

LAND ADJOINING 4 BROOKFIELD PROVIDENCE HILL BURSLEDON SOUTHAMPTON

HISTORIC IMPACT ASSESSMENT

ON BEHALF OF
VESTED OUTSOURCING
PARTNERS



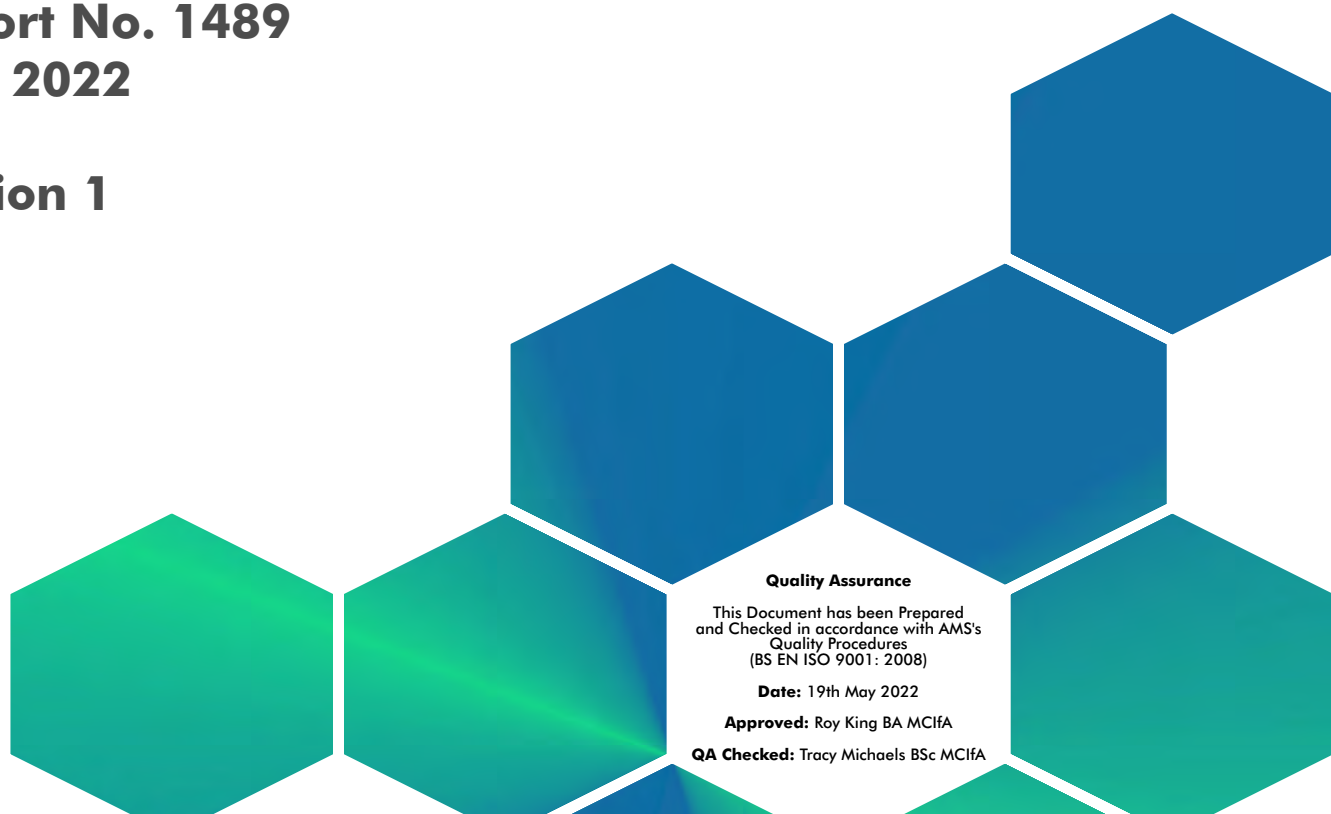
Land Adjoining 4 Brookfield Providence Hill Bursledon Southampton

Historic Environment Impact Assessment

NGR: SU 448294 110630

**Report No. 1489
May 2022**

Section 1



Quality Assurance

This Document has been Prepared
and Checked in accordance with AMS's
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GLOSSARY OF TERMS AND ABBREVIATIONS

Archaeology

For the purposes of this project archaeology is taken to mean the study of past human societies through their material remains from prehistoric times through to the Modern era. No rigid upper date limit has been set, but AD 1900 is used as a general cut off point

HER

Historic Environment Record.

HVIA

Heritage and Visual Impact Assessment

ICOMOS

International Council on Monuments and Sites

LVIA

Landscape and Visual Impact Assessment

Modern

There is debate in archaeology about when the Modern period commences, but 1900 is a useful start point.

Medieval

The period between the Norman Conquest (AD 1066) and c. AD 1500.

Natural

In archaeological terms this refers to the undisturbed natural geology of a site.

NGR

National Grid Reference from the Ordnance Survey Grid.

NMP

National Mapping Programme whereby possible archaeological features present on aerial photographs were mapped. Undertaken for certain counties, including Cornwall.

OD

Ordnance Datum; used to express a given height above sea level.

OS

Ordnance Survey.

OUV

Outstanding Universal Value

Post-Medieval

Refers to the period from c. AD 1500 to AD 1900.

Prehistoric

In Britain this term is generally used for any of the traditionally defined periods such as Palaeolithic (c. 480,000-12,000 BC), Mesolithic (c. 12,000-4000 BC), Neolithic (c. 4,000-2,500), Bronze Age (c. 2500-600 BC) and Iron Age (c. 800 BC – AD 43).

Romano-British

Term used to describe the fusion of indigenous late Iron Age traditions with the invasive Roman culture. Traditionally dated between AD 43 and AD 410.

Saxon or Early Medieval

Term used to describe the period between the end of Roman Britain c. AD 410 and the Norman Conquest (AD 1066).

VCH

Victoria County Histories.

WHS

World Heritage Site

ZTV

Zone of Theoretical Visibility

SUMMARY

This Heritage Impact Assessment is a revision of the 2017 HIA prepared by Dr. Mark Grahame and Charlotte Willis of Foundations Heritage. The revised report has been compiled by Diana King BA MCIfA of Foundations Heritage. It was prompted by a new proposal for development of the site and has been undertaken on behalf of Peter Gombera of Vested Outsourcing Partners.

This Historic Environment Desk-based Assessment has been prepared to accompany an Application for Planning Permission in relation to a site on Land adjoining 4 Brookfield, Providence Hill, Bursledon, Southampton at NGR: SU 448294 110630. The proposal is for 16 residential dwellings and a veterinary practice within the boundary. A new entrance from Providence Hill would be created, along with associated access roads and driveways. An attenuation pond would also be included within the scheme.

This report has concluded that the main potential of the site is for archaeological finds and features from the later archaeological periods, most notably from the Post-Medieval and Modern periods. There is potential for stray finds from all periods to be present, but on the basis of the available evidence, features are not anticipated, although there is limited potential for agricultural features from the Medieval period to be present within the site. As such, the view of this report is that the buried resource, which may be present within the site, is predicted to have **low** evidential value.

The unmitigated impact of the development proposal on an archaeological resource of **low** value is predicted as **minor adverse**. This predicted impact could be mitigated by a condition attached to any grant of planning permission that a post-determination, pre-commencement programme of archaeological investigation and recording, subject to an approved written scheme of investigation, be undertaken to ensure that any matters of archaeological interest are appropriately investigated and recorded. Further mitigation could be considered, depending on the findings of the evaluation. Should this programme of mitigation be implemented, the residual effect on any buried resources is predicted by this report to be **negligible**.

The only above ground heritage assets likely to be affected by the development proposals are the Bursledon Windmill, which is Grade II* Listed and its associated Conservation Area and the eastern Medieval site boundary. The settings appraisal undertaken in this report concluded that views to the windmill from the site are partial, filtered and contingent on seasonality, with the site not forming part of the immediate setting within which the windmill is experienced. The Bursledon Windmill Conservation Area borders the site in the north and can only be experienced from Providence Hill. This view is designated as a "protected view" in the Conservation Area Appraisal. The development proposals respect the "protected view" and have therefore already mitigated potential harm to the heritage values of the windmill and Conservation Area as far as is reasonably practicable. No alterations to the eastern boundary are proposed, thus preserving it within the landscape. Its setting is already compromised by modern built environment and no appreciable additional harm will result; therefore the impact on this boundary is considered to be **negligible**. In light of this, the impact of the development proposals on the heritage significance of these assets is assessed as **negligible**, with no further mitigation considered necessary.

The impact of the proposals on the historic character of the landscape is considered **negligible** with no meaningful cumulative impacts predicted on either below or above ground heritage. No other impacts are predicted on either designated or non-designated heritage assets.

Subject to the appropriate mitigation, the view of this report is that the proposals would only result in **negligible** harm to the heritage significance of both known and potential heritage assets. As such, they are not considered at variance with the provisions of NPPF or Local Planning Policy and should be granted consent.

1 INTRODUCTION AND PROJECT BACKGROUND

- 1.1 This Heritage Impact Assessment is a revision of the 2017 HIA prepared by Dr. Mark Grahame and Charlotte Willis of Foundations Heritage, with illustrations by Adam Jarvis. The revised report has been compiled by Diana King BA MCIfA of Foundations Heritage. It was prompted by a new proposal for development of the site and has been undertaken on behalf of Peter Gombera of Vested Outsourcing Partners.

- 1.2 This updated assessment has been prepared to accompany an application for planning permission in relation to a site on land adjoining 4 Brookfield, Providence Hill, Bursledon, Southampton at NGR: SU 448294 110630, as shown in Figure 1. The proposal is for 16 residential dwellings and a veterinary practice within the boundary. A new entrance from Providence Hill would be created, along with associated access roads and driveways. An attenuation pond would also be included within the scheme. The proposal plans are illustrated on Figure 4.

- 1.3 Pre-Application Advice under reference Q/16/78882 was sought from Eastleigh Borough Council in October 2016. In their reply Hampshire County Council Archaeology stated:

Thank you for your consultation. The site is located between two archaeological evaluations that have been completed in the past few months. The evaluation immediately to the north of the site identified substantial amounts of re deposited soils associated with the construction of the M27 to the north east. This re-deposited soil appeared to peter out towards the eastern end of the site where evidence for likely field boundary ditches was recorded. Further field boundary ditches; one of which was dated to the post-medieval period were recorded in the other evaluation to the east of the site. A single pit containing Iron Age pottery was also recorded in the far east of the evaluated area, around 285 metres to the north east of the site. Historic mapping shows that the site has been relatively undisturbed by modern development over the past 150 years. What is required at this stage therefore is for further work to be carried out in order to fully assess the site's potential and place it within an archaeological context, so that an informed decision on archaeological issues can be made at the application stage.

I would therefore recommend that any future planning application should be accompanied by a Heritage Statement. This statement should address below ground archaeological issues and set out the nature of the archaeological potential of the site and the impact on that potential of the development proposals. The statement should also set out a mitigation strategy to satisfy the planning authority that all archaeological issues will be sustainably dealt with during development under the terms of NPPF.

- 1.4 A second submission for Pre-Application Advice was made in May 2017. No additional comments were made relating to heritage and archaeology.
- 1.5 A Written Scheme of Investigation for the Heritage Impact Assessment was submitted to the archaeology planning service at Hampshire County Council on the 5th December 2016 and was accepted on the same day.
- 1.6 The Heritage Impact Assessment has been prepared in accordance with the requirements of the National Planning Policy Framework (NPPF21) and Local Planning Policy. This approach allows the assessment to study the potential of the site and the significance of the unknown archaeological resource, in relation to the likely impact of the proposed development on it and on any associated monuments. This study also

considers the impact of the proposed development on any above ground heritage, including any effect on their settings within 500m of the site boundary.

2 PLANNING BACKGROUND AND LEGISLATIVE FRAMEWORK

2.1 In considering a development proposal, the Local Planning Authority (LPA) will consider the policy framework set by government guidance. Planning decisions relating to heritage assets must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Ancient Monuments and Archaeological Areas Act 1979, and relevant policies within the National Planning Policy Framework.

2.2 National Planning Policy and Guidance

2.2.1 National Planning Policy Framework, 2021

2.2.2 The National Planning Policy Framework was published in July 2021 replacing the earlier version (2019) as part of the Government's streamlining of the planning process.

General

2.2.3 NPPF paragraph 11 states that *"Plans and Decisions should apply a presumption in favour of sustainable development.*

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed⁷".

2.2.4 Footnote 7 states *"the policies referred to are those in this Framework (rather than those in development plans) relating to.....designated heritage assets and other heritage assets of archaeological interest referred to in footnote 68...."*. Footnote 68 states *"Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets"*.

2.2.5 Government policy in relation to the historic environment is outlined in Section 16 of the National Planning Policy Framework (NPPF) entitled *Conserving and Enhancing the Historic Environment* (MHCLG 2019). Paragraphs 189-208 provide guidance for planning authorities, property owners, developers and others regarding the treatment of heritage assets in the planning process and specific paragraphs which are relevant to this assessment are summarised below.

