Central Winchester Regeneration
ARCHAEOLOGY UPDATE BROADSHEET
March 2019
CENTRAL WINCHESTER REGENERATION

Archaeology event explores expert opinions and recommendations

In this latest broadsheet, we have summarised the discussions we had at the Central Winchester Regeneration (CWR) archaeology event. You can also read about the Archaeology Panel, and the information they presented as well as a statement from Hampshire Cultural Trust (HCT) about their ambition for a museum in the City.

A full day of discussion about archaeology within the CWR area was held and local residents and interested groups were invited to attend, hear from the Archaeology Panel and put their questions to the experts.

Two public events were hosted by Winchester City Council: a seminar for those who had written in and commented specifically about archaeology during the formal consultation, and an open public event where everyone was invited. The events were chaired by Ian Murray, Executive Director of the Society of Editors, as an independent compère.

Dr Paul Bennett, a member of the Archaeology Panel commended Winchester City Council for organising the day. He said:

"It is highly unusual for an authority to be taking this [archaeology] so seriously, and doing it so publicly with the community."

The eminent archaeologists, who gave their guidance on Central Winchester Regeneration's approach to archaeology as part of the Supplementary Planning Document (SPD) for the area, spent the day in Winchester, sharing their knowledge, their recommendations and answering questions.

Both of the public events opened with a presentation from the panel that covered the planning policy requirements, information about what is already known about the history and potential archaeology in the area, and a summary of their expectations and recommendations. This was followed by round table discussions with the attendees able to ask their questions directly to one of the experts.

Council Leader, Cllr Caroline Horrill, who is also Chair of the CWR Committee said:

"We made a commitment to continue discussions on our approach to archaeology in the city centre. The Panel has a great wealth of knowledge – over 200 years between them – and these events gave everyone who has an interest in archaeology the opportunity to come and ask questions, learn more, and understand the approach that has been recommended by the panel.

"There were some very useful conversations between the experts and the attendees."

The Panel also met with members of the Cabinet (CWR) Committee and had a private meeting with the Hampshire Cultural Trust (HCT) to discuss their ambitions for a new immersive museum in the area.

Professor Martin Biddle, Chair of the Archaeology Panel, stressed the importance of Winchester's archaeology. He said: "Winchester was the fifth largest walled city of Roman Britain and as a founding city of Anglo-Saxon Britain it is of fundamental importance for our understanding of urbanisation."

What we already know

The area within the CWR boundary contains a rich buried archaeological resource. It is of supreme interest and importance regarding urbanisation through the ages. We know that Winchester's Market Street (Cheap Street, as it was called then) and now the Broadway was mentioned some 200 years prior to the name being used in London. Winchester is the fifth largest walled city of Roman Britain, and a major late Saxon town. Archaeology and heritage is fundamentally important to Winchester and the surrounding district.

Professor Martin Biddle said, "The site is immensely important both historically and archaeologically. We have a once-in-a-lifetime opportunity to learn about, capture and preserve the City's rich past, and we must get this right. National planning guidance stresses that preservation should be the primary objective, and the panel shares this view."

The technical aspects of this sites archaeology in summary

- Deposits will be at a substantial depth and the archaeological remains will be encountered at an average at about 2m to 3m, possibly 4m in depth. In ditches, pits, and wells that have filled over time, the depths could reach 6m
- Roman and later deposits may not be below the water table, except where there are pits or other deep features
- The alkaline ground in the area will have provided good preservation for many materials in the site, however organic remains and palaeoenvironmental material will only be preserved in or below the water table
- Utility trenches and existing buildings are likely to have disturbed some of the deposits
- Initial hydrological assessments of the movement of water in the area indicates that there is a direct connection between ground water, an existing open water channel and the underlying layer of water-bearing porous earth, gravel or stone

Recommendations

During the day, the Panel gave presentations to the attendees setting out their recommendations and the planning requirements for archaeology.

When carrying out a project of this scale and significance it is important to have clear expectations of the archaeological work that needs to be done.

Archaeology Panel's recommendations

- All archaeology work should be delivered to a high standard, be adequately funded and led by appropriately qualified and experienced archaeological consultants
- Where preservation is proposed or required, disturbance should be kept to a minimum using the latest construction techniques to minimize intrusion
- Where there is going to be an impact on archaeology by development proposals, excavation will be required. This is the responsibility of developers and will be funded by them. Any results must be recorded and published accordingly
- There will be an emphasis on engaging and involving the local community in any archaeological work through an effective strategy of sharing information and knowledge
- Arbitrary large-scale excavation is costly, we would not know which area on site would be most appropriate and we must not excavate unnecessarily

Professor Martin Biddle said, "It's impossible to say where a big dig should be. Much better to preserve. It's the only intellectually responsible thing to do."

