

ARCHAEOLOGICAL STRATEGY DOCUMENT

PORTCHESTER

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 Portchester'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 Portchester**

- 4.1 There are three historic towns in the Fareham Borough Council Borough within this project - Titchfield, Portchester and Fareham. With differing historic origins each town has developed in 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 Portchester.
- 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 Portchester'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 Fareham Borough 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 Borough Local Plan.
- 4.3 The Strategy develops the information presented in the Archaeological Assessment Document for Portchester, in particular the identified areas of archaeological importance. Appropriate archaeological responses have been formulated for consideration by the Borough 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 Borough 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 Portchester's historic environment.

5.0 **Historic Portchester**

- 5.1 This section is a summary of the more detailed accounts of the archaeology, history, topography and architecture of Portchester to be found in the Archaeological Assessment Document that accompanies this Strategy.
- 5.2 Portchester lies on a small promontory extending into the northern edge of Portsmouth Harbour. The peninsula is relatively flat and stands only a little above sea level. Portchester lies near the main route along the south coast linking Portsmouth and Southampton. Southampton is approximately twenty kilometres to the west and Portsmouth twelve kilometres to the south-east.
- 5.3 The understanding of the archaeology of Portchester is dominated by archaeological information recovered from the castle. This site has been extensively excavated in the second half of the twentieth century, greatly enhancing our ability to understand the influence of the castle on the town of Portchester.
- 5.4 Prehistoric finds have been recovered at several locations around Portchester, from the foreshore of the harbour. Palaeolithic and Mesolithic flints have been recovered on the coast close to the castle.
- 5.5 Portchester was the site of a Roman 'Saxon Shore' fort of the third century AD and it is probable that there was a naval base associated with the fort. The walls of the fort survive virtually intact as they were reused and maintained as the curtain wall for the Norman castle built inside the Roman defences. Archaeological excavation has shown that the site of the fort experienced episodes of military and civilian occupation, separated by periods of abandonment, in the roman period. Evidence for Roman activity beyond the area of the fort is limited to isolated coin finds.

- 5.6 It has been suggested that the abandoned fort was given to Bishop Wilfrid in the late seventh century for use as a mission centre which may explain how the estate came to be in the hands of the church in the early tenth century when it is first mentioned in historical records. There is archaeological evidence for apparently high status Saxon occupation within the Roman defences. These fifth to eleventh-century deposits included evidence for early Saxon sunken feature buildings and substantial timber buildings of seventh to eighth-century date. In 904 King Edward created a *burh*, or defended centre, at Portchester as part of the defences of Wessex against Danish attack.
- 5.7 Domesday Book recorded two manors at Portchester. One held by the king and a larger estate held by William Mauditt that had formerly been three manors. The size of the recorded manor would indicate that Portchester was a small, non-urban community at that date.
- 5.8 The walls of the Roman fort became the walls of a castle outer bailey in the late eleventh century. It has been suggested that it was during the twelfth century that the village began to grow up in its present form, outside the castle walls. Richard II made improvements the castle's accommodation, although it was virtually abandoned after 1399.
- 5.9 The parish church of St Mary's stands within the south-eastern quadrant of the outer bailey of the medieval castle. From 1133 until 1153 the church formed part of an Augustinian priory which then moved to Southwick. Documentary evidence suggests that this priory occupied the site of an earlier church. Elements of the cruciform church and its cloisters were subsequently demolished, leaving the nave and tower. The priory church continued in use after the canons had left Portchester but few alterations were made until the seventeenth century.
- 5.10 There have been no archaeological excavations in the area of the town. The earliest finds from the town are sherds of pottery dating to the late medieval or early post-medieval periods.
- 5.11 Although Portchester never achieved borough status, in 1177 it paid an aid of ten marks which was similar to the amount rendered by the towns of Andover and Basingstoke. Documents of 1253-1258 refer to the 'burgesses of the town of Portchester' but an early fifteenth-century survey of the manors refers only to sokemen and villeins holding property with no mention of burgage tenure. Portchester was granted a Saturday market and three day fair in 1294. At the southern end of Castle Street, the main street of the settlement, there is a small triangular green that may have been the market area in the medieval period, and which may have extended as far as the castle gates before the construction of the outer earthwork of the castle. Alternatively, the market could have been located in West Street at the northern end of Portchester where there were two blocks of regular property plots along the main east-west road. The development of the settlement seems to have been restricted by the decline of the importance of the castle and the development of Portsmouth in the thirteenth century.
- 5.12 The principal street of the village is Castle Street which leads to the gates of the castle. The medieval settlement extended north as far as the junction with West Street. Properties also developed along West Street during the medieval period as this was the main road from Southampton along the coast. The property plots on West Street may have been laid out after 1230 by the Abbot of Titchfield following the granting of part of the manor to Titchfield Abbey. Another area showing signs of possible planning is on the eastern side of South Street, outside the castle gates. These plots may have been in existence by 1405.
- 5.13 There was a mill to the north of the castle which was recorded from the thirteenth century. A number of mill structures occupied the site throughout the medieval period including a tide mill and a wind mill.
- 5.14 The castle served as a naval store in the sixteenth century with store buildings being constructed within the outer bailey. As Portsmouth expanded Portchester became less important. In the sixteenth century the castle was used to house casualties from the fighting in