2.2.6 Paragraph 189 states that *"heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed*

for their contribution to the quality of life of existing and future generations”.

- 2.2.7 Paragraph 190 states that: *“plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:*
- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;*
 - b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
 - c) the desirability of new development making a positive contribution to local character and distinctiveness; and*
 - d) opportunities to draw on the contribution made by the historic environment to the character of a place”.*
- 2.2.8 Paragraph 191 states that: *“when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest”.*
- 2.2.9 Paragraph 192 states that: *“local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:*
- a) assess the significance of heritage assets and the contribution they make to their environment; and*
 - b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future”.*
- 2.2.10 Paragraph 193 states that: *“local planning authorities should make information about the historic environment, gathered as part of policy-making or development management, publicly accessible”.*
- 2.2.11 Paragraphs 194-198 relate to proposals affecting heritage assets.
- 2.2.12 Paragraph 194 addresses planning applications stating that: *“in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”*
- 2.2.13 Paragraph 195 states that *“local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any*

- necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal."
- 2.2.14 Paragraph 196 states: "where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision".
- 2.2.15 Paragraph 197 states that: "in determining applications, local planning authorities should take account of:
- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness".
- 2.2.16 Paragraph 198 states that: "in considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal".
- 2.2.17 Paragraphs 199-208 consider potential impacts.
- 2.2.18 Paragraph 199 states that: "when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance".
- 2.2.19 Paragraph 200 states that "any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
 - b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional".
- 2.2.20 Paragraph 201 states that "where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- a) the nature of the heritage asset prevents all reasonable uses of the site; and
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

- d) *the harm or loss is outweighed by the benefit of bringing the site back into use.*"
- 2.2.21 Paragraph 202 states that: *"where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use".*
- 2.2.22 Paragraph 203 states that: *"the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset".*
- 2.2.23 Paragraph 204 states that: *"local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred".*
- 2.2.24 Paragraph 205 states that: *"local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted".*
- 2.2.25 Paragraph 206 states that: *"local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably".*
- 2.2.26 Paragraph 207 states that: *"not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole".*
- 2.2.27 Paragraph 208 states that: *"local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies".*
- 2.2.28 The above paragraphs make it clear that the effects that proposed developments have on the significance of heritage assets should be assessed within planning applications.
- 2.2.29 Paragraph 20 of the accompanying Planning Practice Guidance outlines what is meant by public benefits namely: *"public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits" (MHCLG 2019).*

- 2.2.30 The key test in NPPF is whether a proposed development will result in substantial harm or less than substantial harm. Substantial harm is not defined in the NPPF although paragraph 18 of the accompanying Planning Practice Guidance provides guidance and states *“what matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset’s physical presence, but also from its setting. Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting (MHCLG 2019).”*

2.3 Ancient Monuments and Archaeological Areas Act, 1979

- 2.3.1 The Ancient Monuments and Archaeological Areas Act of 1979 provides for the investigation, preservation and recording of matters of archaeological or historical interest. This relates not only to Scheduled Ancient Monuments but also to other monuments which in the opinion of the Secretary of State is of public interest by reason of its historic, architectural, traditional, artistic or archaeological interest. Section 61(12) defines sites that warrant protection due to their national importance.

2.4 Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.4.1 The Planning (Listed Buildings and Conservation Areas) Act sets out the criteria for listing buildings deemed by the Secretary of State to be of special architectural and historic interest and the designation by Local Authorities of Conservation Areas, and how these assets should be treated in the planning process. The appropriate consideration of these assets within the planning process is reflected in the provisions of NPPF.
- 2.4.2 Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that *“in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority or Secretary of State should pay special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”*.
- 2.4.3 Section 69 of the Act requires local authorities to define as conservation areas any *“areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”*. Section 72 gives local authorities a general duty to pay special attention *“to the desirability of preserving or enhancing the character or appearance of that area”*.

2.5 Local Planning Policy

- 2.5.1 The Local Authority responsible for planning policy is Eastleigh Borough Council. The *Eastleigh Borough Local Plan (2016-2036)* was adopted in April 2022 and is relevant to the current study. It contains the following relevant policies:
- 2.5.1 Policy DM1, General criteria for new development:
1. All new development should (as relevant):
a. not have an unacceptable impact on, and where possible should enhance:

- i. residential amenities of both new and existing residents; the character and appearance of urban areas, the countryside and the coast;*
- ii. biodiversity (avoiding significant adverse impacts); and*
- iii. the significance of heritage assets;*

2.5.3 Policy DM12, Heritage Assets

1. Development of a heritage asset or within its setting will be permitted provided it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities. The more important the asset, the greater the weight that should be accorded to this criterion. Permission for development which results in substantial harm to, or loss of, designated assets of the highest significance will be wholly exceptional. Development which involves the demolition or destruction of any part of other heritage assets will not be permitted unless its removal or replacement would enhance or better reveal the significance of the asset. In these circumstances, the developer will be required to record and advance understanding of the significance of any heritage assets to be lost, in a manner appropriate to their importance and the impact, and to make this evidence publicly accessible.

a. Development that affects an archaeological site either above or below ground that is already identified or discovered through development proposals will only be permitted provided:

i. if the remains cannot be preserved in situ, the clear and convincing overriding public benefits of the development that cannot be achieved by any other means is sufficient to outweigh the value of the remains;

and

ii. prior to the commencement of the development, provision has been made for a programme of archaeological investigation and recording and for this evidence to be made publicly accessible;

b. It achieves a high standard of design which respects and complements the character and qualities of the heritage asset(s);

c. Where necessary, it secures the long-term future maintenance and management of the asset;

d. Where possible, it enables public enjoyment and interpretation of the asset; and

e. A heritage statement is submitted with the application explaining the significance of the assets affected including the contribution made by their setting, at a level of detail proportionate to the asset's significance; the impact of the proposal on the significance of the asset; and how proposals have been developed to avoid harm or, if this is not possible, minimise the harm; with mitigation measures proposed.

2. In permitting development involving a heritage asset the Borough Council may seek a legal agreement to secure the long-term management and enhancement of the asset.

3. The Council will monitor buildings or other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk through discussions with owners and willingness to consider positively development schemes that would ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers.

2.5.4 Policy BU1, Land north of Providence Hill

f. the development provides a high quality landscaped setting which preserves or enhances the special interest, character and appearance of the adjoining Bursledon Windmill Conservation Area and safeguards the setting of the listed windmill;

3 ASSESSMENT METHODOLOGY

- 3.1 This proportionate heritage statement comprises a desktop study of the effects of the proposed development on known and potential heritage assets in accordance with the Written Scheme of Investigation (2021). It also forms the basis for any further works, which may be required to mitigate any adverse effects of the proposals. The report will allow all parties associated with the

project to consider the need for design mitigation to counteract the potential effects and to ensure compliance with national and local heritage planning policies.

- 3.2 Given the nature of heritage assets, this assessment process involves a degree of subjective interpretation based on existing data sources and professional judgement. This is particularly the case when assessing the potential presence and likely significance of buried archaeological deposits that may be present within a site. The assessment of the significance of heritage assets and the impact of the proposed development on that significance involves a degree of interpretation and professional judgement because different elements of a heritage asset or its setting contribute differentially to its significance. How the significance of a heritage asset is likely to be affected by a set of development proposals will be contingent upon the nature of those proposals and professional judgement is required in order to gauge likely effects.
- 3.3 The assessments of potential and significance in regard to the buried archaeological resource are extrapolations from known data both within and around the study area.
- 3.4 In assessing the archaeological potential and significance of the site and heritage assets, the criteria specified in Tables 3.1-3.4 were used to provide a framework although it is the position of Foundations Heritage that tabulated data lacks the flexibility required to accurately assess heritage assets and these tables are therefore subject to professional judgement. Tables 3.2-3.4 are broadly based upon DMRB (2020) and ICOMOS (2011), which constitute the most widely accepted form of tabulated data.

Table 3.1: Table of Archaeological Potential and Assessment Criteria

Potential	Criterion
Negligible	Archaeological features and finds are unlikely to be present.
Low	Archaeological features and finds may be present but are likely to be infrequent or rare.
Low-Moderate	Archaeological features and finds may be present but are likely to occur only infrequently and may have poor coherence.
Moderate	Archaeological features and finds are likely to be present and may include coherent groupings. .
Moderate-High	Archaeological features and finds are probable, with likely coherent groupings and possibly structures.
High	Archaeological features and finds are likely to be present, with features occurring frequently and having high coherence.
Very High	Archaeological features and finds are to be expected with finds predicted in quantity and with features that have very high coherence, highly likely. Structures are likely.

- 3.5 Where archaeological features are statutorily or non-statutorily designated, this can assist in the grading of their significance. For example, Scheduled Monuments are of a national importance, whilst locally designated archaeological sites are of local importance. However, not all archaeological features are designated. To assist in assessing the significance of these features, the relevant criteria, as set out in Scheduled Monuments guidance (DCMS 2013), referring to determining the suitability of a site for scheduling, provide useful guidance. These criteria include:
- Period
 - Rarity
 - Documentations/finds
 - Group value
 - Survival/condition
 - Fragility/Vulnerability

- Diversity
- Survival/potential

Definition of significance

- 3.6 In accordance with the NPPF, this report aims to assess the effects of the proposed development on the significance of heritage assets. Significance' is defined in the NPPF (Annex 2) as *"the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."*

Establishing significance

- 3.7 The significance of above ground heritage is derived from the DCMS criteria for listing and the guidance offered in NPPF. According to DCMS criteria, buildings are listed because they are of "special" architectural or historical interest and that this warrants their preservation. Grade I and Grade II* Listed Buildings are of the highest significance because they are of exceptional interest (Grade I) or are more than of special interest (Grade II*). Grade II Listed Buildings are of special interest. Undesignated assets, which are not statutorily designated, but are documented in the Local Authority Historic Environment Record, are nevertheless still of heritage interest.
- 3.8 Assessing the impact of the development proposals on the significance of heritage assets employs a two-step process:
- Identification of the importance of known and potential heritage features; and
 - Identification of the magnitude of the effect.
- 3.9 Historic England guidance for establishing the significance or value of heritage assets is based on four criteria provided by Historic England in *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment* (EH 2008). These criteria are evidential, historical, aesthetic and communal.
- 3.10 The values used to establish the significance of heritage assets have been replaced by archaeological, architectural & artistic and historic in the NPPF Glossary and in the consultation draft of *Conservation principles for the sustainable management of the historic environment* (2017), which will replace the 2008 document in due course. These values are also utilised in the Historic England Publication *Statements of Heritage Significance: Analysing Significance in Heritage Assets* (2019) and are detailed below:
- Archaeological Interest: There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
 - Architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
 - Historic Interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for

communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

- 3.11 For the purposes of this assessment the combined evidential, historical, aesthetic and communal values of identified heritage assets have been considered in conjunction with archaeological, architectural and artistic, and historic values to result in an overall heritage significance rating as per Table 3.2 below:

Table 3.2 Significance Ratings

Value/Significance	Descriptors		
	Archaeological Remains	Historic Buildings	Historic Landscapes/Areas
Very High	World Heritage Sites & assets that are of acknowledged international importance. Scheduled Monuments and currently undesignated assets of schedulable quality and importance. Protected wreck sites	Structures that are inscribed as World Heritage Sites & other buildings of recognised international importance. Grade I and II* listed buildings	World Heritage Sites inscribed for their historic landscape qualities & historic landscapes of international importance, whether designated or not. Registered battlefields. Grade I and II* Registered Parks and Gardens. Extremely well-preserved historic landscapes with exceptional coherence, time depth or other critical factor(s).
High	Assets with the potential to provide a significant contribution to nationally identified research objectives.	Grade II listed buildings. Undesignated buildings with clear national importance.	Registered historic landscapes. Grade II Registered Parks and Gardens.
Medium	Local authority designated sites including Areas of Archaeological Importance and/or Areas of High Archaeological Potential. Non-designated sites or other assets of regional importance.	Non-designated buildings that may be of listable quality.	Local authority designated areas (Conservation Areas). Unregistered historic landscapes that might be of sufficient quality to allow designation. Unregistered historic landscapes with moderate preservation and time depth.
Low	Non-designated assets of local importance.	Historic buildings on 'local list'.	Unregistered historic landscapes with interest to local groups.

	Non-designated sites or assets with low coherence and poor preservation.		Unregistered historic landscapes of poor coherence or preservation.
Negligible	Non-designated assets with very little surviving coherence and very poor preservation.	Historic buildings that do not qualify for the local list but retain some heritage significance	Unregistered historic landscapes of very poor coherence or preservation, so as to be all but unrecognisable.
Unknown	Non-designated assets that have not been adequately assessed.	Buildings with possible, but inaccessible historic interest.	Unassessed landscapes with possible heritage significance.