Planning requirements and rules

It is standard, international practice and not unusual to provide recommendations to preserve, with an emphasis on minimal interference.

Indeed, the **National Planning Policy Framework** (NPPF: revised 2018) promotes the protection and enhancement of our historic environment and the conservation of heritage assets in a manner appropriate to their significance. This ensures that they can be enjoyed and contribute to the quality of life in this and future generations. The framework sets an expectation that where preservation is not possible or required that the impact of development is mitigated and any discoveries recorded and published to preserve the knowledge.

As part of this, developers will have to provide information on the archaeological evidence and what impact their work will have on this as part of the planning application process.

Key themes from the Archaeology public events

The questions and conversations from the public events are summarised below. They have also been reviewed by the Archaeology Panel members:

1. Looking at the site as a whole and learning from other locations
2. The best approach for the bus station site
3. The developers, their commitment to archaeology, the regulations and standards
4. The costs and how archaeological work is financed
5. How we would look after archaeological finds
6. The technical details of archaeological methods and surveys
7. How the public could be involved and engaged in the archaeology on the site

1. Looking at the site as a whole and learning from other locations

Winchester's history

It is certain that there will be archaeology across the whole site. However, we have very little indication of precisely what Roman archaeology may be on the site or where. The location of key Roman public buildings which might be expected in the centre of the Roman town, such as a theatre, market hall and a bath complex, are unknown. Indeed, whether they could exist within the CWR area is also uncertain. The bath complex for example may lie further to the west than the CWR area. How dense occupation was in this part of Roman Winchester is also uncertain.

There is a subsequent gap in our knowledge in the period up to Alfred's time, but we do have an idea of the pattern of urban occupation from the reign of Alfred onwards. We know more about the Norman and later medieval occupation in the area, including the road layout and property boundaries. Detailed documentary records and archaeological excavation help to build up our understanding of the City.

Other locations

In Winchester the archaeological work undertaken at the site of The Brooks, in the late 1980s was under a very different planning system than we have today (archaeology did not form part of the planning process at that time). While excavation on a third of the site was completed, national funding to publish the findings was withdrawn so the findings were never published. Archaeologists agree that publishing the results of an excavation is as important, if not more so, than the excavation itself.

Some comparisons have been made between the CWR area and other sites where large archaeological excavations have taken place, such as Jorvik in York, and Crossrail or Bloomberg in London. In each of these cases, these excavations were carried out ahead of unavoidable major development impacts. Currently there are no development proposals for the CWR area and as such any development impacts and any required archaeological mitigation cannot be determined at this stage.

Excavations and assessment

Some people believe that this project presents an opportunity for a big excavation. However, without a good reason to dig, our duty is to mitigate damage and preserve in situ where appropriate. Today, the emphasis is very much on preservation. Excavation will happen where absolutely necessary but not where damage can be avoided.

Archaeology is a key aspect of the site and for any development proposals that may come forward. Archaeology will be considered early in the design process of individual proposals, before any plans are submitted for planning approval or any construction work starts.

Patrick Ottaway's Desk Based Assessment brings together the existing archaeological information for the area. This gives us a clear understanding of the archaeological potential of the site, but also highlights the gaps in our knowledge.

The Archaeological Panel's paper provides expert guidance on how the archaeology will be considered and managed through the planning process and sets out a flexible and iterative approach to further site investigations which will be required as part of any development proposals.

2. The best approach for the bus station site

The bus station now has an area of open space and so some people have asked whether early archaeological work, or even a 'big dig' could be started on the site. But as previously stated, we must not cause unnecessary disturbance and need to be responsible in our approach. Over the site as a whole, preliminary investigations (not excavation) will be carried out to inform planning decisions, and this will certainly lead to a need for further investigation.

It is also important to note that the Archaeology Panel explained that the bus station was formerly a tannery. There are deep pits and likely pollutants from the tannery treatment processes and also subsequent inspection bays for the bus garage. There are also major services running through the site which means that there has been a great deal of destruction in the area.

Chair of the Archaeology Panel, Professor Martin Biddle

3. The developers, their commitment to archaeology, the regulations and standards

As the planning authority, Winchester City Council has a duty to protect our heritage and archaeology. That means we can and will ensure that the requirements of the National Planning Policy Framework are followed with regards to archaeology.

There are a number of key stages undertaken before any development takes place.

