

City Centre Action Plan

Archaeology Background Paper

December 2013



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Archaeology Background Paper

This background document accompanies the Submission Document and outlines some background in relation to archaeology. This document is not on deposit for consultation and is background evidence.

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1. Introduction

1.1 Purpose of the document

- 1.1.1 The City Centre Action Plan (CCAP) sets out the approach to development in the centre. It is part of a suite of planning documents for the city which includes the Local Plan Review (LPR) which will continue to have a number of saved policies following the adoption of the CCAP. This paper provides evidence to apply the saved LPR policy HE 6 and Core Strategy policy CS 14 to the city centre.
- 1.1.2 The paper focuses on archaeology and the two Local Areas of Archaeological Potential which cover a large majority of the city centre. Other documents such as Conservation Area appraisals (Oxford Street, Carlton Crescent and Canute Road), the City Centre Characterisation Study (produced by Forum Heritage Services and context 4D in 2009) and the Historic Environment Record database also form part of the background evidence for the CCAP.
- 1.1.3 For further information in archaeology and the historic environment, contact the Historic Environment Record Officer (her@southampton.gov.uk).

1.2 Structure of the document

- 1.2.1 The paper is set out as follows:
- National guidance
 - Core Strategy & Local Plan Review
 - Approach by quarter
- 1.2.2 This document is a background document to the LDF City Centre Action Plan.

2. The policy framework

2.1 National guidance

- 2.1.1 The National Planning Policy Framework (NPPF) sets out national guidance including guidance on the historic environment and heritage assets. The NPPF includes a presumption in favour of sustainable development which has three dimensions; economic, social and environmental. Paragraph 7 states that the environmental dimension includes 'contributing to protecting and enhancing our natural, built and historic environment'. One of the core planning principles in paragraph 17 is that planning should 'conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations'.
- 2.1.2 Section 12 in the NPPF sets out how planning policy affects archaeology, historic areas, buildings and landscape. In particular, paragraph 126 includes a requirement for local planning authorities to set out 'a positive strategy for the conservation and enjoyment of the historic environment'.

2.2 Core Strategy and Local Plan Review

- 2.2.1 The local planning policies on archaeology are split between the Local Plan Review and the Core Strategy.
- 2.2.2 The detailed policy for archaeological remains is set out in HE 6 in the Local Plan Review. This is a criteria policy clearly stating when planning permission will be refused for archaeological reasons.
- 2.2.3 The supporting text provides further information about the extent of archaeological remains across Southampton which include below ground remains and historic structures and underwater and intertidal sites and artefacts. It advises early discussions to consider the likely impact of development on archaeology and how this is addressed.

HE 6 Archaeological Remains

Planning permission will not be granted unless:

- (i) proper consideration has been given to the preservation in situ of nationally important archaeological remains; or**
- (ii) where important archaeological remains may exist the impact of development upon the archaeological resource has been examined and evaluated; or**
- (iii) adequate provision has been made for the identification, investigation, recording and publication of the archaeological resource; or**
- (iv) adequate provision has been made for the preservation of remains of archaeological interest; or**
- (v) a combination of the above clauses is effected as appropriate (whichever response is most appropriate to the perceived importance of the archaeological resource, and the perceived nature of the threat).**

Permission will be refused where insufficient detail is provided to enable a full assessment of the proposal to be made.

- 2.2.4 The Core Strategy replaced part of the Local Plan Review, mainly policies about the principle of development. Local Plan policy HE 6 however is a saved policy which was not replaced. The Core Strategy also included a new overarching policy on the historic environment, CS 14.
- 2.2.5 Policy CS 14 sets out the principles that new development should respect and reflect the underlying archaeology of the area and avoid damage to archaeological deposits. If damage is unavoidable, appropriate mitigation measures need to be put in place.

Policy CS 14 – Historic Environment

Link to City of Southampton Strategy objective(s):
SO6 – A unique sense of place

Link to Core Strategy
Strategic objective(s)

SO

SO

SO3

The Council will safeguard from inappropriate development and, where appropriate, enhance important historical assets and their settings and the character of areas of acknowledged importance including listed buildings, conservation areas, sites of archaeological importance and their setting and parks and gardens of special historic interest. The Council will promote the retention of buildings and structures of local architectural or historical importance identified on the Local List.