- 3.12 The baseline significance of heritage assets must, however, also be viewed through the lens of susceptibility to change. Very few heritage receptors of the highest significance will have any significant ability to accommodate change and may have no at all without resulting in a substantial adverse or beneficial impact. Other heritage assets may have varying degrees of susceptibility to change; generally, the lower value of the asset the greater its ability to absorb change is likely to be but this is not in itself a given and some higher value assets may have greater resilience to change than some lower value assets. DRMB tabulated data regarding sensitivity, for example, is inclusive of value and sensitivity but is aimed specifically at the impact of road schemes on significant landscapes, rather than individual heritage assets. It is the opinion of Foundations Heritage that this broad-brush approach is insufficiently flexible when dealing with heritage assets; for example direct physical impact may less likely to be accommodated than a change to setting. Consequently, susceptibility is discussed separately and is not included in Table 3.2.
- 3.12 Having determined the significance of any known or potential heritage asset, the assessment of likely potential and effects of the development upon heritage assets can be undertaken using the following eight-level scale of significance as a guidance. Effects can either be **beneficial** or **adverse**, see Table 3.3.

Table 3.3: Table of Impacts Criteria

Impact	Archaeological Resource	Historic Buildings	Landscape and Settings
Major Beneficial	Cessation or reversal of physical damage to an archaeological site that is would otherwise result in complete or near complete loss of the asset.	Cessation or reversal of physical decline or on-going harm that would otherwise result in complete or near complete loss of historic fabric.	Large scale improvement to existing historic character, features or elements and/or removal of significant uncharacteristic and actively harmful elements. The setting of any asset is substantially enhanced.
Moderate Beneficial	Cessation or reversal of physical damage to an archaeological site that would result in significant harm to an asset.	Cessation or reversal of physical decline or on-going harm that would otherwise result in significant loss of historic fabric. Substantial restoration of original	Partial improvement/enhancement of existing historic character, features or elements and/or removal of noticeable harmful and/or uncharacteristic

		features and patterns of circulation and removal of inappropriate alterations.	elements. The setting of any asset is noticeably enhanced.
Minor Beneficial	A limited change in land use or management to enhance the preservation of the identified archaeological resource.	The historic fabric of the building is slightly enhanced to restore original features or patterns of circulation.	Slight improvement to historic character, features or elements through removal of harmful and/or uncharacteristic elements. The setting of any asset is slightly enhanced.
Neutral	No effects on known or predicted archaeological resources or their settings. No mitigation required.	No change to historic building elements.	No change to key historic landscape elements, parcels or components. No effect on the setting of any asset.
Negligible	<i>De minimis</i> effects on known or predicted archaeological resources or their settings. Mitigation protects the resource from adverse effects.	Slight change to historic building elements that hardly affect it.	Very minor changes to key historic landscape elements, parcels or components; virtually unchanged visual effects. No appreciable effect on the setting of any asset.
Slight Adverse	Effects small areas of known or potential resources at a local level or where the archaeological resource is very truncated or fragmented. The removal of the resource would not affect future investigation and would increase archaeological knowledge.	Change to key historic building elements, such that the asset is slightly different.	Change to few historic landscape elements, parcels or components; slight visual changes to a few key aspects of historic landscape and the settings of any asset.
Moderate Adverse	Adverse effects would occur on archaeological resources at a local level by groundworks that would have a detrimental impact on archaeological deposits but would leave some of the resource <i>in situ</i> .	Changes to many key historic building elements, such that the resource is significantly modified.	Change to some key historic landscape elements, parcels or visual components; visual change to key aspects of the historic landscape; resulting in moderate changes to historic landscape character and the setting of any asset.
Major Adverse	Adverse effects caused to areas of high archaeological potential, Archaeological Priority Areas, Scheduled Monuments and to other archaeological sites of importance in breach of relevant planning policies, or where the level of impact would result in total destruction.	Change to key historic building elements such that the resource is totally altered.	Change to most or all key historic landscape elements, parcels or components; extreme visual effects resulting in complete change to historic landscape character and the setting of any asset.

Table 2.4 Significance of Effects Matrix

Value/Significance		Very High	Neutral	Slight	Moderate/ Large	Large/ Very Large	Very Large
		High	Neutral	Slight	Slight/Moderate	Moderate/ Large	Large/ Very Large
		Medium	Neutral	Neutral/ Slight	Slight	Moderate	Moderate/ Large
		Low	Neutral	Neutral/ Slight	Neutral/ Slight	Slight	Slight/ Moderate
		Negligible	Neutral	Neutral	Neutral/ Slight	Neutral/ Slight	Slight
			No Change	Negligible	Slight	Moderate	Major
Magnitude of Impact							

- 3.13 As archaeology is a finite and irreplaceable resource, for which the preferred option is preservation *in situ*, it is generally considered that there can rarely be moderate or major beneficial effects to archaeological resources. For built heritage, the conservation and restoration of building can have moderate or substantial beneficial effects, but redevelopment of buildings for uses for which they were not originally intended, limits any beneficial effects.
- 3.14 NPPF (2021) identifies only three classes of harm to the heritage value of assets, which are “substantial, “less than substantial” and “no harm”. No guidance is offered in the NPPF as to the threshold between the two. However, in the case of *Bedford Borough Council v. the Secretary of State for Communities and Local Government and NUON UK Ltd [2012] (EWHC 4344 (admin) CD5.11)*, the High Court supported a Planning Inspectorate finding that for harm to be substantial, the impact on the significance of a designated heritage asset must be so serious that very much, if not all, of that significance is drained away. This ruling provides a useful benchmark for assessing impacts on all heritage assets whether designated or non-designated and has been used to compile Table 3.2. The International Council on Monuments and Sites (ICOMOS) has produced a similar scheme in which substantial impacts affect assets to such a degree that they are ‘totally altered’.
- 3.15 No guidance is given in NPPF or the practice guide as to how to assess levels of harm to non-designated assets, however, in light of the fact that no other levels of harm are identified throughout it seems prudent to judge harm to this asset class using the same criteria. The bottom end of the scale of ‘less than substantial harm’ has been confirmed as including ‘negligible’ harm by the High Court in *R.(oao James Hall and Company Limited) v City of Bradford Metropolitan District Council and Co-Operative Group Limited [2019] EWHC 2899 (Admin)*. Her Honour Judge Belcher ruled:

“In my judgment the three categories of harm recognised in the NPPF are clear. There is substantial harm, less than substantial harm and no harm. There are no other grades or categories of harm, and it is inevitable that each of the categories of substantial harm, and less than substantial harm will cover a broad range of harm. It will be a matter of planning judgement as to the point at which a particular degree of harm moves from substantial to less than substantial, but it is equally the case that there will be a number of types of harm that will fall into less than substantial, including harm which might otherwise be described as very much less than substantial. There is no intermediate bracket at the bottom end of the less than substantial category of harm for something which is limited, or even negligible, but nevertheless has a harmful impact. The fact that the harm may be limited or negligible will plainly go to the weight to be given to it as recognised in Paragraph 193 NPPF. However, in my judgment,

minimal harm must fall to be considered within the category of less than substantial harm”.

- 3.16 A decision in *Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EW Civ 137 R* related to the impact of a proposed windfarm on numerous heritage assets. The Court of Appeal held that in enacting Section 66(i) of the Planning (Listed Buildings and Conservation Areas) Act 1990 an LPA shall have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. Similar requirements with respect to buildings or land in a conservation area are detailed in Section 72 of the Act. In this context ‘preserving’ has been taken to mean doing “no harm”. In this case the Court of Appeal held that Section 66(i) intended not just that the desirability of preserving Listed Buildings and their settings should be given careful consideration as per NPPF paragraph 134, but that “great weight and consideration” should be applied as per paragraph 132. In *Jane Mordue v Secretary of State for Communities and Local Government and others [2015] EWHC 539 (Admin)* judged ‘that the correct interpretation of paragraph 134 and the first part of paragraph 132 requires them to be read together’.
- 3.17 In *Forge Field Society & Others v Sevenoaks DC & Interested Parties [2014] EWHC 1895 (Admin)* it was concluded that “It does not mean that the weight the authority should give to harm which it considers would be limited or less than substantial must be the same as the weight it might give to harm which would be substantial. But it is to recognize, as the Court of Appeal emphasized in *Barnwell*, that a finding of harm to the setting of a listed building or to a conservation area gives rise to a strong presumption against planning permission being granted. The presumption is a statutory one. It is not irrebuttable. It can be outweighed by material considerations powerful enough to do so”.
- 3.18 A High Court judgement on *Boden Vs East Staffordshire BC and Another* in 2016 the judge ruled that “Even though both the case law and the NPPF make plain that considerable weight has to be given to the harm done to heritage assets, however minimal/minor, there is still a balancing exercise to be undertaken”.
- 3.19 Although great weight and consideration should therefore be given to the preservation of setting, the Secretary of State confirmed in relation to *Crudance Strategic Ltd v Basingstoke and Dean DC (APP/H1705/A/13/2205929)* that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’.
- 3.20 It should be noted that these judgements predominantly relate to Listed Buildings and Conservation Areas as defined in the Planning (Listed Buildings and Conservation Areas) Act 1990 but may be extrapolated to relate to any designated heritage asset.

4 SOURCES

- 4.1 The information available in the Hampshire County Council Historic Environment Record and the Southampton City Council Historic Environment Record has been re-consulted within a 1km search radius of NGR: SU 448294 110630. The HER lists 25 Archaeology Points, four Monument Polygons, one Event Line, three Event Polygons, two Event pints, 23 Listed Buildings, two Conservation Areas and one Area of Local Archaeological Potential.
- 4.1 Information held by the Hampshire Record Office in Winchester was originally consulted for cartographic and other historical data. Regional and national journals, where available, were examined for relevant information, as well as unpublished reports of previous archaeological activity within the region.

- 4.2 A series of 10 specialist oblique records and 199 vertical records available from the Historic England Archives were examined under search reference: AP/104390 for evidence of archaeological features within the site. LiDAR data was downloaded from the Environment Agency.
- 4.3 Appropriate on-line resources, such as the DEFRA MAGIC website and the British Geological Viewer, were consulted.

5 SITE LOCATION AND DESCRIPTION

- 5.1 The site walkover was undertaken at the time of the 2017 assessment and ground conditions have not significantly altered in the intervening time period to warrant a second site walkover. The site is located in Bursledon, a small village on the River Hamble in Hampshire within the borough of Eastleigh. The site occupies an area of approximately 1.07 hectares (reduced from approximately 1.14 hectares) and is located on the northeast side of Providence Hill. To the southeast of the site is 4 Brookfield, a residential dwelling. The adjacent land to the north comprises open fields and occasional residential houses. The north boundary is bounded by a small stream. Bursledon Windmill (1281479) is also located to the northwest of the site. To the east of the site, the adjacent land comprises buildings and Providence Hill lies to the southwest. To the west of the site there is a track leading to open fields. All measurements given in this section and those that follow are approximate, ignore variations in terrain and are measured from the nearest site boundary.
- 5.2 The site was accessed from Providence Hill over a short section of public footpath and then through a metal farm gate. The gate opens onto a mud track which forms part of a raised bank. The bank slopes to the east and west. The bank is supported on the north side with concrete breeze block terracing in a pyramidal shape following the line of the slopes.
- 5.3 At present, the land is in use by 4 Brookfield as a mixture of a residential garden at the northeast end, open rough ground to the centre and overgrown disused land at the northwest end.
- 5.4 The site boundary on the northern side comprises mature trees and overgrown vegetation in front of a steep ditch, which contains a stream that runs along the outside of the boundary. There are remnants of a wire fence towards the centre of the boundary but there are no posts visible. The north boundary intersects with the south boundary at the west end of the site.
- 5.5 The west end of the south boundary comprises a concrete post and two strand wire fence which joins to the metal entrance gate at the centre of the boundary. To the east of the entrance gate, the boundary comprises a timber post and wire strand fence. The boundary then runs parallel to the driveway and is formed of mature hedges planted within a raised bed. The drive is laid to shingle. The driveway is raised in relation to the land below; it is supported by a retaining wall on the north side made up of Modern block work.

