan Review for the period up to 2011 has commenced and a deposit plan is expected in late 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 District 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.

Bishop's Waltham Conservation Area (Map A)

- 6.3 The Bishop's Waltham Conservation Area was designated in 1985. 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 local authority when considering Conservation Area designation.

Recent and Proposed Development (Map B)

- 6.4 Bishop's Waltham has been subjected to some massive alterations, especially at the southern end of the town where a new road has been driven across the area of the outer court of the Bishop's palace and the rear parts of property plots facing onto the southern side of St George's Square. The new road to the north of the palace divided the larger fishpond into two parts. In the heart of the town approximately half of the property plots between Houchin Street and Basingwell Street have been cleared to make way for a car-park. There have been several small-scale housing developments around the periphery of the historic core of the town, but there has generally not been much modern building development in the town centre. To the west of the town, and beyond the B3035 by-pass which skirts the western edge of the fish-pond, there has been some larger scale housing development.

7.0 The Management of Bishop's Waltham's Archaeological Heritage

- 7.1 The archaeological importance of Bishop's Waltham lies in the relationship between the bishop's palace and the development of the town. Although the two elements are quite clearly linked the nature of their relationship is unclear. The archaeological importance of the areas of the town relate to their potential to resolve issues relating to the development of the town and the influence of the palace. Where evaluation is an appropriate response additional survey may clarify the archaeological potential prior to the determination of an 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 Bishop's Waltham.

Areas comprising Nationally Important Archaeological Remains

<u>Location</u>	The site of the bishop's palace (Area 1) is a Scheduled Monument (Scheduled Ancient Monument Hants 26721). The scheduled area includes the inner court of the palace, the area to the east and south of the palace bounded by a brick wall, the pond to the west of the complex which is a remnant of the bishop's fishpond, the dam which created the Great Pond, and part of the Lower Pond. The Great Pond, to the north of the new road (Area 2) is not scheduled but is of national importance.
<u>Potential</u>	The remains of the bishops palace have the potential to provide valuable information about the high-status occupation within this extensive multi-period site. It is probable that evidence also exists for other structures on the site including the early church and the castle.

Response No development should be allowed which would have an adverse impact on these remains and their setting and they should be preserved *in situ*.

Areas of High Archaeological Importance

Location: The historic core of the town between Bank Street and the palace, excluding the area of the car-park between Basingwell Street and Houchin Street (Area 3). The church and the churchyard (Area 4). The area of properties along both sides of St Peter's Street (Area 5). The area of settlement around the junction of Bank Street, Free Street, Shore Lane and Green Lane (Area 6). The park pale earthwork to the south of the town (Area 7).

Potential: Area 3 will contain archaeological evidence for the origins of the town outside the gates of the palace, and the growth and development of the settlement and the way in which this is reflected in the layout and street pattern of the town. In particular the way in which development has progressed through encroachment onto open space and within an existing town layout is poorly understood and may be clarified. It will include evidence for the lives, diet and health of the inhabitants and for the economy of the town. In particular it may highlight the degree to which the trades and industries practised were reliant on the palace and the visiting royal retinues and so how closely linked the nature and fortunes of the town were to the history of the palace. Within the area there are also surviving late medieval buildings which may contain further information about the periods of expansion and contraction in the town.

Area 4, the church and churchyard will contain burials from the twelfth century, as it has been suggested that the church was built on the site at this time. Although later burials may have disturbed earlier inhumations excavations in other churchyards have shown that burials from earlier periods can survive intact. The site has the potential to produce valuable information regarding the health and status of the population. Evidence may survive on this site for settlement activity pre-dating the church and this may provide valuable information about the growth and development of the town.

Area 5, the area of properties along both sides of St Peter's Street was developed by the fourteenth century and so medieval archaeological deposits may survive in this area, providing important information about the nature and extent of the town as it developed through the medieval period.

Area 6, the area of settlement around the junction of Bank Street, Shore Lane and Green Lane appears to have been a separate focus of settlement from the 'planned' town. There are surviving medieval buildings in this area indicating that the area was developed at that time. Evidence for the date and nature of settlement of this area may be encountered.

Area 7, the park pale earthwork, is a surviving element of the medieval deer park boundary. Deposits may survive in this area indicating the nature of the boundary in the medieval period. Evidence for the date and nature of the construction of the boundary and its period of use also may survive.

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 their full excavation and recording prior to development.

Note

Response (2) may highlight the value of additional action, 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:

Lower Lane, known in the medieval period as North Brook Lane (Area 8). The area to the south of Little Shore Lane (Area 9).

Potential:

Much of Areas 8 and 9 were developed by the late medieval period. The density of medieval settlement here is not known, but it is likely that it was less dense than in the core of the town. A large proportion of the area has been developed within recent years and this is likely to have compromised the degree of survival of any archaeological remains. This area has the potential to provide information about the nature and extent of late-medieval settlement in Bishop's Waltham.

Response:

(1) Depending on the scale of the proposed development and the 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:

The car-park between Basingwell Street and Houchin Street (Area 10).