The significant level of proposed development in the city centre (including the major development quarter) will need to pay particular attention to the medieval walled town and the remains of the Saxon town, Hamwic which are nationally important. Proposals within the Old Town should also respect and, where necessary, reinstate the historic street pattern where possible.

New development should respect and reflect the underlying archaeology of the area. A guiding principle will be to avoid damage to archaeological deposits where possible and to put in place appropriate mitigation measures where damage is unavoidable. Developer contributions may be sought from relevant developments to support the protection and improvement of the historic environment. Historic assets such as buildings should be re-used where possible.

3. Archaeological and historical issues for each quarter

- 3.1.1 The City Centre Action Plan does not include a new policy on archaeology as the citywide approach of policies HE 6 and CS 14 will continue to be applied.
- 3.1.2 The changes proposed to the Proposed Submission plan however include the addition of a new paragraph on archaeology within the Design Guidance for each of the quarters. This recognises that archaeology is one of the key aspects to address when considering the design of developments.
- 3.1.3 The new paragraph in the Design Guidance sections include the following:
- information on the Local Area of Archaeological Importance (LAAP) the quarter is in;
 - the requirement for development to respect and reflect the underlying archaeology of the area;
 - reference to policy CS 14, HE 6 and this background paper.
- 3.1.4 More information about each quarter is set out in 3.2 – 3.14. In addition appendices 1 and 2 contain maps from 1771 and 1802 to show the historic

shoreline before the large-scale reclamations of the mid to late 19th and 20th centuries.

3.2 Station Quarter

3.2.1 Roughly half of this quarter is reclaimed land. In the early 19th century the shoreline lay just south of Blechynden Terrace, with extensive intertidal mudflats of the Test estuary beyond. The Central Station area was reclaimed in the mid 19th century, the rest in about 1930 when the New Docks were built. Below the estuarine mud are prehistoric river terraces and peat deposits.

3.2.2 The area north of the former shoreline was part of the medieval borough of Southampton. Hill Lane and Rollesbrook stream formed the western boundary of the borough; the stream is now culverted under Central Station. The main west road out of the town followed the shoreline, crossing the Rollesbrook at Achard's Bridge. By the post-medieval period there was a small hamlet called Sidford at the stream outlet, part of the village of Hill. The conduit pipes of the medieval town's water supply pass through the area. Commercial Road was laid out in about 1780, becoming the new main road to the west. In the 1790s, a canal was dug along the shore, backfilled in about 1830. From the early 19th century the area developed into a residential suburb. The railway station and line were built in the 1840s. The area was redeveloped after WWII. Only a few pre-WWII buildings survive above ground; parts of Central Station and some brick ruins in the small park south of Blechynden Terrace.

3.3 Western Gateway

3.3.1 This entire quarter lies within the large area reclaimed in about 1930, part of the New Docks scheme. The area was formerly covered by intertidal mudflats. Below the estuarine mud are prehistoric river terraces and peat deposits.

3.4 Royal Pier Waterfront

3.4.1 This quarter consists of estuarine areas and land reclaimed from the beaches and intertidal mudflats of the Test estuary. Below the estuarine mud are prehistoric river terraces and peat deposits.

3.4.2 The quarter lies immediately south of the Late Saxon and medieval town. Waterfront remains may survive in waterlogged deposits in the area. The Town Quay (Watergate Quay) was built in several phases from 1411 onwards. There was a shipbuilding yard at Town Quay in the medieval period. By the mid-19th century a strip of land immediately adjacent to the Town Walls had been reclaimed, with some further reclamation by 1900. Mayflower Park and the area south of West Quay Road were reclaimed in about 1930 as part of the New Docks scheme.

3.5 Heart of the city

3.5.1 This quarter lies across the former shoreline of the Test Estuary, with now-reclaimed intertidal mudflats to the west. Below the estuarine mud are prehistoric river terraces and peat deposits.

3.5.2 The quarter lies immediately west and north of the medieval walled town. In the Late Saxon and early medieval periods, the buildings of the town occupied land north and south of the later walls. Above Bar Street is a medieval route,

perhaps older. Regent Street is the remnant of the main road to Redbridge and the West, used from medieval times until the late 18th century. By 1600 there were buildings along the southern part of the Above Bar Street frontage, with fields behind. Part of the site of the medieval leper hospital lay towards the north end of Above Bar Street. The quarter includes an area around East Street, one of the main streets of the medieval town, developed as a suburb by 1600.