France. During the Napoleonic Wars French prisoners of war were incarcerated in the castle, sometimes with as many as five thousand being held at a time.

6.0 **Planning History**

Development Plans

- 6.1 The Fareham Borough Local Plan was adopted in January 1992 for the period up to 1996. The Deposit Draft Fareham Borough Local Plan Review was produced by the Borough Council in March 1997 having been approved for publication as interim non-statutory planning policy by the Planning Services Committee in November 1996. The Local Plan Inquiry was held between January and June 1998. The plan will guide development in the Borough up to the year 2006.
- 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 Borough 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.

Portchester Conservation Area (Map A)

- 6.3 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 Borough Council when considering Conservation Area designation.

Recent and Proposed Development (Map B)

- 6.4 There has been little modern development within the southern part of the historic core of Portchester but the northern part of the town, particularly along West Street, has been the focus of major redevelopment with the construction of arcades of shops, a roundabout and a new road which diverts traffic from West Street. This road may have cut across the rear parts of the medieval properties that lay along the northern side of West Street. Portchester has expanded greatly in size with the construction of large housing estates to the west and north of the historic core of the town.

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

- 7.1 The archaeological potential of the town of Portchester lies in its close association with Portchester Castle, a substantial defensive complex established almost 2000 years ago which was used as a Saxon *burh*, a medieval castle, contained a priory and was later used as a military hospital and prison. The archaeological potential also relates to the function of the town as a market centre throughout the medieval and post-medieval periods. The origins of the town and some aspects of its development and economy are related to the fortunes of the castle, although development on West Street may have been stimulated by the main road. Although there have been extensive archaeological excavations in the castle, there are still many unanswered questions regarding the town's origins and growth. The archaeological importance of the areas of the town relate to their potential to resolve these issues. 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 Portchester.

Areas of Nationally Important Remains

Location: The area within and including the outer earthwork which contains the Roman fort and the medieval castle (Scheduled Ancient Monument 26714) (Area 1). The priory church and churchyard within this area are un-scheduled but should be regarded as being of national importance (Area 2).

Potential: Areas 1 and 2, the fort and castle, and the priory church represent a well preserved example of one of a small number of shore forts of late Roman date and an outstanding Norman tower keep. The use of the site in the tenth century as a Saxon *burh*, the building of a medieval priory, and later functions add unusual dimensions in the range of uses to which the fort has been put. Excavations have shown that the area contains a wide range of archaeological evidence relating to these uses. In addition, the site has a strong visual quality both within its immediate setting and in places at some distance across the harbour. Protecting and enhancing this setting is an important consideration.

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: Most of the southern part of Castle Street (Area 3). The vicinity of the mill (Area 4). Portsmouth Harbour adjacent to Portchester (Area 5). Hospital Lane (Area 6).

Potential: The southern part of Castle Street, Area 3, appears to represent the earliest core of medieval settlement and evidence for the earliest phases of the town's development may survive. This area has the potential to provide detailed information regarding the origins, nature and extent of medieval occupation in Portchester, as well as evidence for occupation in this area in the Roman and Saxon periods. Evidence for trades, industries and occupations undertaken by the medieval inhabitants of the town may also be recovered as well as evidence relating the nature of these to any settlement at the castle. The castle was an important royal, military, and religious centre as well as possibly adjacent to a port, and as such may have had a profound effect on the development and fortunes of the town. Archaeological evidence may support an understanding of the extent to which the town was dependant on the importance and activities associated with the castle, and how closely their fortunes were linked.