- 5.6 The south end of the east boundary is not currently marked by any extant feature but cuts across part of the current garden area for 4 Brookfield. The boundary then turns east-west and is marked by a timber board fence running along the north side of the house garden. The boundary then orientates north-south (but angles north around a tree) and comprises mature trees and overgrown hedges; the east boundary then joins the north boundary at the northeast corner. The east boundary is synonymous with a Medieval manorial boundary (HER No 69822). An internal boundary at the east end of the site, orientated northeast-southwest marked on the 2016 Ordnance Survey map (Figure 20) was not clearly marked at the time of the walkover survey. There are a series of immature trees in a slight hollow that appear to run along the same line of the internal boundary.
- 5.7 At the centre of the site there is an enclosure. The enclosure does not connect with the site boundary. The enclosure boundary comprises a timber post and three strand wire fence.
- 5.8 The site falls away steeply from the south to the north; the slope becomes more gradual at the east and west ends of the site. The ground across the site is undulating and uneven.
- 5.9 The east and centre of the site are covered by rough grass: the east is in use as a residential garden and the centre for storage and the keeping of ducks and chickens. The west end of the site is overgrown with vegetation and brambles. There are mature trees along the north boundary and for most of the south boundary, as well as the northern part of the east boundary. There are tree stumps within the central area of the site. There are also some young trees across the site.
- 5.10 There is a slight rectangular bank at the centre of the site near to existing structures. The bank may be evidence for a building having been located there previously. There are also banks that have been previously discussed at the site entrance and the driveway to 4 Brookfield.
- 5.11 The site was dry with the exception of the western end, where there was standing surface water and the ground surface was wet underfoot.
- 5.12 There are 11 buildings/structures within the site boundary. At the western end of the site, there is a timber shed with a pitched roof. It is currently not in use. To the centre of the north boundary there are two structures. There is a timber shed structure with a half sloped corrugated metal roof, which is in use as storage. The second building is a timber wall and roof 'log store' which is currently not in use. At the northeast corner, close to the east boundary is a caravan. Behind the caravan is a corrugated metal sloped roof building, which is used for storage.
- 5.13 To the centre of the southern boundary there are 4 structures. There is a green poly-tunnel which is closed at the south side but open to the north end. It is currently in use for storage. There is also a caravan which is covered by a caravan cover. Next to these structures is a corrugated metal structure with a sloped roof, which is in use for storage. Directly adjacent to this structure is a painted blue timber storage container.
- 5.14 To the north of the structures at the centre of the southern boundary are two further structures. The first is timber walled with a flat timber roof; attached to the north elevation of the building is a wire mesh enclosure for poultry. The second building, which is adjacent to the first, is a corrugated metal walled structure with a corrugated metal sloped roof that is used for storage.

- 5.15 Manhole covers were observed within the site boundary and the presence of the houses fronting onto Providence Hill would suggest that other underground services may be present within the site. Overhead services are present within the site boundary. There are two timber post pylons for overhead lines, one at the west end and another to the centre of the site. The pylons have three strand cables which run east-west across the site.
- 5.16 No evidence of subsidence was identified during the site walkover nor was any evidence for mining observed. Below ground disturbance was in evidence in the terrace in front of the gateway from Providence Hill and the driveway into the site.
- 5.17 Bursledon Windmill is visible from within the site boundary. At the northwest end of the site views of the windmill are heavily filtered by conifers, although the cap and sails can occasionally be glimpsed through the screen of trees (Plate 1). In the centre of the site, the entire windmill can be glimpsed through the screen of vegetation with the tower, cap and sails visible. The view, however, is heavily filtered by intervening woodland. At the time of the walkover survey the deciduous trees were not in leaf and it can be anticipated that during the spring and summer, views to the windmill from this part of the site would be largely obscured (Plate 2). There are unfiltered views of the windmill from the eastern parts of the site, but only the top of the tower, cap and sail can be seen from this location due to an intervening building (Plate 3).
- 5.18 There was little indication of the relict landscape within the redline perimeter of the site. The ditch to the north boundary suggests that the boundary has been established for some time. Otherwise, there was nothing observed during the walkover survey to suggest the presence of archaeological deposits within the site.
- 5.19 According to the British Geology Viewer, the bedrock for the site is defined as two groups 'Marsh Farm Formation – Clay, Silt and Sand' and 'Wittering Formation – Sand, Silt and Clay'. No superficial deposits for the site are recorded. There are a large number of boreholes near to the site, although there are none within the site boundary. Unfortunately, the boreholes to the south of the site do not have online scans available. Two examples from the north of the site are SU41SE/137 and SU41SE/139. The topsoil for SU41SE/137 measures 0.6m followed by 3 deposits of silty sandy clays to a total depth of 10.6m. Similarly, SU41SE/139 has topsoil to a depth of 0.4m followed by 4 deposits of silty sandy clays to a total depth of 4.6m. The boreholes confirm the information provided by the British Geology Viewer.
- 5.20 Nothing else was observed during the walkover survey that was considered to be germane to the objectives of this study.

6 AERIAL PHOTOGRAPHS AND LIDAR

- 6.1 Christine Cox of Air Photo Services Ltd. compiled the following aerial photograph report on behalf of Foundations Heritage and was assisted by Charlotte Willis.
- 6.2 All vertical and oblique aerial photos listed on cover search number AP/104390 were examined at the Historic England (HE) Archive. These photos were taken between 1945 and 2000. There were no oblique aerial photos which directly covered the site and its immediate environs. The Cambridge University Collection of Aerial Photographs is not presently open for consultation.
- 6.3 Vertical aerial photographs at HE showed the site in the 1940s, 1950s, 1970s 1990s

- and 2000 and were examined using a magnifying mirror stereoscope. Images taken between 1999 and 2015 were examined at www.earth.google.com and the aerial and birdseye images were similarly examined at www.bing.com/maps.
- 6.4 Between the 1940's and 2015 the site was consistently laid to a mixture of grass and small strips of vegetable cultivation, likely potatoes, brassicas or small fruit bushes. There were none of the common signs of allotment use (multiple sheds, small and individually cultivated plots and paths) but rather a homogenous 'smallholding' or market garden type of use. The west part of the site succeeded to more dense tree cover after 1999, and some smaller structures were evident from these dates in the east of the site.
- 6.5 No heritage assets were observed inside the site boundary. In the environs of the site, two assets have been noted on the HER. A ditch, HER 69242, is recorded to the immediate north of the site. This ditch is a former field boundary, and part of the hedged boundaries likely planted following enclosure of the land. The ditch appears on the 1st edition OS map, and on aerial photos taken in the 1940s, such as 106G/UK/650 5326 - 5328 and 106G/UK/737 6317 - 6318, both taken in August 1945. The boundary ditch was removed between May 1970 and April 1975. Photograph OS 75 019 frames 82 and 83 show the area to the immediate north of the site was cleared and the surface grass stripped to substrate. The boundary is not present in 1975. It is visible very residually on 92 - 332 - 016 020 taken on the 9th June 1992 and on the birds eye digital image displayed at www.bing.com/maps which is likely to be dated after 1999. The Windmill building is also visible on these photos.
- 6.6 A pit, HER 69243, is recorded to the east of the site, and outside its boundary. This feature was not identified with certainty on any of the aerial photos. There is an area of dark toned marks in the grass across the middle of this field which shows on CPE/UK/1749 frames 3089 - 3090. These may be areas where former bushes have been removed. In 1975, OS 75 019 82-83 shows a darker toned area in the middle of the field which could be a former pit. No topography associated with this feature was apparent. By 1999 - 2000, an image supplied to www.earth.google.com by Infoterra and Bluesky and AF/00/207 Run 008 frames 2484 - 2485 show the field where the pit was recorded was used for leisure purposes, likely pedestrian and dog walking on a series of sinuous worn paths between areas of rough grass. This use diminishes and is not present by 2015. The field has been used for cattle grazing in recent years, as attested by the aerial images at www.bing.com/map.
- 6.7 No traces of the cluster of findspots and burnt mound recorded to the NE of the site (HER 25971, 25972, 25975, 25976, 25979) were visible - these were likely recorded during fieldwork related to construction of the M27.
- 6.8 In 1945 there was an extant and functioning military tented camp and ancillary areas well to the north of the site at what is now Netley Caravan Park on Netley common. No traces of the barrow cemetery at Netley were visible.
- 6.9 LiDAR data was available for the site, which was flown on 25th February 2005. From the data, 2m Digital Terrain and Surface Models were created and were visualized with Hillshade and Multi-Dimensional Hillshade. The visualisations showed no features likely to have an archaeological origin within the perimeter of the site.

7 ARCHAEOLOGICAL AND HISTORICAL BACKGROUND

7.1 The purpose of this section of the report is to provide background information to place

the site in its broader landscape and historical contexts. It is not meant to provide a comprehensive discussion of the historic landscape within and around the site, but to provide sufficient information to allow the significance of any heritage assets, likely to be affected by the proposed development, to be described, as stipulated in paragraph 128 of the NPPF.

- 7.2 The search area covered an area covered by two Council authorities and it was therefore necessary to collect data from both the Hampshire County Council HER and the Southampton City Council HER. The data is presented here as one integrated dataset. The HER lists two Local Areas of Archaeological Potential (LAAP) Polygons, four Event Polygons and one Event Polyline. Additionally, there is one Monument Point and Four Monument Region Polygons. Furthermore, there are 21 Archaeology Points alongside 23 Historic Building Points. The historic buildings range from unlisted to Grade II*. There are also two Conservation Areas listed within the 1km search area. These data are listed in Appendix 1 and shown on Figure 2.

7.3 Historic Landscape Character

- 7.3.1 The site is located in two areas characterised by the Historic Landscape Characterisation Project. Most of the site to the southwest is encompassed within Area 1172, which is listed as 'Recent Settlement' and post-dates 1810. A small strip along the north boundary of the site is contained within Area 5246, which is listed as small 'Parliamentary Land' and relates to the pattern of landholding produced by Parliamentary enclosure. The HER also notes two areas of Historic Rural Settlement (see Figure 2.1) which are located in Bursledon and Hound, some distance from the site.

7.4 Evidence for Prehistoric activity

- 7.4.1 Settlement in Hampshire is believed to have begun after the last Ice Age. The remains of Palaeolithic date are rare, but there are reasonable quantities of Mesolithic finds reported. The Neolithic period witnessed the construction of settlement sites, field systems and monuments. Evidence of Bronze Age activity in the area is largely in the form of barrow cemeteries, although settlements and ring ditches are also reported in the archaeological record. The Iron Age in Hampshire saw the introduction of Hill Forts.
- 7.4.3 There are a number of Scheduled Monuments outside of the 1km search radius that are of note when considering the archaeology of the wider area. There is a possible Iron Age fort at Hamble Common (1008695) 3.2km to the southwest. A bowl barrow also lies within the local area 4.2km to the north of the site and Hickley Wood Hillfort is 3.2km to the north of the site.
- 7.4.4 There is considerable Prehistoric activity within 1km of the site, which is unsurprising given the prevalence of Prehistoric archaeology across the region. The HER lists 11 sites/archaeological finds relating to the Prehistoric period.
- 7.4.5 A Mesolithic date is given to a pit 289m to the northeast of the site containing densely packed worked flints (25978). There is some doubt about the date, owing to the uncertainty of the stratigraphic location of Modern associated finds. A Mesolithic pick (25952) was found in 1898, 586m south of the site. During the construction works for the M27, 383m to the east, Mesolithic flints (25975) were observed in the topsoil. The flints included cores, blades and flakes.
- 7.4.6 A burnt mound 268m to the east of the site was excavated and recorded as containing densely packed flints. The mound was identified as a potential Bronze Age boiling

- mound (25971). A scatter of Bronze Age waste flint flakes (25976) was recovered from topsoil 375m east of the site during a watching brief as part of the construction of the M27 in 1972. The Netley Common area to the northwest contains an Iron Age barrow burial landscape 878m to the northwest thought to contain a total of 6 barrows (MSH427).
- 7.4.7 In 1972, a fragment of Iron Age pottery was recovered during topsoil removal (25979) 272m east of the site. Similarly in 1972 785m east a number of unstratified Iron Age pottery sherds were recovered (25972). During a watching brief conducted by Network Archaeology along the route of a pipeline between Hamble and Botley seven sherds of Iron Age pottery were recovered alongside worked flints (57408) 785m to the east.
- 7.4.8 There is also a possible Prehistoric ditch 854m to the southeast (54318) excavated during an evaluation by Southampton City Council Archaeology Unit in 2003.
- 7.4.9 Three further records (72231-33) relate to burnt flint were also found during construction works on the M27 in 1972, 269-362m northeast of the site. A date is not recorded, but they may belong to this period. A handaxe (70724) has also been recorded from White Rail Gravel Pit, 700m northwest of the site, found during the Southern Rivers Palaeolithic Project.
- 7.5 [Evidence for Roman period activity](#)
- 7.5.1 The Roman period in Hampshire focused around the oppidum at *Venta Belgarum* (Modern Winchester) 19.3 km north, which acted as the regional administrative centre. There are numerous Roman sites across Hampshire including the villa at Rockbourne 3.7 km northwest and major settlement sites such as the Anglo Saxon shore fort at Portchester Castle 15km southeast, while the town of Silchester (*Calleva Arelatensis*) is 54 km to the southwest. Many of the roads in the county are Roman in origin, characterised by their straight and direct construction.
- 7.5.2 Even so, Roman period finds and features are sparse in the Bursledon area of the county and no HER entries relating to the Roman period are within the search area. The site, however, is on Providence Hill, which follows the line of the Roman road from the Roman port at *Clausentum* (1005538) 5.6km to the southwest.
- 7.6 [Evidence for Early Medieval activity](#)
- 7.6.1 Anglo Saxon settlement in Hampshire effectively started with the withdrawal of the Romans around AD400, which saw a gradual transition to Anglo Saxon settlements although there is some evidence for continued habitation in Roman settlements. Wilton and Winchester were the political centres for the Kingdom of Wessex after the 9th century. The Anglo Saxon settlement at Hamwic located between the River Test and the River Itchen was ideally situated for trade and transport. Hamwic was abandoned sometime around AD900 but the same site later developed into Modern day Southampton.
- 7.6.2 There are no records in the HER for the Early Medieval Period within the 1km search radius. Similarly, a wider search of the area also shows a general absence of archaeology relating to this period.
- 7.7 [Evidence for Medieval activity](#)
- 7.7.1 After the Norman Conquest of 1066, Hampshire is recorded in the Domesday Book (1086-1087) as a county divided into 44 hundreds which were later reduced to 37.