Potential:

This area, within the core of the town, may have been partially levelled during the construction of the car-park. This may have truncated or destroyed archaeological deposits. However archaeological evidence may survive in deeper cut features such as pits, latrines and wells. This may shed light on the nature of the medieval settlement and its development, including evidence for trades and industries within the town and the lives and lifestyles of the inhabitants.

Response:

(1) Occasionally, an archaeological evaluation may need to be undertaken prior to the determination of any planning application, especially where a 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 PPG15 and PPG16, 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 Bishop's Waltham 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, 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 Bishop's Waltham. It is important to manage and present Bishop's Waltham's 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 Bishop's Waltham in this regard and should contribute fully to the promotion of the resource.
- 8.4 The successful presentation of the archaeological resource to the public will generate interest and promote local heritage. This should involve communicating information to the public about Bishop's Waltham's past inhabitants, the nature of the town throughout its history, the origins and evolution of existing townscape, and any important points of interest and character. Principal places of interest, historic character and quality within Bishop's Waltham should then emerge. The presentation of the historic resource is an opportunity to provide an amenity, recreational and educational resource for the community, including local schools.
- 8.5 There are elements of the Bishop's Waltham townscape which may form elements of any presentation strategy:
1. The palace site is open to the public and a clear focus for the presentation of the heritage of the town whose fortunes will have been closely related to it. The fishponds within the complex should be included in any presentation strategy.
 2. The grid of streets are important in understanding the development of the town adjacent to the palace complex, and they may form an important element to any presentation of the town's heritage.
 3. The church is an historic feature of the town may form an important focus to presenting the town's past.
- 8.6 There are a number of recognised approaches that can be considered in evolving the future strategy for Bishop's Waltham.

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

A display element within an existing local museum incorporating finds, images and text. A resource of this nature would have the advantage of being able to include any locally recovered artefacts within a display. Winchester Museums Service and The Hampshire County Museums Service may be able to offer advice on local museum based displays.
 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 Bishop's Waltham's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Bishop's Waltham's heritage should be formulated locally, this document with the Assessment, may form an important element of that formulation process.

APPENDIX

Hampshire County Structure Plan

Policy C3 Policy C3 relates to the implications of statutory designations, including Scheduled Ancient Monuments.

Policy C3: **“Permission will not normally be granted for development which adversely affects: Landscape, environment, nature conservation or scientific interests in: *inter alia* Scheduled Ancient Monuments”**

Supporting Statement.

These statutory designations highlight areas of special importance at a national level of evaluation, and introduce some additional controls through their own legislation. These areas carry a stronger presumption against damaging development than other designations.

Policy E1 Policy E1 relates to urban regeneration.

Policy E1 **“In order to assist regeneration within the urban areas, planning permission will normally be granted for development which achieves: *inter alia* (iii) improvements to the condition or settings of existing buildings of architectural or historic interest;”**

Policy E4 Policy E4 concerns the conservation of the character of historic settlement.

Policy E4: **“Permission will normally be granted for development which conserves and/or enhances the character of historic towns and villages.”**

Supporting Statement.

Paragraph 66: Policy E4 provides the framework for the improvement and conservation of the built environment, especially those buildings and areas of historic or architectural interest.

Paragraph 67: Tourism can provide the economic stimulus necessary to maintain the historic environment, provided that the development involved is compatible with conservation principles.

Paragraph 68: Local plans will need to outline the measures that can be taken to conserve and/or enhance the historic character of particular areas. Measures which might be considered include:

- (i) promoting the retention, maintenance and continued use of buildings of architectural and historic interest;
- (ii) designating areas for conservation;
- (iii) preparing programmes of enhancement.

Paragraph 69. In addition to development which affects the built environment directly, the indirect impact of development, including transport proposals, on cities, towns and villages must be carefully considered against these and other policies in the Plan.

Policy E5 Policy E5 concerns the treatment of sites, where affected by a proposed development.

Policy E5: “Where nationally important archaeological sites and monuments, whether scheduled or not, and their settings are affected by a proposed development, there will be a presumption in favour of their physical preservation in situ. The need for the preservation of unscheduled sites of more local importance will be considered on merit. Where preservation is not possible then local planning authorities should be satisfied before granting planning permission that appropriate arrangements have been made for a programme of excavation and recording prior to development taking place.”

Supporting Statement.

Paragraph 70: Archaeological remains and their settings are a finite and non-renewable resource. Care must be taken to ensure that they are not needlessly or thoughtlessly destroyed. Only a small number of archaeological sites and monuments 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. Where remains cannot be preserved in situ, then a programme of excavation, recording and publication should be undertaken. In order to ensure that information on all archaeological sites and monuments in Hampshire is available to assist local planning authorities and developers, the County Council will maintain a County Sites and Monuments Record.

Deposit Hampshire County Structure Plan 1996 - 2011 (Review)

Urban Hampshire

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

Policy UB1 “To make the best use of land within urban areas, plans and policies will be promoted which achieve:
inter alia
(iv) improvements to the condition and/or setting of redundant buildings of architectural or historic interest;”

The Coast

Policy C6 Concerns development involving the reclamation of land from the sea or intertidal areas.

