

REPORT TITLE: CENTRAL WINCHESTER REGENERATION (CWR)  
ARCHAEOLOGY

7 FEBRUARY 2023

REPORT OF CABINET MEMBER: Cllr Martin Tod - Leader and Cabinet Member for  
Asset Management

Contact Officer: Veryan Lyons Tel No: 01962 848596: Email  
vlyons@winchester.gov.uk

WARD(S): TOWN WARDS

PURPOSE

Central Winchester Regeneration (CWR) is a once in a lifetime opportunity to transform the centre of our historic county city, bringing homes for local families, providing jobs for local people, making a visit to this heritage city one which will be remembered. The council has a critical role to play in bringing forward sensitive development, adapting to the challenges faced by a new generation and to be delivered through the lens of responding to climate change.

Archaeology is an important aspect of the site and the heritage of Winchester. The council recognises that archaeology and the historic environment can be a key driver in building community identity and creating a sense of place, as well as enhancing the visitor experience. The council is therefore committed to ensuring that a robust programme for dealing with significant archaeological remains is followed as the redevelopment of the site is progressed.

The report provides a recap on the archaeology position, sets out an approach to early stage archaeological evaluation (trial trenching) within parts of the CWR area, to gain further understanding of the archaeology on the site and requests approval of expenditure of £350,000 to progress.

RECOMMENDATIONS:That the Cabinet Committee: Regeneration:

1. Approves the procurement of early stage archaeological evaluation (trial trenching) and brief as set out at Appendix B.
2. Agrees to adopt a 70% quality to 30% commercial evaluation model as a derogation from the council's Contract Procedure Rules (paragraph 29) in order to ensure the winning bidder has the required expertise to undertake this specialist area of work.
3. Approves expenditure of £350,000 from the remaining £352,000 of Central Winchester Regeneration project budget.
4. Delegates authority to the Strategic Director with responsibility for the Central Winchester Regeneration project to finalise documentation for the procurement process, to progress such procurement in accordance with the Public Contract Regulations 2015 (PCR20150) and the council's Contract Procedure Rules (CPR's) and to award and enter into the contract for archaeological evaluation (trial trenching) in consultation with the Service Lead Legal (interim).

## IMPLICATIONS:

### 1 COUNCIL PLAN OUTCOME

Regeneration of central Winchester is a key priority for the council and supports the Council Plan priorities by working to deliver a vibrant new mixed use development that will be creative and innovative.

Carrying out archaeological evaluation (trial trenching) in part of the CWR site will help inform and guide the development and allied archaeological mitigation strategies (including further evaluation) as the redevelopment moves forwards, and subsequently deliver against the Council Plan outcomes as set out below:

#### 1.1 Tackling the Climate Emergency and Creating a Greener District

The council has declared a Climate Emergency and is committed to sustainable development. Our Carbon Neutrality Action Plan ensures all council activity is undertaken with a view to supporting our commitment to achieving net zero carbon emissions. The council will ensure that the archaeological evaluation (trial trenching) is undertaken sustainably. This is addressed in the tender questions, where bidders are asked to provide a statement on how they will consider sustainability in their role and explain how environmental impacts will be reduced in the provision of Service on the contract.

#### 1.2 Homes for All

The archaeology evaluation (trial trenching) does not directly deliver to the Homes for All outcome. However the archaeology investigations will inform the development on the CWR site, enabling delivery as part of the wider project. The development will provide residential units aimed at meeting the needs of the younger generation. This approach contributes to the homes for all objective by filling the existing gap of affordable, smaller units that the market is unlikely to provide.

#### 1.3 Vibrant Local Economy

The archaeology evaluation (trial trenching) does not directly deliver to the Vibrant Local Economy outcome. However the archaeology investigations will inform the development on the CWR site, enabling delivery as part of the wider project. The development will incorporate the objectives and guidance set out within the CWR Supplementary Planning Document (SPD) and will support a vibrant local economy by working to fill the gap of affordable and flexible commercial space, enhancing the evening economy offer and creating an area aimed at attracting and retaining the young and creative talent in the city.