Bursledon is not mentioned in the Domesday Book. A general search within the wider area resulted in two Medieval sites of note. The Cistercian Netley Abbey founded in 1231 (1001960) is 3.3km to the southeast, and its associated aqueducts to the east and west (1008703 & 1008704). Titchfield Abbey, founded in 1232 (1014814), also lies 6.43km to the southwest, this was a house of the Premonstratensian order which modelled itself on Cistercian values.

- 7.7.2 The HER shows a total of five archaeological entries related to the Medieval period from within the study area. These all relate to earthworks, which are mostly identified as land boundaries/ditches. The tree-lined eastern site boundary is recorded as a Medieval manorial boundary (69822) following desk-based research by the local history group; its extent is not recorded on the HER, but it appears on mapping from 1725, 1802 and 1805. During the historic rural settlement survey a number of earthworks were recorded to the southeast of the search area at 796m (50106), 863m (50108) and 866m (50110) from the site respectively. All three of these earthworks were dated to the Medieval period although further clarification is not available in the record. South East RCZAS interpreted a Medieval field boundary (64570) 819m to the east of the site.

7.8 Evidence for Post-medieval activity

- 7.8.1 There is considerable Post-medieval activity in the local area, both in terms of archaeology and standing heritage. In the local area, there are two Post Medieval sites of note that fall outside of the 1km search area. The remains of the 16th century St Andrews Castle on Hamble Common 4828m to the south are listed as Grade II (1008695). The Grade II* Victorian steam powered brick works at Bursledon (1233725) is located 1.93km to the southwest of the site. The brick works opened in 1897 and closed in 1974.
- 7.8.2 The HER identifies Netley Common (MSH5501, DSH633) as an area of land extending outside of the city boundary. The common was used as a military camp during the French Revolution (1803-1815). It is also part of the Barrow Cemetery mentioned earlier in this report (MSH326 and MSH427).
- 7.8.3 The HER identifies two areas of parkland: one at Free Hills (35455) (Hoe Moor House) 661m to the northeast and another at Ploverfield (52326) 165m to the south.
- 7.8.4 There is also mention of two potential Post Medieval field boundaries within the HER data. The first on land at Providence Hill (69243) 165m to the southeast of the site and the second on land at Orchard Lodge (69242), 50m to the north of the site. There is little further information available in the HER regarding these features.
- 7.8.6 The most important entry in the HER from the perspective of this study is the Bursledon windmill (1281479) and associated buildings located 152m to the north. The Bursledon Windmill sits within a conservation area, with two of the buildings listed at Grade II and Grade II*. The windmill, built in 1814, (1281479) is Grade II* listed and is considered an exemplar of an early tower mill. The county is normally known for its water mills, making this tower mill a comparatively rare structure. The HER describes the main structure as consisting of five storeys, circular in shape and tapering toward the top. The tower is constructed in brick. The interior contains a full set of timber machinery considered to be in pristine condition. According to the Hampshire Cultural Trust, the last full restoration of the windmill was in the 1980's. In 2012 a Heritage Lottery Fund Grant was awarded to the windmill and was used in 2014 to replace the wind shaft and sails.
- 7.8.7 The granary adjacent to the windmill is listed at Grade II (1111940) 144m north and

dates to the 18th century. It is a timber framed and clad rectangle on 9 staddles and has a hipped slate roof. The barn has been relocated to its current location from Hiltingbury Farmhouse, Chandlers Ford.

- 7.8.8 The barn at Bursledon windmill, 165m north of the site, is not listed but is recorded in the HER owing to its proximity to the Grade II* windmill and the Grade II granary. The barn was relocated from Chineham, Basingstoke Dean. It is currently in use as a shop and office.
- 7.8.9 There are a further 5 Grade II listed buildings within the 1km search radius. The closest of which is Redcroft farmhouse (1203844), 303m to the southeast. The house dates from 1647 with later additions and comprises two storeys. The frame is timber, which is part exposed and bricknogged. The walling is part painted as well as tile hung; the roof is red tile with gables. The farmhouse has been subject to considerable restoration.
- 7.8.10 The Thatched Cottage (1111971) is located 327m to the south and is dated from the late 18th century. The cottage is single storey with a thatched roof; the walls are rendered.
- 7.8.11 The Grade II listed Dodwell Cottage (1111965) is 709m north east built in 1716. The building comprises of two storeys and an attic. The roof is red tile with brick walling in Flemish bond.
- 7.8.12 Hoe Moor House (1033355) is 688m northeast and was built circa 1830. The building is of buff coloured brick with stone dressings with a slate hipped and gabled roof. This building is also Grade II listed.
- 7.8.13 The Old Rectory (1281506) 835m to the south is listed at Grade II and was built in 1851. It comprises of two storeys with a Georgian façade. It has a hipped slate roof with wide eaves accompanied by large and elaborately decorated chimney stacks.
- 7.8.14 A monument named 'The Mausoleum' (45817/18) is located 874m to the south of the site. Known as the Shawe-Storey Mausoleum it was built in 1910. It is a small Romanesque chapel with a low-pitched pyramidal roof and gables to all four sides. It would appear that this site is currently undergoing repair and restoration.

7.9 Evidence for Modern activity

- 7.9.1 The local countryside was utilised constantly throughout WWII and this is evident across the landscape. There are two entries in the HER for Modern material both of which relate to the WWII period. There is also a third reference to Netley Common 838m to the northwest (MSH5501) being used as a military camp during the war.
- 7.9.2 The remains of a WWII air raid shelter (64655) are present 860m to the south of the site, which are visible on aerial photographs. The second entry is a WWII military site (64674) 733m to the east which is also visible on aerial photographs. The site is interpreted to include Nissen Huts and gun emplacements.

7.10 Archaeological Events

- 7.10.1 The HER lists six archaeological events within the study area.
- 7.10.2 During 1974/5, a field survey (ESH1346) was conducted on the proposed M27 route between Chilworth and Windover, 379m to the northeast of the study area, by South Hampshire Archaeological Rescue Group. A field survey also conducted in 1974/5

- (ESH1395) recorded the Netley Common Barrow.
- 7.10.3 A watching brief (ESH483) at Kanes Hill in 1992/3 by Southampton City Council Archaeological Unit concluded that none of the features encountered predated the 20th century, and that the site had no archaeological significance.
- 7.10.4 A second watching brief by Southampton City Council Archaeology Unit (ESH1450) was conducted at Kanes Hill as part of expansion works of the caravan park in 2002. This concluded that, with the exception of a few unstratified flints, nothing of archaeological note was encountered.
- 7.10.5 Two 'slot' gullies, one containing Post-medieval finds, and several post-holes were found in four trenches during an 11-trench evaluation on land north of Cranberry Gardens (70251), 613m southwest of the site.
- 7.10.6 Aside from the events listed in the HER, a documentary search highlighted other archaeological activity in the vicinity of the search area, all in relation to housing developments. All available reports concluded a negligible impact on archaeology owing to minimal archaeology being present or none at all. Each report is discussed further below.
- 7.10.7 A negative result was recorded at a three-trench evaluation in 2017 at Orchard Lodge off Windmill Lane (69714), 65m northwest of the site.
- 7.10.8 An Evaluation was carried out by Thames Valley Archaeological Services (TVAS) in 2014 at land at Orchard Lodge, Windmill Lane which is located on land directly to the north of the site. The evaluation revealed that much of the site was covered with dumped material to a thickness of several metres, which was presumed to be from the construction of the M27. A small area to the east of the site had not been disturbed; two ditch slots were investigated in this area which were interpreted as probably Post-medieval in date. The site was considered by TVAS to have no archaeological potential.
- 7.10.9 TVAS also conducted an evaluation on land at Providence Hill in 2016 on land 230m to the east of the site. The evaluation revealed a low volume of archaeological features, including a Medieval ditch and a pit containing a piece of Roman pottery. A number of gullies and pits were recorded, but contained limited dating evidence. TVAS attributed a late Post-medieval date to these features.
- 7.10.10 CGMS conducted a desk-based assessment on land at Hamble Lane in 2015 approximately 400m to the east of the site. CGMS concluded that there was low potential for below ground archaeology of any period.
- 7.10.11 CGMS also conducted a desk-based assessment on land at Mallards Road in 2015. It was concluded that there was modest potential for below ground archaeology for Prehistoric, Roman and Medieval periods.
- 7.10.12 CKC Archaeology completed a watching brief at Dodwell Lane in 2000, located approximately 450m to the southeast of the site. No archaeological features of significance were encountered. There were no finds predating the late 19th century.
- 7.11 **Undated Archaeology**
- 7.11.1 In 1840 a bracelet (25956) was unearthed in the garden at Upton Lodge 499m east of the site. It measures 10cm in diameter with a maximum width of c. 1cm. The ends

overlap but do not join.

8 HISTORIC MAP ANALYSIS

- 8.1 A series of 19 historic maps has been analysed to place the site in its broader historic and landscape contexts. There were no enclosure or estate maps relating to the site available for inspection at the time of visit to the Hampshire Records Office.
- 8.2 Early County maps of Hampshire show Bursledon, including those by John Cary (1754) and Blatt (1759). Bursledon is not shown on maps by John Speed or Christopher Saxton. The 1754 map by John Cary shows Bursledon as 'Busselton' and the William Heather 1797 map names it as 'Bursleton'. By the 1800's Bursledon appears to be the only name in use for the village. The scale of the early County maps is too small for Bursledon to be shown in any detail.
- 8.3 The earliest map to show the site in useable detail is the Parish of Hound Tithe Map of 1838 (Figure 3). The site is located within four tithe plots: 83, 379, 380 and 381 the details of which are shown in the table below. The plots border the north side of the road which is now known as Providence Hill. The road is labelled on the Tithe map as 109b which is the Southampton to Portsmouth Turnpike. The area to the north of the tithe plots is not shown on the map as it belongs to Bursledon parish. The site redline appears to follow the boundaries of the Tithe plots with the exception of the 'point' at the western end, which includes part of Netley Common. The map shows 'The Fountain Inn' to the south of the road which, given the name similarities, may be related to the tithe plots occupied by the site. The word 'fountain' suggests the presence of a stream or other water source in the vicinity of the site, and it is interesting to note that there is a spring shown on historic and contemporary maps just to northeast of the site.

Tithe Plot No.	Landowner	Occupant	Designation	Cultivation
83	-	-	Netley Common	-
379	Thomas Chamberlayne	James Fisher	Little Fountain Ground	Arable
380	Thomas Chamberlayne	James Fisher	Fountain Ground	Arable
381	Thomas Chamberlayne	James Fisher	Fountain Ground	Arable

- 8.4 The 1st edition, 1:10,560 Ordnance Survey map of 1871 (Figure 4) shows the site located within three plots of land which follow the boundaries shown on the 1838 tithe map. Bursledon Windmill (1281479) is to the north of the site. There is a wooded area to the northeast and open field to the east. There is a road (Providence Hill) bounding the south side of the site. Adjacent to the western point of the site there is an entranceway to a neighbouring parcel of land.
- 8.5 The 1889, 1:2,500 Ordnance Survey map (Figure 5) shows two buildings at the western end of the site: an 'L' shaped building and a rectangular building. There are occasional trees shown around the site boundary. The buildings are no longer shown by the surveying of the 1897, 1:2,500 Ordnance Survey map. There are no longer any buildings or field boundaries within the site on the 1897, 1:2500 Ordnance Survey map.