Policy C6 “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 378. 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 E13/E14 Policies E13 and E14 refer to the treatment of archaeological sites and monuments.

Policy E13 **“Development will not be permitted where it adversely effects nationally important archaeological sites and monuments, and their settings, whether scheduled or not.”**

Policy E14 **“Where an archaeological site or monument is affected by development there will be a presumption in favour of its physical preservation in situ and continuing management, where appropriate. Where physical preservation in situ is not practical or possible, local planning authorities will seek to ensure that provision is made, in advance of development, for an appropriate level of investigation and recording. Where development might effect land of archaeological potential, the local planning authorities may also require developers to arrange for an archaeological evaluation to be carried out prior to the determination of a planning application.”**

Supporting Statement

Paragraph 421. 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 422. 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; *Archaeology and Planning*.

Paragraph 423. When considering proposals for development, the local planning authorities will ensure the availability of accurate information from the County Sites and Monuments Record 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 424. The County Council 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 conservation or enhancement of 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
(v) the character and appearance of listed buildings and their settings and Conservation Areas;

Supporting Statement

Paragraph 430. 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

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

Supporting Statement

Paragraph 431. 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 432. 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 433. 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 434. 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.

Proposed Modifications

An examination in public was conducted between 29 October and 10 December 1996 to consider selected representations made on the Deposit Hampshire County Structure Plan (Review). The report of the panel appointed by the Secretary of State for the Environment was submitted in March 1997 and published in May of that year. The Panel's recommendations included changes to some of the policies referred to above, in particular the archaeology policies E13 and E14 which the Panel recommended be deleted and replaced by a policy based on Policy E5 of the approved Structure Plan. The three Strategic Planning Authorities: Hampshire County Council, Portsmouth City Council and Southampton City Council have been considering the Panel's recommendations and it is anticipated that proposed modifications will be published in summer 1999.

Winchester District Local Plan

Archaeology

Paragraph 4.3. The District has a rich archaeological heritage, with remains representing a wide variety of features, including landscapes, providing evidence of past land use history. Care needs to be taken to ensure that important features are recognised and not needlessly destroyed.

Paragraph 4.4. It is essential that the presence of archaeological features is known and understood, in order to prevent the possibility of damage resulting from development. Consequently, the City Council maintains a Sites and Monuments Register, which identifies and records all known archaeological sites, monuments and historic buildings and landscape features in the District. This includes both Scheduled Ancient Monuments and non-scheduled sites, to ensure that these are properly considered when development is proposed. Developers are, therefore, advised to inspect this register to establish a site's likely archaeological importance, before considering any detailed proposals. The register is maintained by the Archaeology Section of the City Council's Leisure Department.

Paragraph 4.5. Since only a small proportion of the sites currently identified on the Register enjoy scheduled status (approximately 1.5%), the majority of sites rely for their protection on the careful application of planning policies and appropriate management measures. The procedures required to take account of archaeological features and their settings vary according to their importance, and whether or not archaeological features have already been identified.

Proposal HG.1 Proposal HG.1 concerns the preservation in situ of the most important archaeological sites.

Proposal HG.1 **"Where important archaeological sites, monuments (whether above or below ground) and historic buildings and landscape features, and their settings (as identified and recorded in the Sites and Monuments Register), whether scheduled or not, are affected by development proposals, permission will not normally be granted for development unless the local planning authority is satisfied that, where appropriate, adequate provision has been made for their preservation in situ and ongoing management."**

Paragraph 4.6 Developers will normally be required to preserve or enhance the most important archaeological sites, and their settings. This should be reflected in the design of development proposals. Appropriate arrangements for the future management of archaeological sites should be made to ensure their protection in the longer term.

Proposal HG.2 Proposal HG.2 refers to the requirement for archaeological evaluation.

Proposal HG.2 **"Where there is evidence that archaeological remains may be present on a site, (whether above or below ground), but their extent and importance are unknown, the Local Planning Authority will normally only permit development**

where it is satisfied that an adequate archaeological field evaluation has been undertaken.”

Paragraph 4.7 Where an archaeological field assessment has been carried out any planning applications should include details of the evaluation and its results. In particular, it should show how the proposal would affect any archaeological features and their settings, and how such effects could be satisfactorily accommodated.

Proposal HG.3 Proposal HG.3 deals with the provision for a programme of archaeological recording.

Proposal HG.3 **“Where the preservation of archaeological remains, whether above or below ground, is not possible or feasible, the City Council will not normally permit development to take place unless satisfactory provision has been made for a programme of archaeological investigation and recording before, or during, development and for the subsequent publication of any findings, where appropriate.”**

Paragraph 4.8. Where archaeological investigation and recording provides the most appropriate means of taking account of less important archaeological remains, provision for this may need to be secured using planning obligations. Developers are advised to hold early discussions with the Archaeology Section to establish the archaeological importance of their site, and any possible archaeological implications for their proposed development.

Paragraph 4.9. All work required to take proper account of archaeological features should be carried out at the developers expense. The City Council may refuse permission for developments which do not protect, or make provision for the protection of, archaeological remains.