- 3.5.3 The medieval town's commercial quay (West Quay) was on shore between Simnel Street and West Gate, with Castle Quay to the north. The shore here had probably been used since Late Saxon times. Over time, the West Quay shoreline was gradually extended by reclamation. There were shipbuilding yards there from at least the 16th century. In the late 18th century an assembly rooms and bathing pools were built. The remains of early waterfronts now lie hurried beneath 20th century reclamation.
- 3.5.4 In about 1900, Western Esplanade was laid out as a waterfront promenade. The entire area west of Western Esplanade was reclaimed in about 1930 as part of the New Docks scheme.

3.6 Itchen Riverside

- 3.6.1 The natural shoreline of the Itchen estuary lies further west than the present shoreline. The Town Depot site and areas east of Marine Parade and south-east of Cross House Road are reclaimed. Prehistoric river terraces and peat deposits lie below the estuarine mud. Early waterfront structures and boats may survive in these areas.
- 3.6.2 The whole area landward of the former shoreline was part of Middle Saxon Hamwic, one of the largest towns in the country at the time and an international port (see also St Mary's quarter). The archaeology of Hamwic is of international importance. The Saxon waterfront was along Marine Parade, and probably included a tidal lagoon now under the Town Depot site, protected by a gravel spit.
- 3.6.3 After about 850 AD most of the area reverted to agriculture and largely remained so until the 19th century. On the shore at the east end of Chapel Road were a chapel and mill, both first mentioned in about 1220. Trinity Fair was held nearby. By the late 16th century the mill was a tide mill driven by ponds formed by the enclosure of the lagoon. These buildings and ponds now lie under the Town Depot site. There was a small shipbuilding industry in the area from the late 17th century onwards. To the north of Town Depot, the American Wharf complex (also known as Chapel Mills) dates to 1781.
- 3.6.4 From at least the medieval period a ferry crossed the Itchen from the east end of the gravel spit (now under Cross House Road). The still extant Cross House was a ferry passenger shelter. In 1836 the ferry was replaced by the Floating Bridge some 200 metres to the south.

3.7 Old Town

- 3.7.1 This quarter is defined by the medieval town defences, including the Town Walls, built between the late 12th and early 15th centuries. The town developed here from the 10th century (Late Saxon period) onwards and originally extended north and east of the later defences. Once built, the defences largely confined

the built-up area of the town, although by 1600 there were suburbs along Above Bar Street and East Street. Most of the medieval streets survive. The quarter includes the site of the castle, several churches, a friary, God's House Hospital and many vaults. The archaeology of the town is of national importance and buried remains of Late Saxon, medieval and post-medieval date can be expected throughout.

3.8 Cultural Quarter

3.8.1 In the medieval period this area was mainly used for agriculture. Above Bar Street and Water Lane are medieval routes. The site of the medieval leper hospital on Above Bar Street lies partly within the quarter. The conduit pipes of the town's main water supply pass through the area, and Condit House still stands on the corner of Commercial Road and Water Lane. Commercial Road was laid out in the 1780s and gradual development of the area followed. The Civic Centre was built in the 1920s/1930s on part of West Marlands Field. Most of Above Bar Street was destroyed during the Blitz. However one terrace of mainly pre-WWII Buildings survives on the east side of Above Bar Street, at 'The Junction' with Commercial Road. The terrace (Nos 170-174 to 202) is a mix of mid-19th century buildings with later shop fronts, several fine 1930s buildings (notably 'Tudor Buildings' and No 194) and some early post-war buildings on a former bomb site, built in a style sympathetic to the rest of the terrace.

3.9 Solent University

3.9.1 Iron Age evidence has been found within this quarter. The eastern part of the quarter lies within the known area of the Middle Saxon town of Hamwic. The area had reverted to fields by the medieval period. Development began in the early 19th century.

3.10 Holyrood / Queens Park

3.10.1 The natural shoreline in this area is now under Platform Road and Canute Road. From at least the later medieval period onwards this was reinforced with sea defences. Along the top of the sea bank was a track leading to Itchen ferry, still in use as a promenade in the early 19th century.

3.10.2 The area south of Platform Road and Canute Road is reclaimed land. In this zone, prehistoric river terraces and peat deposits lie below former estuarine deposits. Early waterfront structures and boats may survive here. 'The Platform' outside God's House Gate was reclaimed in the medieval period, and God's House Quay may have been in this area. Most land reclamation took place from the mid-19th century onwards.