#### 1.4 Living Well

The archaeology evaluation (trial trenching) does not directly deliver to the Living Well outcome. However the archaeology investigations will inform the development on the CWR site, enabling delivery as part of the wider project. The improvements to the area through the development of CWR will create a place which is accessible to all, enabling journeys by foot or cycle and provide open spaces which will help to promote active travel and improve air quality. This will have positive impact on both physical and mental health and work to promote health and wellbeing.

#### 1.5 Your Services, Your Voice

Public views have been taken into account in developing an approach to the development of the CWR site. Engagement to date has demonstrated that the archaeology in the area is of great interest and the council is committed to securing access to the historic environment for the benefit of the local community. Regular opportunities for the public to engage in proposals for archaeology have been provided to date, including Q&A sessions with the CWR Archaeology Advisory Panel. Opportunities for public engagement will continue as further investigations are progressed.

## 2 FINANCIAL IMPLICATIONS

2.1 Following the commissioning of work in 2016 to produce and subsequently in 2018; adopt the CWR Supplementary Planning Document (SPD), Cabinet has previously approved revenue expenditure of £2.951m. This includes £1.648m from the additional sum of £2m, approved as part of the general fund budget in February 2021.

2.2 The estimated revenue budget required to progress the procurement for the archaeological evaluation (trial trenching) is £490,000. This includes an amount for contingency, in light of recent economic impacts on the construction industry resulting in increased project costs.

2.3 Within the previously approved revenue expenditure, £140,000 has been allocated for archaeology investigations. It is proposed that the remaining £350,000 is approved from the remaining £352,000 budget allocated to the CWR project.

## 3 LEGAL AND PROCUREMENT IMPLICATIONS

3.1 The council, must adhere to the rules set out in the Public Contracts Regulations 2015 (the Regulations) and the council's own Contract Procedure Rules (CPR's). In conducting the procurement, the council will be bound to observe the general principles enshrined in the Regulations, namely openness, transparency and non-discrimination.

3.2 The archaeological investigations will qualify as a services contract under PCR2015 and will exceed the threshold for public services contracts £213,477

(inc. VAT). The proposed procurement approach and process is set out below in paragraphs 11.22 – 11.24.

- 3.3 The council has power to enter a contract with a third party by virtue of section 111 of the Local Government Act 1972, providing the power to do anything is calculated to facilitate, or is conducive or incidental to the discharge of any of its functions. Under section 1 of the Localism Act 2011, the council has the power to undertake any activity a normal person could undertake, for the benefit of the authority, its area or persons resident or present in its area. The council may be satisfied it has the enabling power(s) to award and enter into the relevant agreements.
- 3.4 The council has an obligation as a best value authority under section 3 of the Local Government Act 1999 to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.” By following due process the council’s Contract Procedure Rules and Financial Procedure Rules, the council will have observed its other statutory duties, including in regard to the duty to obtain best consideration.

#### 4 WORKFORCE IMPLICATIONS

- 4.1 Support from the council’s archaeologist, procurement team and legal team is required to progress the procurement process for the archaeology evaluation (trial trenching). This will involve but is not limited to, finalising procurement documentation including the specification, draft consultancy agreement, issuing the tender, monitoring the procurement portal for clarifications, responding to clarifications, evaluating and moderating tender submissions, drafting successful and unsuccessful notification letters and drafting and finalising the consultancy agreement in conjunction with the winning bidder.
- 4.2 External specialist archaeology advice has been procured to support with some of the above tasks where relevant. The costs associated with this can be funded from the existing CWR budget.
- 4.3 Specialist archaeological contractor support is required to carry out the archaeology evaluation (trial trenching), the costs of which are included in the £490,000 budget requirement.

#### 5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The data collected from the archaeology evaluations (trial trenching) will help inform and guide the development and allied archaeological mitigation strategies (including further evaluation) as the redevelopment moves forwards.
- 5.2 The trial trenching will be carried out at sites across the CWR site on council owned land. A plan setting out the proposed trench locations can be seen at Appendix C. The council will ensure appropriate plans to engage with

neighbouring landowners and tenants to mitigate any disruption caused by the works are put in place.