1. Preliminary archaeological studies are carried out by developers to assess the areas that may be disturbed through any proposed development before development plans are submitted
2. The findings from these investigations inform the planning proposals. This includes the design of the building, the type of construction, and location of services and lifts
3. The plans are then considered in the context of these findings as part of the process of determining planning applications
4. Where necessary, further archaeological investigations will be secured by planning conditions
5. Sites are constantly monitored and the council's archaeological advisor will be involved to ensure developers meet their commitments

The more information the developers have in advance, the better they can judge and mitigate the archaeology that may be on the site. The council is looking at specific programmes of work that could be done in advance to better inform developers about the site.

Artistic impression from the Central Winchester Regeneration Supplementary Planning Document, June 2018

4. The costs and how archaeological work is financed

Archaeological work undertaken within the planning system in the UK is based upon the 'polluter pays' principle. This means that the developer funds all necessary preliminary archaeological survey and investigation and any subsequent investigations which may be required in mitigation of the development impacts.

Work outside a developer's project plans and impact is not their responsibility. For example, if there were archaeology adjacent to a development, the developer cannot be expected to fund archaeological works there.

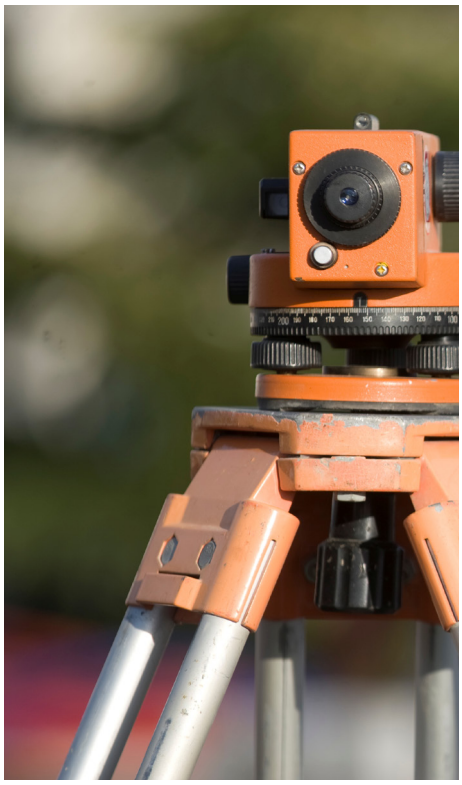
If an 'area of particular archaeological importance' was to be found, then the developer would only pay for what would be disturbed by their proposed development. The council, as part of its responsibility for planning and guidelines, would monitor the site continually and allow for solutions and plans to develop based upon what is found.

It has been asked if we could secure national or international funds for the site, but there is no funding organisation in the country that would fund site-wide archaeological work, despite Winchester being the former capital of England.

"Any organisation would tell you that you must only worry about the areas that you are affecting in your development and follow the principle of minimal interference. We need to be realistic" said Professor Martin Biddle, Chair of the Archaeology Panel.

Costs of archaeological investigations vary depending on the techniques being used and for excavations are determined by how much you excavate. However, a common cost ratio is 40 / 60, excavation to the analysis, conservation and publication of findings. So, whatever the cost of excavation you would need to nearly double it for analysis and publication of the findings from your excavation.

It's impossible to give a cost for archaeological work within the CWR area as this will be determined by what developments are proposed, their individual impacts and mitigation requirements.



5. How we would look after archaeological remains and finds

The council has a dedicated archaeologist, who oversees any archaeological work in the district and will ensure the site is developed intelligently with archaeology in mind.

The council will closely monitor all archaeological work undertaken on the site. There is always the potential for something special to be crafted into the scheme, possibly by incorporating it into the design or even moving the location of a building. The SPD is flexible enough to adapt and incorporate archaeology in these ways. We don't yet know what archaeology is where and so, as the area is developed, we will ensure the work is undertaken to a high archaeological standard.

Museum

The SPD sets out an aspiration for a museum in the CWR area and the Hampshire Cultural Trust (HCT) has an ambition for an Anglo-Saxon museum, which Winchester City Council supports so that the history of Winchester can be preserved and displayed in the long term. If such a scheme goes ahead, additional excavations may result as part of the design process. The council will also work with HCT to secure additional display locations in different places across the City.

HCT's proposals give us a unique opportunity to share and display any new finds and also bring the existing finds from other sites and stores into the public view. The HCT representatives were also able to have a private meeting with the Archaeology Panel on the same day as the public events.

Ownership of finds

Any archaeological remains uncovered are owned by the landowner. Where the land is owned by Winchester City Council, any finds will be passed to HCT who look after the council's museums and artefacts. The ownership and treatment of any finds on land not owned by the council will be managed through the planning conditions.