3.10.3 The quarter is just south-west of the known extent of Saxon Hamwic. It lies east of the medieval Town Walls, although before the walls were built occupation extended into this area. By 1600 the area consisted of fields and orchards, with salt marsh to the east. The area was developed in the mid 19th century. Bernard Street was laid out to serve the Floating Bridge ferry, built in 1836, and the route originally continued eastwards to the floating bridge.

3.11 Ocean Village

3.11.1 The natural shoreline in this area was a spit of gravel, now under Canute Road and Cross House Road (the latter is in the Itchen Riverside quarter). The area south of Canute Road was reclaimed from 1838 onwards when the docks were built. Prehistoric river terraces and peat deposits lie below the former estuarine mud, and early boats may survive here.

3.11.2 To the north of the gravel spit were the salt marsh and a tidal lagoon; the lagoon was later enclosed to form mill ponds, now under the Town Depot site. The spit was probably reinforced with sea banks, at least from the later medieval period onwards. Along the top of the spit was a track leading to the ferry, still in use as a promenade in the early 19th century. The north part of the quarter includes the Floating Bridge ferry, built in 1836 to replace the older ferry route.

3.12 St Marys

3.12.1 All of this quarter lies within the site of the Middle Saxon town of Hamwic. The archaeology of Hamwic is of international importance. The town had laid-out streets, buildings, churches, cemeteries and industries. St Mary Street and Chapel Road are parts of the Saxon street pattern. In the 10th century most of the area reverted to agriculture, although St Mary's Church continued as the mother church of Southampton. There was a medieval chantry south of Chapel Road. The southern end of St Mary Street was a suburb during the later medieval period.

3.13 Bedford Place

3.13.1 Prehistoric and Roman evidence have been found in this quarter. In the medieval period the area was used for agriculture. There were springs and conduits in the area, part of the town's water supply. London Road is a medieval route. From about 1800 onwards, other streets were laid out and the area was developed.

3.14 Central Parks

3.14.1 Roman and Middle Saxon settlement evidence has been found in the Central Parks. The parks were created in 1844 from the former common fields of the town. The fields were of medieval, perhaps even Saxon, origin.

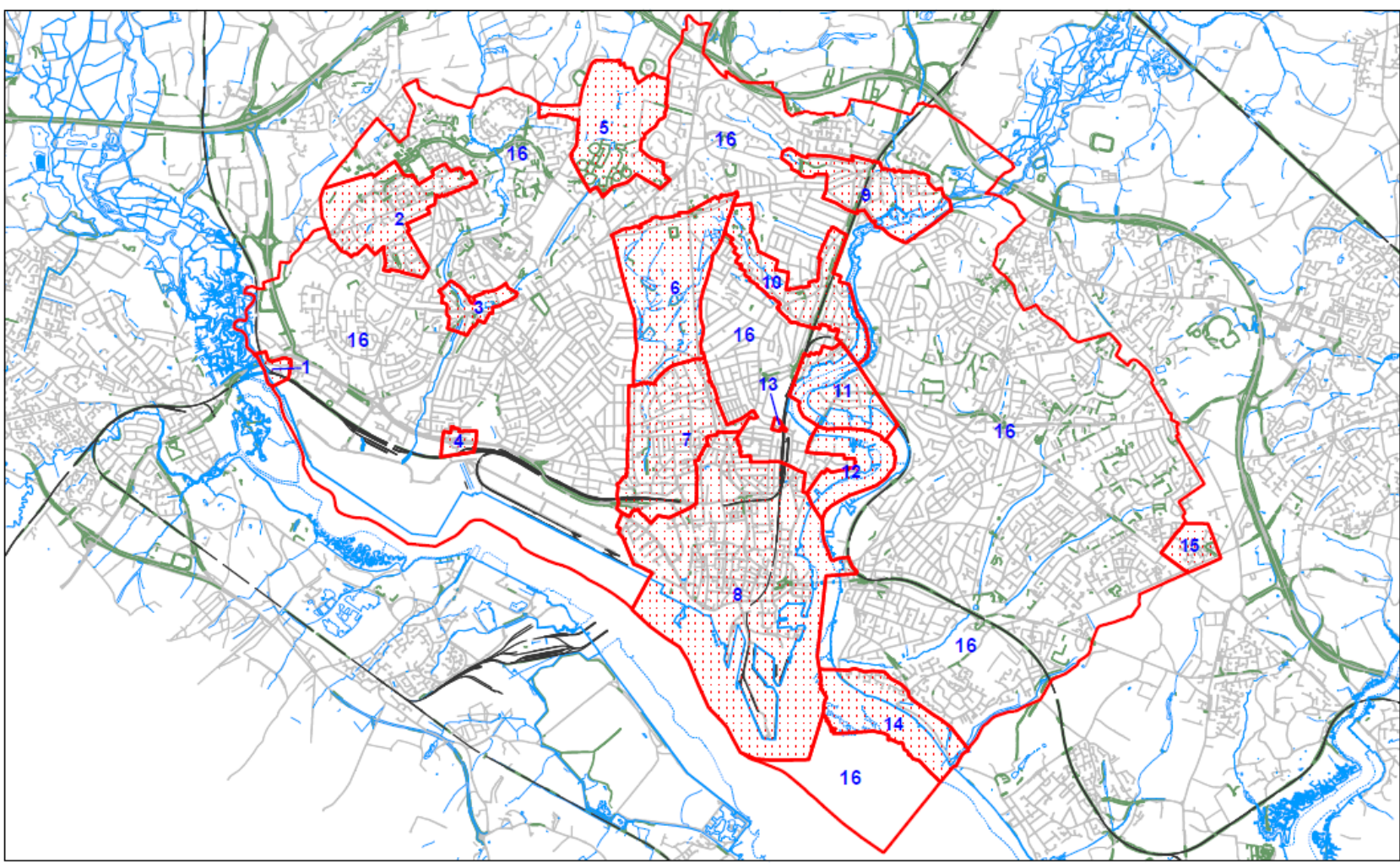
4. Local Areas of Archaeological Potential