- 8.6 The 1909, 1:2,500 Ordnance Survey map (Figure 8) shows new buildings outside of the

- site boundary. There are two adjoining buildings directly to the southeast of the site which are situated within the same plot as the site outline. There are a series of buildings to the southeast of the site on the southern side of Providence Hill and a further building on the southern side of the road to the southeast of the site. The fields to the north of the site have been split into smaller parcels of land.
- 8.7 The 1942, 1:10,560 Ordnance Survey map (Figure 10) shows the two buildings to the southeast of site as two separate buildings, whilst the 1909, 1:10,560, Ordnance Survey Map (Figure 8) shows only one building. The 1963 Ordnance survey map shows two buildings to the southeast of site (Figure 11).
- 8.8 The 1965, 1:2,500 Ordnance Survey map (Figure 12) shows two rectangular buildings at the eastern end of the south boundary of the site. There is a new boundary within the site outline that lines up approximately with the southern section of the east redline boundary running north-south. There is also a new boundary to the north of the houses labelled as Brookfield running east-west which follows the line of the site boundary. The southern side of Providence Hill is now developed with houses facing onto the south side of the road. One of the fields to the north of the site is now shown as containing trees, which are no longer present on the 1978 Ordnance Survey map (Figure 14).
- 8.9 The 1974, 1:2500 Ordnance Survey map (Figure 13) shows a 'Telephone Exchange' on the east side of the site, which defines part of the southeast boundary of the site.
- 8.10 The 1988, 1:2500 Ordnance Survey map (Figure 15) shows a new boundary running north-south through the centre of the site. The two buildings at the east end of the southern boundary have changed their footprints. The smaller rectangular building bounding the southern perimeter is orientated east-west and appears to adjoin a larger 'T' shaped building to the west. An access way is shown on the map leading from Providence Hill to these buildings. There is another small building towards the centre of the site at the east end within the internal boundaries.
- 8.11 The 1989, 1:10000 Ordnance Survey map (Figure 16) shows only one square building within the site outline, bounding the perimeter at the east end of the southern boundary.
- 8.12 The 1988, 1:2500 Ordnance Survey map (Figure 15) shows the same buildings within the site outline, as does the 1993 map (Figure 17).
- 8.13 The 1989, 1:10000 Ordnance Survey map (Figure 16) depicts one square building bounding the south boundary of the site at the east end. The building is in the same location as that shown in the 2000 map (Figure 18).
- 8.14 The 2006 and 2016, 1:10,000 Ordnance Survey maps (Figures 19 and 20) show two new buildings towards the centre of the east boundary behind the gardens of Brookfield. The two buildings adjoin each other and are close to the internal boundary at the east end of the site.
- 8.15 Nothing else was observed during the preparation of the map regression that was considered germane to the objective of this study.

9 ARCHAEOLOGICAL POTENTIAL

- 9.1 Using the source of data described in the previous sections, this section of the report will offer an assessment of likely potential for archaeological remains to be present within

the site for each of the archaeological periods.

9.2 Baseline Conditions

- 9.2.1 Prior to the assessment of archaeological potential, an assessment of baseline conditions is necessary to help establish the likelihood of archaeological deposits surviving within the site.

9.3 Archaeological Deposits (Features)

- 9.3.1 The site walkover established that the current ground conditions within the site are a residential garden at the northeast end, rough grassland to the centre and overgrown disused land at the northwest end with brambles and immature trees. There was also evidence of terracing by the gate to Providence Hill and the driveway into the site. Evidence from the evaluation at Orchard Lodge indicates that the field to the north was covered by made ground from the construction of the M27, apart from in the east. Whether the made ground covered the Site is unclear, although it was noted during the walkover survey that the landscape rises up to the north of the site.
- 9.3.2 Historic maps show that the site has been mostly open ground and the tithe map confirms that the site had been under arable cultivation at the time of the tithe survey. Borehole evidence suggests that the depth of the topsoil measures 0.6m above silty-sandy clays and the TVAS evaluation at Orchard Lodge (adjacent to the north boundary of the site) suggests a similar soil profile, but only two ditched features were uncovered at the east end of the site. A further evaluation at Orchard Lodge, however, was negative. In light of this evidence and given the evidence for only localised disturbance, any features cut into the natural substrate could still be present, although ploughing may have disturbed, altered or truncated them. The results of the evaluation at Providence Hill, to the east of the site, suggests that ditched and pit-like features can survive beneath the topsoil, but not to any great depth.
- 9.3.3 The foundations of the buildings present at the west end of the site until the 1897 Ordnance Survey map are also likely to have disturbed any archaeological deposits present within their footprints. The end of the site is also likely to have been root disturbed as aerial photographs shows that this part of the site became more densely wooded after 1999. The trees are still present on the 2015 Google Earth capture, although the tree cover has been thinned because trees stumps were observed during the walkover survey. This part of the site is now overgrown with brambles and immature trees. The presence of buried services within the site, observed during the walkover survey, further indicates localised disturbance within the perimeter of the site. As a consequence, the baseline conditions are considered **moderately poor**.

9.4 Archaeological Remains (Finds)

- 9.4.1 The Historic England guide, *Preserving Archaeological Remains* (2016), provides a framework within which to assess the likelihood of various classes of archaeological remains surviving within a site. There is no evidence for soils within the site, but borehole evidence and the TVAS evaluation indicates the presence of sandy-silts in a reasonably well-drained site. Depending on the circumstances of burial, metalwork, bone, antler and ivory, molluscs, ostracods, foraminifera can survive in these conditions. The wetter conditions observed at the west end may permit the preservation of organic material, but this is contingent of whether these conditions persist. Overall, the conditions of preservation are generally likely to be poor in terms of archaeological remains, particularly palaeoenvironmental data that may be present within any archaeological

deposits, unless wet conditions prevail. More durable forms of archaeological material such as ceramics or flint are likely to survive intact.

9.5 Prehistoric

9.5.1 There is evidence for Prehistoric activity in the landscape from within the study area, but it mostly agglomerates around the barrow cemetery to the northwest of the site, at the edge of the study area, and along the route of the M27 to the east of the site. It is notable that these sites are all located on areas of high ground and that no archaeological remains were identified during the development of the housing estate at Lowford during the 1970s or the building of the superstore during the 1980s, which are at lower elevations.

9.5.2 It is also noteworthy that the 2014 archaeological evaluation by TVAS at Orchard Lodge only revealed a possible Post-medieval ditch, with the later 2017 evaluation at the same site providing negative evidence. The 2016 TVAS evaluation at Providence Hill revealed no Prehistoric finds or features, despite the HER recording a possible Iron Age pit in the northeast corner of the evaluation area. However, it should be noted that the HER casts doubt on the identity of the flints dating the pit as Iron Age.

9.5.3 Whilst there is evidence of Prehistoric activity in the landscape, there is no convincing indication that it is likely to be found within the site. While the presence of stray Prehistoric finds within the site cannot be discounted, the likelihood of features being present appears remote. As a consequence, the potential of the site to yield Prehistoric material is predicted as [low-moderate](#).

9.6 Roman Period

9.6.1 There are no records of Roman period activity from within the study area recorded in the HER. There is evidence for the Roman period use of the landscape because Providence Hill follows the course of the road from the Roman port at *Clausentum*. There is a possibility that roadside activity could be present within the site, but the only archaeological evidence for Roman activity is a single sherd of pottery from a possible pit recovered from the northeastern part of the TVAS evaluation at Providence Hill. In light of the paucity of evidence from the Roman period, the presence of Roman material is considered unlikely. While the presence of stray Roman period finds cannot be discounted entirely, features are not anticipated. Consequently, the potential of the site to yield Roman period material is predicted to be [low](#).

9.7 Early Medieval

9.7.1 The absence of Early Medieval find and features from the study area and the general paucity of Medieval material from beyond it, modified by the dispersed nature of early Saxon settlement, suggests that the probability of the site yielding Early Medieval material is [low](#). The presence of the occasional stray Early Medieval find cannot be discounted entirely, but the expectation is that any such finds would be exceptional.

9.8 Medieval

9.8.1 The HER lists five entries relating to Medieval activity in the landscape. Although four of these entries relate to earthworks towards the edge of the 1km search radius, the eastern site boundary is recorded as a surviving Medieval manorial boundary. The 2016 evaluation by TVAS at Providence Hill, did recover a ditch in the northern part of the evaluation area, which was tentatively dated to the Medieval period on the basis of an

abraded sherd of pottery, although the evaluation report states that a later date cannot be discounted.

- 9.8.2 The pattern of Medieval settlement is well understood and if the site was utilised during the Medieval period, it is probable that it was under agriculture. If so, any archaeological features in the site of Medieval date are likely to take the form of agricultural remains such as: ditches, pits, gullies, field boundaries and ridge and furrow. Stray Medieval finds could be present due to manuring practices. The lack of any tangible signs of Medieval activity within the site and the relatively poor conditions of preservation suggests that the potential of the site to yield Medieval material is predicted to be **low-moderate** with stray finds more likely to be present than features.

9.9 Post-medieval

- 9.9.1 There are only four entries in the HER referring to Post-medieval archaeological remains. The evaluation at Orchard Lodge revealed a Post-medieval ditch, that at Providence Hill recorded two gullies tentatively dated to the Post-medieval period, as did the evaluation at Cranberry Gardens, which also recorded post-holes. The Tithe Apportionment records that the site was under arable cultivation by the late Post-medieval period. Agricultural features such as ditches, pits, gullies, field boundaries and ridge and furrow are likely to survive within the site despite the relatively poor conditions of preservation, most likely in a truncated form. The footings of the Post-medieval buildings at the west end of the site may still survive below ground and stray Post-medieval finds are likely to have worked their way on to site through manuring practices. Consequently, there is an expectation that Post-medieval material will still be present within the site. The potential of the site to yield Post-medieval finds and features is predicted to be **high**.

9.10 Modern

- 9.10.1 Modern material will have inevitably worked its way on to site and the evaluations at Orchard Lodge and Providence Hill both yielded Modern archaeological features. As such, the potential of the site to yield Modern finds and features is predicted to be **very high**.

10 STATEMENT OF SIGNIFICANCE

- 10.1 This section of the report will offer an assessment of the likely significance of the archaeological material potentially present within the site. The significance of archaeological material resides primarily in its *evidential value* – its capacity to contribute to knowledge.
- 10.2 Guidance in regard to assessing significance can be found in the framework offered by Historic England in *Statements of Heritage Significance: Analysing Significance in Heritage Assets* (2019) and ICOMOS (2011). The *Standards and Guidance* for Historic Environment Desk-based Assessments issued by ClfA refer to assessing significance in terms of **local**, **regional** and **national** contexts, which approximates to the **low**, **medium** and **high** heritage values suggested by Historic England and ICOMOS as benchmarks of significance.
- 10.3 The main potential for the site is for archaeological finds and features from the later archaeological periods, most notably from the Post-Medieval and Modern periods. There is, however, a reasonable possibility that material from the Medieval period could be present within the site and the eastern site boundary is recorded as a Medieval manorial boundary. Agricultural remains, such as field boundaries, ditches, pit, gullies

and ridge and furrow are the most likely type of feature to be recovered from these periods and they will tend have **low** significance, because they would primarily be of **local** interest, although there is a slight potential for agricultural features of **regional** interest to be present, particularly if they threw light on to the Medieval use of the landscape.

- 10.4 Remains from the Prehistoric, Roman and Early Medieval periods are considered unlikely and would, if present, most likely take the form of stray finds with generally **low** significance or agricultural remains of primarily **local** interest. There is a small potential for archaeological remains or **regional** significance to be present, but these are considered less likely to be present.
- 10.5 Modern period find and features are generally likely to contribute little to knowledge and have only **negligible** significance.
- 10.6 The potential of the site for archaeological finds and features and their likely significance is summarised below in Table 11.1. Blank areas within the table indicate that material is not expected. The conclusion of this report is that the buried resource that may be present within the site is unlikely to make a significant contribution to the objectives of the Solent-Thames Research Framework (Hey and Hinds 2014) and as such is predicted to be of **low** evidential value.

Table 11.1. Table of archaeological potential and significance

Archaeological Period	Site Potential	Significance Level	
		Stray Finds	Features
Prehistoric	Low-Moderate	Low	-
Roman	Low	Low	-
Early Medieval	Low	Moderate	-
Medieval	Low-Moderate	Low	Low-Moderate
Post-Medieval	High	Low	Low-Moderate
Modern	Very High	Negligible	Negligible

11 SETTINGS APPRAISAL

- 11.1 During the site walkover survey, the intervisibility between the site and nearby designated assets was appraised and this section of the report will detail the findings of the settings appraisal.

11.2 Baseline Conditions

- 11.2.1 The eastern site boundary is recorded on the HER as a Medieval manorial boundary, therefore the proposals will be assessed in relation to this receptor. The site is situated in a triangular parcel of land that is relatively well-screened along the north and south boundaries by mature vegetation. Buildings and a further screen of vegetation screens the east boundary of the site. Due to the well-concealed location of the site, the only historic asset intervisible with the site is the Bursledon Windmill, which is Grade II* Listed.