- 5.3 One of the four proposed trench locations (Trench 1) is inside the car park next to Coitbury House, and sits adjacent to both the Coitbury House building and the St Clements Doctors Surgery. The council will ensure affected parties are engaged and mitigation plans for any disturbance are carried out. Coitbury House is currently leased to Property Guardians. The current end date for the lease is 14 July 2023. The council has previously made casual arrangements for some of the Coitbury House occupiers, market stall owners and on occasion, contractors to use the carpark on an ad hoc basis. Use of the car park is not covered in the lease to Property Guardians. The affected parties will be notified of the planned trial trenching in a timely manner so as to ensure the area is vacated at the appropriate point in time prior to trial trenching works progressing.
- 5.4 Bus operators currently use one of the four proposed trench locations (Trench 2) for bus layover. This sits outside the area which is currently leased to Stagecoach. The locations of the remaining trenches (Trench 3 and 4) sit within close proximity to the bus depot building which is currently occupied by Stagecoach. Council officers have engaged Stagecoach and they are looking at alternative options for layover when this area of this site is no longer available for the buses to use. The council will ensure Stagecoach remain engaged and any further disruption is mitigated.
- 5.5 The council will also need to ensure other neighbouring landowners and tenants who sit either adjacent to the trench locations or within close proximity are appropriately engaged, this includes but is not limited to the Almshouses and some High Street properties.
- 5.6 The council has sought initial external Party Wall advice to determine whether any of the proposed trenches will fall within The Third Party Wall etc Act. The report concludes, in accordance with The Third Party Wall etc Act Section 6, the council will not be required to provide any notice to adjacent landowners. The report is based on the trench locations and dimensions set out in paragraphs 11.18 and 11.21. As part of the tender response, bidders will be asked to review these proposals and provide accurate drawings for each trench. There will be a requirement to revisit this initial Party Wall advice once more detailed information is available to ensure the council adheres to the requirements that fall with the Act.

## 6 CONSULTATION AND COMMUNICATION

- 6.1 The council is committed to the involvement of all appropriate stakeholders and the local community as a whole in developing an approach to the development of the CWR site. This approach will ensure their interests and concerns as far as archaeology and the historic environment are properly addressed and that in respect of these matters the development process will be as transparent as possible.

- 6.2 Engagement to date has demonstrated that the archaeology in the area is of great interest to the local community, local societies and a wider academic and professional audience. Key stakeholders include the CWR Archaeology Advisory Panel, Historic England, Hampshire Cultural Trust and the University of Winchester as well as the involvement of the local community and the wider public. The council is committed to securing access to the historic environment for the benefit of these groups. All reports, findings to date and latest updates in relation to archaeology are available on the council's website.
- 6.3 A CWR Archaeology Advisory Panel (the panel) was established in 2017 to ensure that the council was supported by expert advice and opinion on this matter. The panel comprises nationally-recognised archaeologists and local specialists. Their role is to provide advice and guidance to the council regarding any archaeology related matters within the CWR area.
- 6.4 The panel recommends a flexible approach to managing the archaeology in the site, it is anticipated that preservation on site will form a key mitigation approach. The view of the panel and in line with the National Planning Policy Framework (NPPF), is that we must do the least possible damage to the buried archaeology and preserve important remains for future generations when new techniques are likely to be available. Any archaeology work should be delivered to a high standard and adequately funded. Where this balance cannot be guaranteed the archaeology should be preserved in its situation. Where preservation on site is the best solution, developers will need to incorporate this within the careful design of their ground works and below ground level structures. Archaeological techniques used must be the least invasive, and most productive for information gathering. A large-scale excavation is not recommended. Not only does national planning guidance stress that preservation is the primary objective, a 'big dig' would be highly costly, both in terms of the investigations themselves and the subsequent collection and publication of the data. Further information can be found in in the Central Winchester Regeneration Archaeology Advisory Panel Report – March 2018, available on the council website.
- 6.5 The council and the preferred development partner for CWR will work with the panel and all other key stakeholders listed in paragraph 6.2 to ensure best practice approach to archaeology on the site is followed. It is expected that development proposals and archaeological mitigation will include proposals for community engagement where possible. Future planning conditions are likely to be discharged or partially / fully complied with at differing stages in the development process, however the results of excavations will be fully analysed and prepared for professional publication and dissemination to wider audiences in accessible formats before the discharge of final archaeological conditions.
- 6.6 Since the panel was established, the council has held a series of public events during which updates on current investigations and proposals for further work to understand more about the archaeology within the area have

been reviewed by, commented on and endorsed by the panel prior to progressing to a decision. This has provided an opportunity for the public to listen to and engage in these discussions through informal on-site drop in sessions, workshops, virtual and in person presentations and Q&A.