4.1.1 There are sixteen Local Areas of Archaeological Potential (LAAP) defined in Southampton, show in map 1. These provide a general guide to the archaeological potential of each area.

4.1.2 The Historic Environment Record entries for the two LAAPs in the city centre are included overleaf. The majority of the city centre is within LAAP 8 with the exception of the north of the centre including the Civic Centre, Central Station, Bedford Place and London Road.

4.1.3 Please contact the Historic Environment Record Officer (her@southampton.gov.uk) for further details.

Southampton Historic Environment Record
Local Areas of Archaeological Potential - January 2010



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Map 1 Southampton Local Areas of Archaeological Potential

Descriptions of Local Areas of Archaeological Potential:

LAAP 8 City Centre and Itchen Ferry

This area includes the peninsula of land defined by the River Itchen and River Test, the adjacent estuarine areas and Itchen Ferry on the east bank of the Itchen.

In the area between the Test and Itchen, the main interest lies in the historic towns established from the 8th century onwards (and their complex developments up to the present day), the common fields immediately adjacent to these places, the medieval ribbon suburbs to the north and east, the sites of two medieval chapels (St Andrews and Holy Trinity), a large number of mills (variously driven by wind, horses, or water), public buildings around the stream of Houndwell, the Leper Hospital and its fields, and the different shorelines and quays. Also of interest are the places where there were later industries, an example of which is the 19th century cannon foundry in Chapel Road. Evidence of Prehistoric and Roman settlement has also been found in this area.

The ferry crossing on the River Itchen was in existence by the end of the Middle Ages, and probably existed much earlier. On the west bank, Cross House was built in the medieval period as a ferry passenger shelter. On the east bank the crossing point was the village of 'Itchyng' (now Itchen Ferry), which is medieval.