6. The technical details of early stage archaeological evaluation methods and surveys

Non-invasive techniques

Geophysical survey

Methods such as Ground Penetrating Radar (GPR) can give an indication of what may lie beneath without disturbing the ground. However, its success in determining what lies beneath depends on how much concrete and metal reinforcement is present, as these materials can block and interfere with the radar responses. It is also important to remember that the results of such surveys require verification though intrusive fieldwork.

An example of borehole investigation work

Invasive techniques

Geoarchaeological boreholes, deposit modelling, water monitoring and evaluation trenching

Boreholes - provide small diameter cores of deposits from the site. Analysis of the deposits helps to build up a picture of the type and nature of deposits within the site. By combining data from existing and new boreholes from the site and its surroundings, a deposit model can be developed to provide a visual representation of the distribution and character of the sequence of deposits within the CWR area. This will aid our understanding of the archaeological potential of the CWR area and help to guide the design of further intrusive archaeological investigations.

Deposit modelling - Archaeological monitoring of geotechnical test pits and boreholes can reveal useful data on below ground deposits, including potential archaeological deposits and help to inform archaeological investigations.

Water monitoring – we know that the depth of ground water levels varies considerably across the CWR and surrounding area, but how variations in groundwater depths have affected the preservation of archaeological remains is not known. The installation of groundwater monitoring equipment at key borehole locations across the CWR area will provide important information on the depth of groundwater, seasonal variations and in combination with deposit modeling information. This will provide important information on the likely preservation state of archaeological remains.

Evaluation trenching – the excavation of trial trenches and test pits, proportionate to the development proposal, may help to provide detailed information on archaeological remains present below the site. This key information will help to inform the design of proposals and subsequent planning decisions and the scope of further mitigation work.

Existing surveys and data

There have been previous boreholes and some water monitoring undertaken within the CWR area, but they are not available to use, as this was funded by a previous developer and includes commercially sensitive information.

7. How the public could be involved and engaged in the archaeology on the site

The council and the experts involved in the project have been committed to public involvement and engagement throughout the process. The council is keen for this to continue as the project moves beyond formal consultation into planning and delivery. Regular updates of developments and significant milestones will be shared as they happen through the local media and the council's communication channels. Where there are opportunities for the community to get involved, attend events, and learn more it will be publicised as much as possible.

Involving the public is also an important aspect of archaeology and discovery and the council will expect public engagement to form a key part of archaeological projects undertaken within the CWR area. Public involvement can include a range of on and off-site activities and information provision, and both active and non-active participation. We will take a flexible approach to public participation and discuss with developers at the right time.

Next steps

At its meeting in January 2019, the Cabinet (CWR) Committee agreed that additional archaeological work should be identified and costed. This should include considering the value of undertaking site wide, comprehensive, specialist investigations such as geoarchaeological boreholes, refining existing deposit models, groundwater monitoring and ground penetrating radar surveys, which attendees to the events, felt were needed. These studies are important because they will provide more detailed base line information on the site at an early stage which will be invaluable to all developers. This helps everyone make the best decisions for both development and managing archaeology.

Further investigation is needed to inform future planning decisions and provide an overview for archaeology on the site.

This could include:

1. A thorough review of Patrick Ottaway's desk Based Assessment to understand exactly where there are gaps in our knowledge to help us focus on the areas that need more surveys and data to help us complete the picture.

2. Site wide comprehensive investigations and specialist work:
   - Non-intrusive assessment and survey of the historic buildings
   - Ground Penetrating Radar to give an indication of what may lie beneath the site
   - Intrusive archaeology evaluation using techniques such as: Geoarchaeological boreholes, deposit modelling and water table monitoring

The central Winchester regeneration area

"Winchester is one of our finest English cities. It is the ancient capital of England established by King Alfred as the centre of his Kingdom of Wessex. It is where the creation of Anglo-Saxon England began. This story of England's lost capital is one of international importance that needs to be told and celebrated.

"Our intention is to connect Winchester's outstanding heritage offer and create a new immersive museum experience where stories come together and are brought to life for the community and the many tourists who come to our City.

"The excavated archaeology and that which remains hidden underneath the City streets are the most important elements of this story. The proposed new museum provides us with the opportunity to reveal and share this with everyone. Our aim is to undertake a professionally run archaeological excavation during construction which will involve local communities, schools and universities across the City."