Area 4, the site of the mill, will contain evidence for the mill structures which have occupied this site throughout the medieval and post-medieval periods. This information may prove important in any attempt to understand the industry and economy of Portchester.

Area 5, the area of the harbour adjacent to Portchester, will almost certainly contain evidence of prehistoric landscapes which were used and settled before the rise in sea levels which created the harbour. This area has the potential to provide valuable information about the development of the landscape from the prehistoric period. The area adjacent to Portchester Castle is likely to have been a Roman port, and there may be archaeological evidence in this area for the port and port structures, for artefacts associated with traffic and trade, or even structural evidence for the ships themselves. Water-logging may mean that organic evidence could survive. Evidence for trading and a port in the medieval period with the same range of potential may also be recovered. As this Strategy is intended to assist with land planning issues the defined area is above the Mean Low Water mark, however the

area of the harbour below the Mean Low Water mark is also of high archaeological importance.

It is possible that medieval occupation existed in Area 6 to the west of the castle, particularly before the construction of the outer earthwork in the fourteenth century. Archaeological evidence for occupation in this area may clarify the early nature of settlement at the castle gates, and possibly the nature of any occupation outside the gates of the Roman fort. A military hospital existed in this area in the post-medieval period and possible grave cuts and human bones have been seen near the shore-line. These burials may relate to the use of the castle as a prisoner-of-war camp in the post-medieval period. Evidence of this hospital and associated human remains may shed light on the nature of post-medieval warfare, medicine and the health and treatment of prisoners.

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:

The northern part of Castle Street (Area 7). The salterns (Area 8).

Potential:

Area 7, appears to have been less intensively occupied in the medieval period and so a lower density of archaeological deposits are anticipated in this area. Any archaeological remains have the potential to provide detailed information about the date and nature of the growth and development of the town, and the relationship between the town and activities at the site of the castle.

Area 8 was probably the area where salterns existed in the medieval period. Such areas may also contain evidence for earlier salt working, perhaps as early as the prehistoric period. Earthworks survive in this area close to the rear boundary of Castle Street. It is possible that these features are associated with the production of salt. Evidence for this industrial activity may form a significant element in our understanding of Portchester, and generally there has been little archaeological attention paid to salt production in the medieval period. If evidence for salt production from the medieval period or earlier was encountered then it is possible that this area could be regarded as having a higher level of importance.

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: Areas of medieval development along West Street (Area 9). The area to the east of Castle Street, at its southern end (Area 10).

Potential: It is probable that Area 9 marks the site of a planned extension to the town created by the Abbots of Titchfield shortly after part of the manor was granted to Titchfield Abbey. Despite the substantial level of development in this area it formed an important part of the town in the medieval period and so any information recovered from this area could aid the understanding of the development of Portchester. In particular, the nature of the economy and trade associated with the town on the main road may be compared and contrasted to the areas closer to the castle, and those in this area may be shown to have been less closely reliant on the fortunes of the castle in their nature.

Area 10 has the potential to include evidence for salt working similar to that which may survive in Area 6. The conversion of this piece of ground to playing fields may have damaged archaeological deposits associated with any activity of this nature. Evidence for this industrial activity may form a significant element in our understanding of Portchester, and generally there has been little archaeological attention paid to salt production in the medieval period. If evidence for salt production from the medieval period or earlier was encountered then it is possible that this area could be regarded as having a higher level of importance.

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 Portchester 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 Portchester. It is important to manage and present Portchester'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 Portchester 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 Portchester'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 Portchester 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 Portchester townscape which may form elements of any presentation strategy:
 1. The castle is visually and historically dominant and forms an existing focus to the presentation of the town. The role of the castle in the origins, development and fortunes of the town forms a close bond between the two.
 2. Whilst the castle and the approach along Castle Street dominate to town, the planned element of the town on the main east-west road remains commercially important and relevant today and this continuity may be a basis to present elements of the towns past.
- 8.6 There are a number of recognised approaches that can be considered in evolving the future strategy for Portchester.
 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. There is an English Heritage display within the keep of Portchester Castle. The 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 Portchester's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Portchester's heritage should be formulated locally, this document 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 panning 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.

Fareham Borough Local Plan Deposit Draft Incorporating the Pre-Inquiry changes October 1997

Paragraph 3.10. The Regional Planning Guidance for the South East (RPG9) states that development should respect the region's valuable environmental features and avoid the wasteful use of land and other natural resources. Firm protection will be maintained over wildlife sites, Sites of special Scientific Interest, the built heritage and the best and most versatile agricultural land. Inappropriate development in the countryside should be resisted.