11.3 Bursledon Windmill and Conservation Area

- 11.3.1 The site walkover survey established that the windmill is visible from the site, but there are no uninterrupted views of it. Any views of it that are possible are either heavily filtered by existing vegetation or partly obscured by intervening buildings. It is notable that even

the “protected view” of the windmill from Providence Hill, as defined by the *Bursledon Windmill Conservation Area Appraisal* and shown on the development proposal plans (Figure 4), does not permit an uninterrupted view of the windmill because of an intervening building, which obscures the lower half of the tower from Providence Hill. The intervening building is Hillcrest Lodge, which is included within the Conservation Area Appraisal. Hillcrest Lodge faces away from the windmill and is enclosed by woodland. As such, it does not form part of the immediate setting of the windmill. In addition, as a building of the late 20th century, it is detrimental to the heritage significance of the windmill and of marginal value to the special character of the Conservation Area.

- 11.3.2 From the perspective of Bursledon Windmill, its immediate setting is defined by a dense screen of woodland to the east and south, along with boundaries of mature vegetation and buildings to the south. The vegetation forms an arc around the windmill visible on historic maps, aerial photographs and Google Earth imagery, which constitutes the immediate setting of the windmill and the primary locus within which it is experienced and appreciated.
- 11.3.3 No views over the site are possible from the base of the windmill. Views over the site may be possible from the timber viewing platform attached to the windmill and this is defined by the Conservation Area Appraisal as an important vista. Even so, the site is likely to be experienced as a parcel of land in the middle distance, enclosed by vegetation, indistinguishable from other similar parcels of land. Moreover, there is a parcel of pasture land immediately to the north of the site which serves as a buffer between the site and the immediate setting of the windmill. While this “buffer” is within the Conservation Area, it does not form the immediate setting of the windmill.
- 11.3.4 Nevertheless, the settings appraisal has confirmed that the site is located within the wider setting of the windmill and borders the Conservation Area. The impact of the proposed development of the site on the heritage values of the windmill and the Conservation Area will be considered in the following section (Section 12).

11.4 East Site Boundary

- 11.4.1 The proposals do not include any physical alterations to this Medieval boundary and its line will be preserved within the development. The historic boundary is lined with a mature treeline, although Modern built environment exists to its east in the form of housing and rear gardens. Historic mapping shows the ground to either side of the boundary as fields and the boundary is not depicted as tree-lined; although this may be a cartographic convention. However, 1st edition OS mapping almost always depicts trees and it is consequently presumed that the boundary was not tree-lined during this period. Consequently, the existing condition of the boundary and the use of ground to the east has significantly altered in the modern period. The effect of built environment to the west of the boundary will consequently have a negligible effect on its significance, particularly considering that the boundary will not be altered as part of the proposals.

12 IMPACT ASSESSMENT

12.1 Development Proposals

- 12.1.1 The proposal outlined in paragraph 1.2 is to develop the site for residential units and a veterinary practice with a new entrance from Providence Hill and associated access roads and driveways. An attenuation pond would also be included within the scheme. The proposal plans are illustrated on Figure 4.

12.2 Magnitude of Impact

- 12.2.2 Below ground impacts would be at their most extensive during the groundworks for the footings of the residential units, the excavation of trenches for Modern services and the attenuation pond. The below ground impacts would be less extensive in areas stripped for the access road and driveways, and the new access from Providence Hill. Parts of the site would remain undisturbed, notably at the west end, which would be reserved as a reptile receptor site, and there would be a 4m buffer along the north boundary that would also be unaffected. The magnitude of the below ground impact is consequently judged as **moderate**. While any buried archaeological deposits would be modified in the areas of highest impact, in those parts of the site less affected by the groundworks, they are likely to remain undisturbed.

12.3 Impact on Below Ground Resources

- 12.3 This report has argued that the value of the buried resource is predicted to be **low** with the main potential of the site being for finds and features relating to the agricultural activity dating to the later archaeological periods. Given the predicted **moderate** level of below ground disturbance likely to result from the groundworks, the unmitigated impact on the buried resource is predicted to be **minor adverse**.

12.4 Proposed Mitigation

- 12.4.1 This predicted impact could be mitigated by a condition attached to any grant of planning permission that a post-determination, pre-commencement programme of archaeological investigation and recording, subject to an approved written scheme of investigation, be undertaken to ensure that any matters of archaeological interest are appropriately investigated and recorded.
- 12.4.2 It is recommended that this programme of works should take the form of a series of trial trenches (an archaeological evaluation, as per Policy 168.LB), which would focus on the areas of highest impact, but also sample low impact areas. Further mitigation could be considered, depending on the findings of the evaluation. Should this programme of mitigation be implemented, the residual effect on any buried resources is predicted by this report to be **negligible**.

12.5 Above Ground Heritage

- 12.5.1 The only above ground heritage assets likely to be affected by the development proposals are Bursledon Windmill, which is Grade II* Listed and its associated Conservation Area and the eastern site boundary. The appraisal undertaken in the section above (Section 11) has concluded that the site is located within the wider setting of the windmill, although it does not form part of the immediate setting within which it is experienced. The Bursledon Windmill Conservation Area does, however, border the site in the north.
- 12.5.2 The settings appraisal has indicated that views of the windmill, where present are partial, filtered and contingent on seasonality. The “protected view” of the windmill from Providence Hill is not a designed view and while it is possible to gain an appreciation of the setting of the windmill from this location, the presence of nearby buildings, including Hillcrest Lodge, and dense vegetation, disrupt that appreciation and limit the significance of the view for understanding and appreciating the heritage value of the windmill. The same applies to the view over the Conservation Area.

12.5.3 However, the development proposals respect the “protected view” of the windmill from Providence Hill, as defined in the Conservation Area Appraisal, and have therefore already mitigated any potential harm to its heritage value, as far as is reasonably practicable. For the same reason, the view over the Conservation Area from Providence Hill would still be maintained, even though residential development would be brought closer to its boundary. The buffer along the north boundary of the site would further help sustain a sense of separation between the site and the Conservation Area and barely effect the appreciation of either the windmill or the Conservation Area. Given the design mitigation already present within the development proposals, the impact on the heritage significance of the Bursledon Windmill and its associated Conservation Area is assessed as **negligible**, with no further mitigation considered necessary.

12.5.4 The development proposals will not physically alter the eastern site boundary or its line, and its setting has already been assessed as compromised by modern built environment. The feature will be preserved within the landscape, although there is no real potential for enhancement of the boundary and mitigation with regard to setting is not seen as necessary or possible. Given the above, the impact of the proposals is assessed as **negligible**.

12.6 Historic Landscape

12.6.1 Most of the site falls within an area characterised as ‘Recent Settlement’ and there has been extensive Modern residential development to the south, with houses adjacent to the southeast corner of the site from the early 20th century. As such, the proposed development would not be out of keeping with the historic character of the landscape. A small section of ‘Parliamentary Land’ along the north boundary may be affected, but the proposals do not involve developing this part of the site and it would remain a buffer between the development and the boundary. Consequently, the impact of the proposals on the historic character of the landscape is predicted to be **negligible**.

13 CUMULATIVE IMPACTS

13.1 A search of recent consented and pending Planning Applications, revealed the following schemes:

Planning Reference	Status	Site	Proposal	Heritage Effect
S/14/75381	Permission Granted – 30/09/2014	Bursledon Windmill, Windmill Lane, Bursledon, Southampton SO31 8BG	Construction of new timber framed out-building to accommodate an accessible toilet & volunteers room, including minor alterations to external landscape	Conservation Officer requested that the roof be painted black and that the skylight fit flush to the roof.

O/16/78514	Decided - Withdrawn by Applicant – 19/12/2016	Land at Misery, Providence Hill, Bursledon, Southampton SO31 8AU	Outline Application: Construction of up to 200no. dwellings) with associated open space and infrastructure and access from Providence Hill. (All matters reserved except for access).	The Heritage Office stated that proposed building works close to Bursledon Windmill would impact on its settings however the proposed building works further away and downhill raised no heritage concerns.
C/14/74932	Decided	Land to the rear of Orchard Lodge, Windmill Lane, Bursledon, Southampton SO31 8BG	Outline application: Residential development of up to 29 houses with associated parking, public open space and enhancement of existing vehicular access off Windmill Lane (access, appearance, layout & scale to be considered).	Recommendation of condition for an archaeological survey with subsequent mitigation dependant on the results of that survey.
C/16/77959	Decided to Approve the Reserved Matters	Land to the rear of Orchard Lodge, Windmill Lane, Bursledon, Southampton SO31 8BG	Reserved matters application: Residential development of 29no. dwellings with associated parking and public open space (landscape to be considered).	No Heritage Comments on the Reserved Matters

O/14/74322 R/16/77966	Decided Approve the Reserved Matters 21/09/16	Land at, Providence Hill, Bursledon, Southampton	Reserved matters application for appearance, landscaping, layout and scale pursuant to outline planning permission O/14/74322 for the construction of 62no. dwellings with ancillary roads, parking, open space and pump station.	Mitigation requested in the form of an archaeological evaluation and possibly geophysical survey.
F/17/80282	Submitted awaiting decision – 23/03/17	Orchard Lodge, Windmill Lane, Bursledon, Southampton SO31 8BG	Construction of 1no. detached four- bedroom dwelling	No comments regarding Heritage/archaeo logy as of 05/06/2017
O/17/81166 RM/21/91772	Approved with reserved matters 2017/20 21	Land off Providence Hill	92 dwellings	Desk-based work undertaken and evaluation recommended
H/20/89345	Approved 2020	White Oaks, Providence Hill	Two house extensions	No comments regarding heritage
H/19/86618 H/20/87352	Approved 2020	Quisetta, Providence Hill	Rear extension	No comments regarding heritage
H/18/83903	Approved 2018	Crocus Cottage	Side extension	No comments regarding heritage

- 13.2 The developments at Providence Hill (O/14/74322 and R/16/77966; O/17/81166 and RM/21/91772) and Orchard Lodge (C/14/74932 and C/16/77959) are the consented schemes within the study area with the potential to have significant heritage effects. In the case of both schemes archaeological mitigation has already been proposed and the results of the evaluation at Orchard Lodge have been discussed in this report; with regard to the large housing scheme to the northwest of the site (O/17/81166), which lies between the site and the M27, desk-based assessment work has been undertaken and an evaluation recommended. Assuming that the impacts on any buried archaeological deposits of significance that may be present within the current

development area are similarly mitigated, no meaningful cumulative effects on below ground resources are anticipated.

- 13.3 With regard to the heritage value of the Bursledon Windmill, this report has argued that the proposed development would only have a negligible effect on its significance because the development is not within the immediate setting of the windmill and that there are no uninterrupted views of it from the site. Moreover, the development proposals respect the “protected view”. The only scheme with the potential to affect the heritage value of windmill is the proposed development on Land at Misery (O/16/78514) which has subsequently been withdrawn by the Applicant. Consequently, this report anticipates no meaningful cumulative effects on the heritage significance of above ground heritage, should the proposals be granted consent.

14 CONCLUSIONS

- 14.1 This Historic Environment Desk-based Assessment has considered the likely impact on known and potential heritage of proposals to develop the site for 16 residential units, a veterinary practice, a new entrance from Providence Hill and associated access roads and driveways. An attenuation pond would also be included within the scheme.
- 14.2 This report has concluded that the main potential of the site is for archaeological finds and features from the later archaeological periods, most notably from the Post-Medieval and Modern periods. There is potential for stray finds from all periods to be present, but based on the available evidence, features are not anticipated, although there is limited potential for agricultural features from the Medieval period to be present within the site. As such, the view of this report is that the buried resource, which may be present within the site, is predicted to have **low** evidential value.
- 14.3 The unmitigated impact of the development proposal on an archaeological resource of low value is predicted as **minor adverse**. This predicted impact could be mitigated by a condition attached to any grant of planning permission that a post-determination, pre-commencement programme of archaeological investigation and recording, subject to an approved written scheme of investigation, be undertaken to ensure that any matters of archaeological interest are appropriately investigated and recorded. Further mitigation could be considered, depending on the findings of the evaluation. Should this programme of mitigation be implemented, the residual effect on any buried resources is predicted by this report to be **negligible**.
- 14.4 The only above ground heritage assets likely to be affected by the development proposals are the Bursledon Windmill, which is Grade II* Listed and its associated Conservation Area and the eastern Medieval site boundary. The settings appraisal undertaken in this report concluded that views to the windmill from the site are partial, filtered and contingent on seasonality, with the site not forming part of the immediate setting within which the windmill is experienced. The Conservation Area borders the site in the north and can only be experienced from Providence Hill. This view is designated as a “protected view” in the Conservation Area Appraisal. The development proposals respect the “protected view” and have therefore already mitigated potential harm to the heritage values of the windmill and Conservation Area as far as is reasonably practicable. No alterations to the eastern boundary are proposed, thus preserving it within the landscape. Its setting is already compromised by modern built environment and it is not considered that the new proposals will have any additional appreciable adverse impact; therefore, the impact of the proposed development on this boundary is considered to be **negligible**. In light of this, the impact of the development proposals on

the heritage significance of these assets is assessed as **negligible**, with no further mitigation considered necessary.