Katerina Kremmida,
Head of Destination Winchester, Hampshire Cultural Trust

The Archaeology Panel

The Archaeology Panel was created as an independent group of professionals to provide expert opinion for the whole Central Winchester Regeneration project. Between them they have nearly 200 years' experience and quite possibly a million or more hours spent in archaeological research or practical work. We are incredibly lucky to have such a well-regarded group of professionals working to help us all understand archaeology in this site and how we best manage it.

Their brief was to:

- Consider and advise on the overall approach for the assessment of archaeology in the area.
- Identify options on the most appropriate methods to assess the site and provide advice on what may be learned using these methods, their technical effectiveness and the costs involved.

Chair

Professor Martin Biddle, CBE, FBA, FSA, Emeritus Fellow, Hertford College, Oxford, Director of the Winchester Excavations Committee and Research Unit

Martin has an extensive archaeological career, but is perhaps most recognised for his excavations in Winchester between 1961 and 1971, and as the founder and director of the Winchester Excavations Committee (1962–present) and the Winchester Research Unit (1968–present). He is the general editor of the 'Winchester Studies' series of books, in which the results of the excavations are published.

Martin was elected a Fellow of the Society of Antiquaries of London in 1964 and a Fellow of the British Academy in 1985. He received an OBE in 1997 and in 2014 was appointed CBE for 'services to archaeology'.

Martin introduced into urban archaeology a multi-period and multi-disciplinary approach employing archaeology, topography and historical archives, treating all periods from the Iron Age to the post-medieval with equal weight.

Members

Dr Paul Bennett MBE FSA MCIFA, Director, Canterbury Archaeological Trust

Paul is a graduate of Manchester University and the recipient of an Honorary D.Litt. from the University of Kent.

Paul is currently Director of Canterbury Archaeological Trust, visiting Professor at the Centre for Kent History and Heritage, Canterbury Christ Church University and Head of Mission for the Society for Libyan Studies. He is a professional archaeologist who has spent most of his working life in South East England, but since 1996 part of each year working in Libya and more recently in Northern Iraq (Kurdistan).

His interests are wide but include the Late Roman and Early Anglo-Saxon periods in South East Britain and the Late Roman, Vandal, Byzantine and Early Arab periods in North Africa. Paul was awarded an MBE, presented by the Prince of Wales in February this year for his contribution to archaeology and society.

Dr Nick Thorpe, Head of Department, Department of Archaeology and Anthropology, University of Winchester

Nick is Principal Lecturer in Archaeology and Head of the Department of Archaeology, Anthropology and Geography at the University of Winchester and has been a lecturer there since 1994. He undertook his undergraduate degree in Archaeology at the University of Reading and then carried out a PhD in the Anthropology Department at University College London, titled 'Neolithic and Bronze Age Wessex and Yorkshire: A Comparative Study'.

At Winchester he has been the Programme Leader for the undergraduate degrees in Archaeology and Archaeological Practice for many years. He currently teaches European and British prehistory, archaeological theory, theme studies on death, religion and landscape and excavation methods to both undergraduate and postgraduate students. He has over 40 years fieldwork and excavation experience in Winchester, Hampshire, Britain and Scandinavia, on sites ranging in date from early prehistoric to World War I.

Dr Patrick Ottaway, Freelance Archaeological Consultant, D Phil, FSA, MCIFA

Patrick has an archaeological and heritage consultancy based in York. Previously he was Head of Fieldwork at York Archaeological Trust until April 2006 and managed a team undertaking field projects in York and its region. Patrick's professional career began in Winchester where he was Assistant City Archaeologist from 1976 until 1981.

Patrick has a special interest in the archaeology of towns. He published a book on this subject (Archaeology in British Towns) in 1992, and has authored numerous papers and books on Roman archaeology. Of specific interest to us here in Winchester are volumes in the Museums Service series on excavations 1971–86 on The Roman Cemeteries and Suburbs of Winchester (2011) and Winchester's Anglo-Saxon, Medieval and Later suburbs (2018). He is also author of Winchester: St Swithun's 'City of Happiness and Good Fortune', an Urban Archaeological Assessment (2017), sponsored by Historic England and the City of Winchester and recently nominated by Current Archaeology magazine for 'Archaeological Book of the Year'.

Tracy Matthews, Archaeologist, Winchester City Council

Tracy's journey in Archaeology began at Cardiff University where she studied the subject as an undergraduate. She furthered her archaeology education at Oxford undertaking a post graduate diploma.

Tracy has 20 years' experience in local government archaeological advisory services, and has worked at Winchester City Council since 2001. She represents the City Council on the Association of Local Government Archaeological Organisation and is a member of their specialist Urban Archaeology group.