Site Characteristics

Paragraph 4.15. New development should respect the characteristics of the site and existing natural and historic features should be retained where possible.

Policy DG4 Policy DG4 concerns the retention of historic features.

Policy DG4 **“Development will be permitted, provided that it;**
inter alia
(A) Retains any important historic features on the site.”

Historic Environment

Paragraph 5.1. The Borough contains settlements which have evolved over hundreds of years and many historic buildings and areas remain. Their presence sustains a sense of local distinctiveness, contributes to our understanding of both the present and the past and adds to the quality of our lives.

Paragraph 5.2. The character of the former villages and settlements is still apparent despite the amount of new development in recent times. It is upon these that most Conservation Areas are based and it is essential that these links with Fareham's past are conserved and enhanced.

Objectives

To protect and enhance the character, setting and appearance of settlements.

To protect and enhance the historic environment including Listed Buildings, designated Conservation Areas and other areas of architectural, historic and archaeological interest.

To ensure new development respects the character and appearance of its architectural or historic surroundings including buildings, their curliages and settings.

Policy Background

Government Guidance

Paragraph 5.5 Planning Policy Guidance Note 15 “Planning and the Historic Environment” (PPG15) stresses the importance of effective protection for all aspects of the historic environment and states that it should be valued for its own sake. a clear onus is placed on the applicants to justify their proposals and to provide local planning authorities with full information to enable them to assess the likely impact of their proposals on the special architectural and historic interest of the site or structure in question. Planning Policy Guidance Note 16: “Archaeology and Planning” (PPG16) gives advice on the handling of archaeological remains and discoveries under the development plan and control systems, including the weight to be given to them in planning decisions and the use of planning conditions. It establishes the basis on which developers may be requested to carry out field evaluations, excavation and recording and stresses the need for early discussion to reconcile the needs of archaeology and development.

Policy HE1 Policy HE1 concerns development that may affect archaeologically important sites.

Policy HE1 **“Development which adversely affects a site of archaeological importance, whether scheduled or not, or its setting, will not be permitted.**

Where the preservation of archaeological remains on site is not feasible, the Borough Council will not permit development to take place unless satisfactory provision has been made for a programme of archaeological investigation and recording prior to the commencement of the development. If development affects a site where there is evidence that archaeological remains may exist, but their extent and importance is unknown, the Council will request developers to arrange for an archaeological field assessment to be carried out before any decision on the planning application is taken.”

Paragraph 5.13. The Borough Council recognises the importance of its archaeological heritage and it will ensure, through the planning process, the preservation of important archaeological sites and monuments. Consultation with the Archaeology Section at Hampshire County Council takes place on certain planning applications as well as those affecting known ‘find-spots’; on this basis an informed and reasonable planning decision can be taken. Conditions will be attached, as appropriate, to any planning permission for development which affects them. These can be used to ensure that reasonable access is given to a nominated archaeologist either to hold a ‘watching brief’ during the construction period or specifically to carry out archaeological investigation and recording during the course of the development.

Paragraph 5.15. Historic buildings are an irreplaceable part of the history and character of an area. Their value can be lost as surely by unsuitable and unsympathetic alteration, including shop fronts, signs, advertisements, blinds and shutters, as by outright demolition. When considering whether to grant planning permission for development which affects a listed building or its setting, the Council must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historical interest it possesses. The Borough Council will provide professional, technical and, as resources allow, financial assistance for the protection, maintenance, repair and rehabilitation of Listed Buildings. Historic Building Grants are available from Fareham Borough Council towards the cost of repairs to historic buildings. These are currently matched by grants from Hampshire County Council.

Paragraph 5.19 There are at present thirteen Conservation Areas within the Borough. These are listed in Appendix 4, which also includes a brief description of their character. The Conservation Areas within the Borough vary widely. It is the overall character of these historic areas which is important. The contribution of characteristics such as the form and layout of buildings, the spaces between them, the influence of historic patterns of, for example, burgage plots or thoroughfares, the mix of historic and contemporary land use, the nature of surfaces and details, and relationships to open spaces and important trees, are as important as the historic buildings that are present.

Policy HE2 Policy HE2 concerns the impact on listed buildings.

Policy HE2 **“Alterations, additions or other developments, including changes of use, having an adverse effect on the character or setting of a Listed Building will not be permitted.”**