- 14.5 The impact of the proposals on the historic character of the landscape is considered **negligible** with no meaningful cumulative impacts predicted on either below or above ground heritage, assuming the proposed mitigation is undertaken. No other impacts are predicted on either designated or non-designated heritage assets.
- 14.6 Subject to the appropriate mitigation, the view of this report is that the proposals would only result in **negligible** harm to the heritage significance of both known and potential heritage assets. As such, they are not considered at variance with the provisions of NPPF or Local Planning Policy and should be granted consent.

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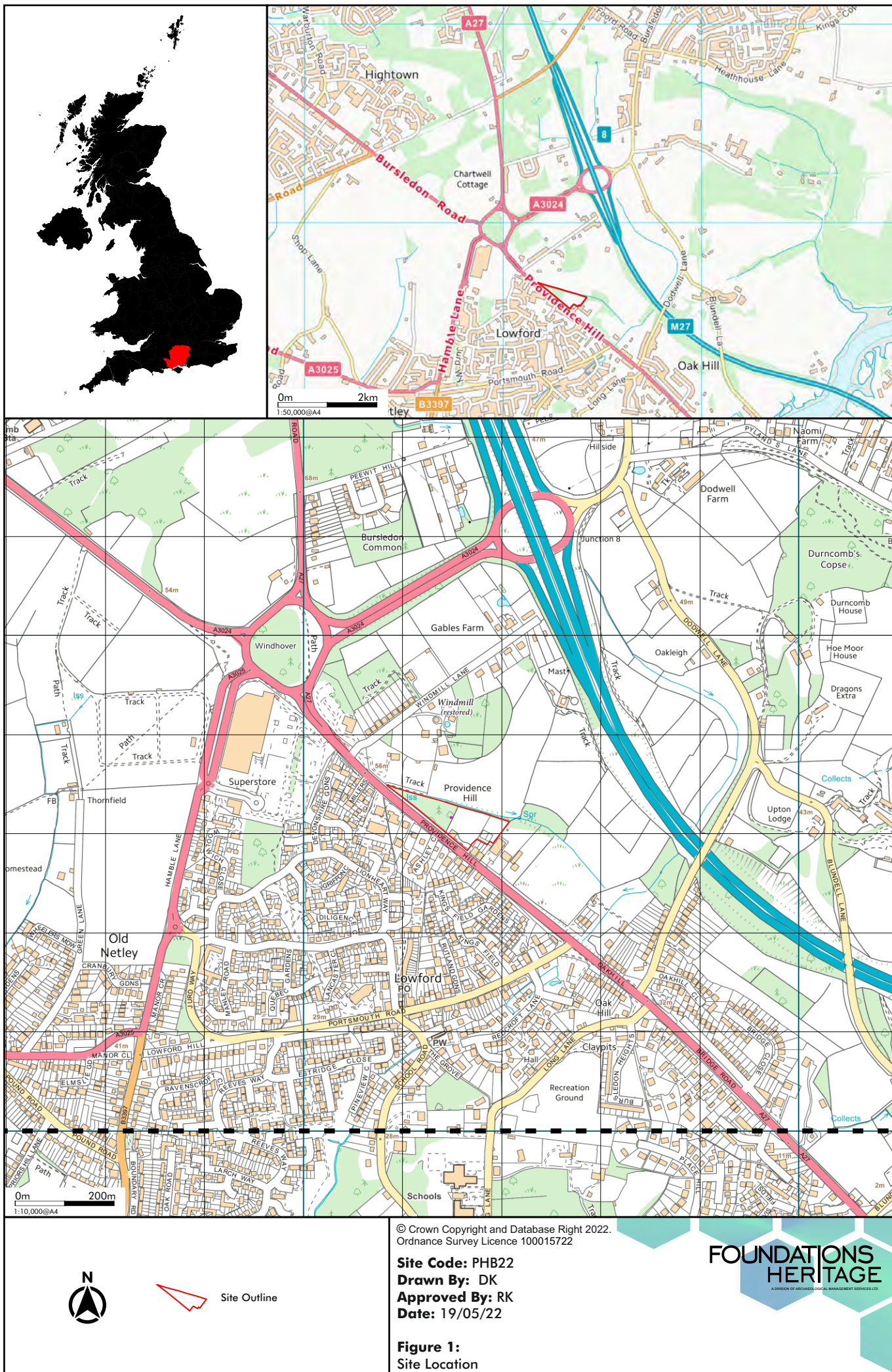
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16 **ACKNOWLEDGEMENTS**

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FIGURES





Site Code: PHB22
Drawn By: DK
Approved By: RK
Date: 19/05/22

Figure 2.1:
Map of Hampshire HER Archaeology Data



Site Outline
1 km Buffer

0m 200m 400m
1:10,000@A3

HER DATA

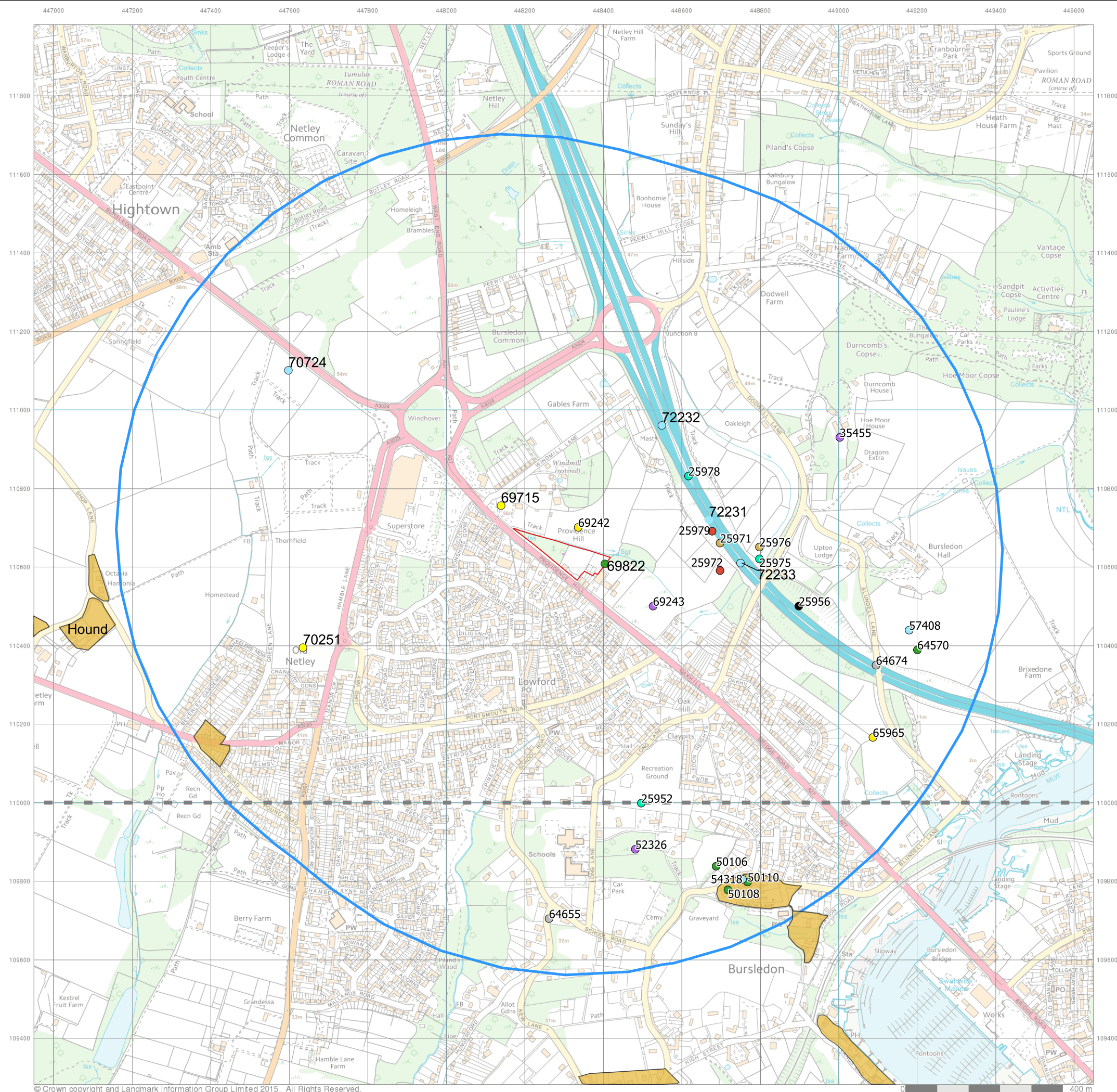
Symbol	Period
	Prehistoric
	Mesolithic
	Bronze Age
	Iron Age
	Medieval
	Post Medieval
	Modern
	Unknown
	Event
	Historic Rural Settlement

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Site Code: PHB22
Drawn By: DK
Approved By: RK
Date: 19/05/22

Figure 2.2:
Map of Designated Assets



Site Outline
1 km Buffer

0m 200m 400m
1:10,000@A3

HER DATA

Symbol	Listing
	Grade II
	Grade II*
	Unlisted
	Conservation_areas

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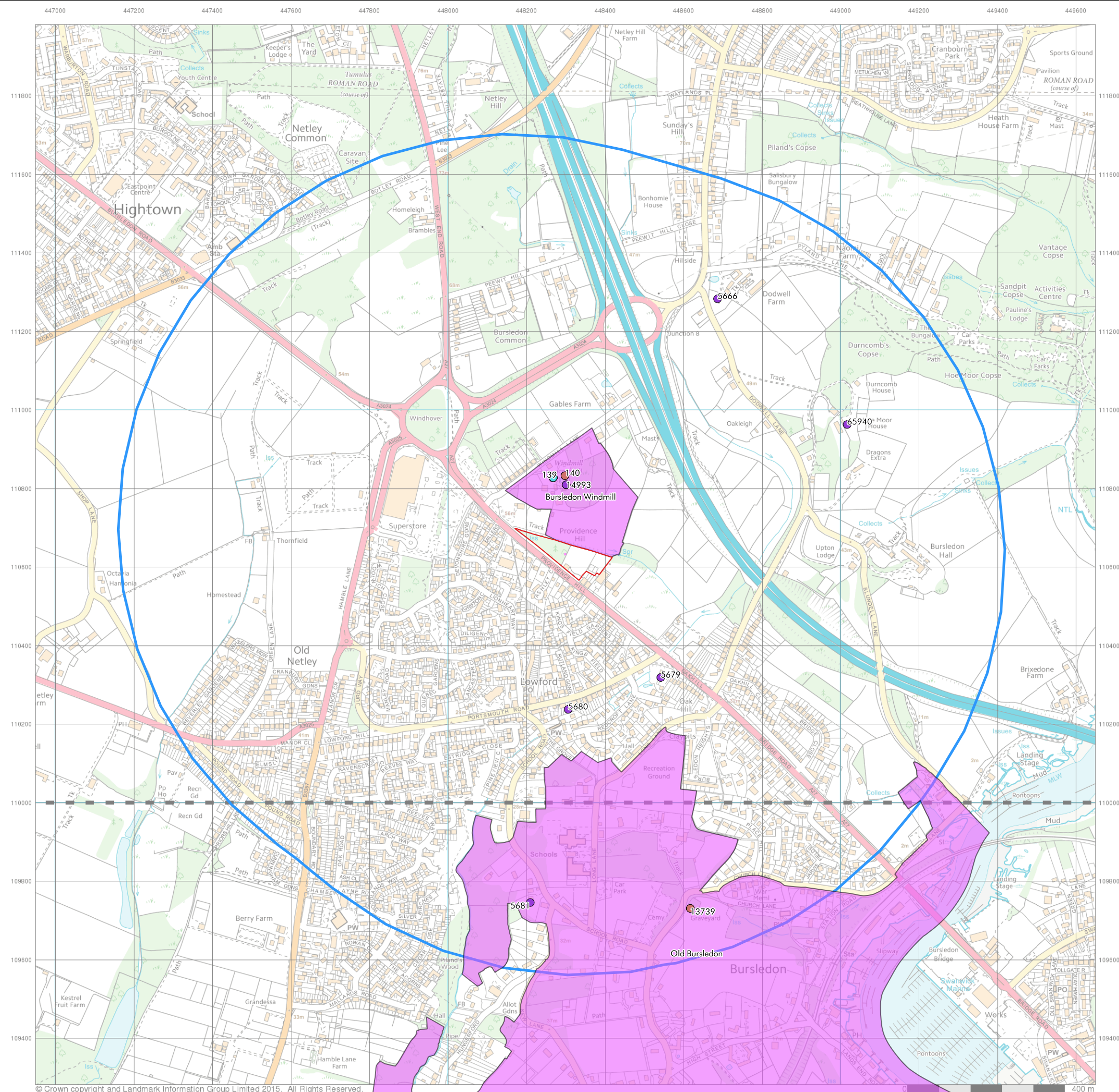


Figure 2.3:
Map of Southampton HER Data

 Site Outline

1km Buffer

0m 100m
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HER DATA

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 Local Area of Archaeological Potential

Events

Monuments

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