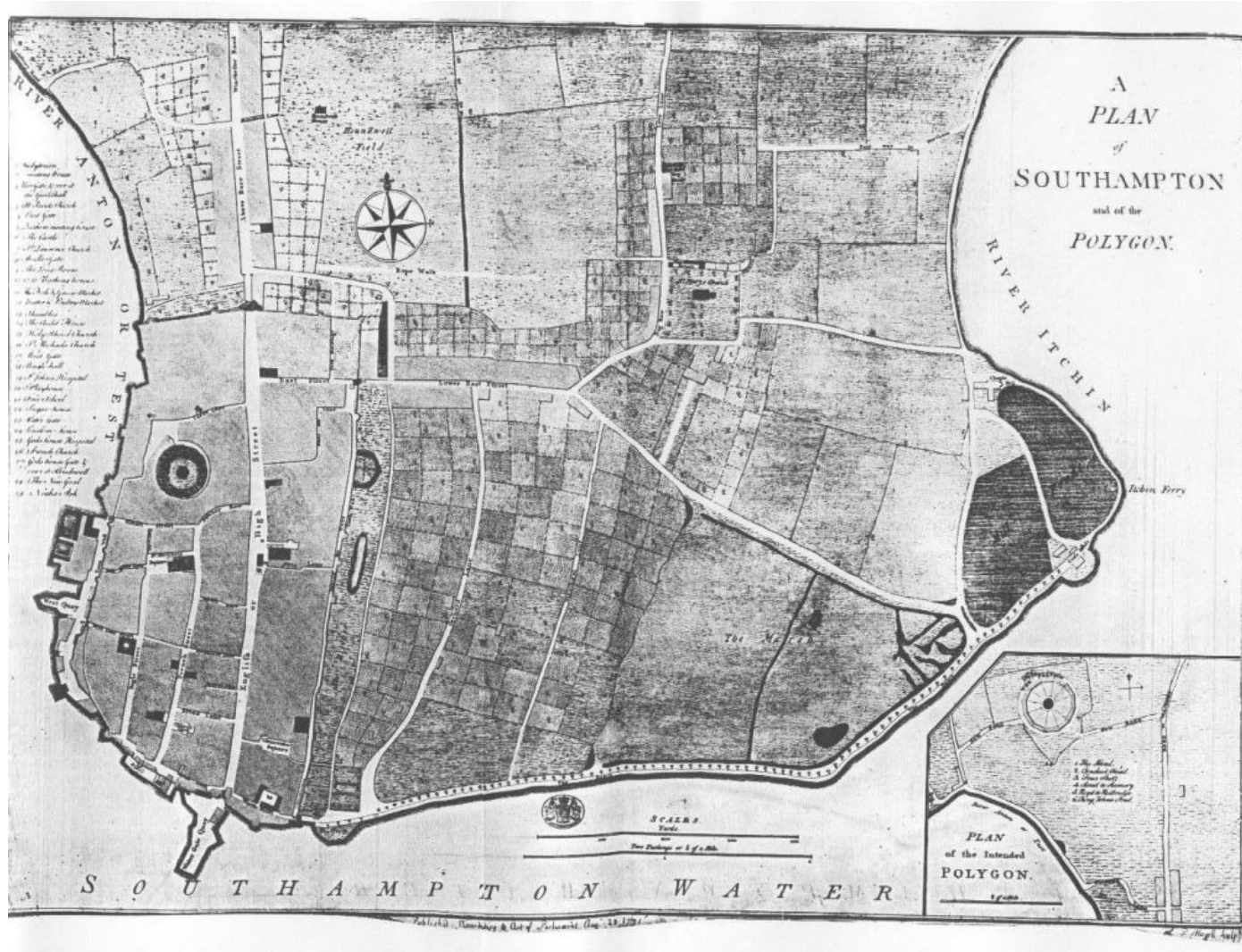
The area includes the Old Docks, built on reclaimed land from the mid-19th century onwards, and the New Docks, reclaimed and constructed in the early 20th century.

The drowned lower valleys of the River Itchen and River Test preserve river terrace and peat deposits – the remains of prehistoric landscapes. These deposits and the overlying estuarine muds may contain the remains of maritime vessels of all periods.

LAAP 7 Bannister's Park

Prehistoric occupation evidence has been found across much of the area. Roman occupation evidence has been found around the Magistrates Court development in London Road/Inner Avenue and in Archers Road. In the Middle Ages this was a suburban area used for agriculture. Of interest in this respect are the farm of Bannister's Park and the village of Hill. Also included are Conduit Head, Conduit House, the medieval route and clay mine of Rockstone Lane, the medieval marker at Blackberry Mount and the site of the unfinished 18th century Polygon. The rest of Hill Lane appears in this area, as well as parts of the Avenue and all of the Inner Avenue. The Rollesbrook flows through the area, draining southwards from the Common to the Test Estuary. Near the south end of Rollesbrook is the site of Archard's or Acorn Bridge, perhaps the bridge on the road between medieval Southampton and Redbridge.

Appendix 1 - Mazell's Map of Southampton 1771



Appendix 2 - Map of Southampton 1802