- 6.7 Following the adoption of the CWR SPD on 20 June 2018. A public archaeology event was held with the panel on 11 December 2018 to discuss potential next steps for archaeology in the CWR area. The conclusion from the day was that the council would identify areas for further work to carry out early investigations on the site. A proposal for a geoarchaeological borehole survey and integrated hydrogeological assessment was subsequently prepared, endorsed by the panel and approved by Cabinet on 28 August 2019 (CAB3186). ARCA, Department of Archaeology, Anthropology and Geography University of Winchester were appointed to carry out the works in March 2020. A Final Integrated Geoarchaeological Report was produced in March 2022 and can be seen at Appendix A.
- 6.8 On the 26 July 2022 members of the panel met in public to discuss the findings from the geoarchaeological borehole survey and integrated hydrogeological assessment and proposals for next steps. Amongst those was a proposal for archaeology evaluation (trial trenching) as set out in section 11 of this report. A presentation was delivered to the panel and members of the public who joined the meeting virtually, and this was followed by a Q&A session. The proposal was unanimously endorsed by the panel. The slides from the presentation can be seen at Appendix D. The council will reconvene the panel at key stages throughout the archaeology evaluation (trial trenching) to share updates for further discussion.
- 6.9 The brief for the archaeology evaluation (trial trenching) is set out at Appendix B. Included within the objectives is to make information about the archaeological resource present within the site publicly available, this is set out in paragraphs 11.15 – 11.17 of this report.
- 6.10 In addition to engagement related to how further archaeological evaluations are progressed and how findings are shared with key stakeholders and the public, the council will engage with those who will be impacted by the proposed trial trenching prior to any commencement of works, to inform, mitigate and where possible minimise disruption. Key stakeholders identified are the Guardians of Coitbury House, other neighbouring residents including the Almshouses, the bus operators and other businesses operating close by.
- 6.11 The CWR area sits within the St Michael Ward. Members for this Ward have been informed of the proposals for archaeology evaluation (trial trenching). A briefing will take place with the St Michael Ward Members in February 2023 to provide an update on the wider CWR project as plans for the development progress.

## 7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The council has declared a Climate Emergency and is committed to sustainable development. Our Carbon Neutrality Action Plan ensures all council activity is undertaken with a view to supporting our commitment to achieving net zero carbon emissions. The council will ensure that the archaeological evaluation (trial trenching) is undertaken sustainably. This is addressed in the tender questions, where by bidders are asked to provide a statement on how they will consider sustainability in their role and explain how environmental impacts will be reduced in the provision of Service on the contract.

## 8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The council has a statutory duty under section 149 of the Equalities Act 2010 that requires all public bodies to consider the needs of all individuals in their day-to-day work – in shaping policy; in delivering services; and in relation to their own employees. The Public Sector Equality Duty (PSED) is a duty on public bodies and others carrying out public functions.
- 8.2 Due regard has been given to the council's duties as set out in the PSED and an Equality Impact Assessment (EIA) has been undertaken in respect of the procurement of early stage archaeology evaluation (trial trenching).
- 8.3 It is considered that further action is not necessary at this stage, however bidders will be required to demonstrate how they have considered equality, diversity and inclusion (EDI) in their strategy for engagement and set out any relevant details of their own EDI policy within their response to the tender. An EIA for the engagement strategy will need to be completed by the appointed contractor prior to implementation. Potential impacts identified will need to be assessed and then addressed appropriately. The EIA highlights a number of factors that the appointed contractor will need to consider, such as access and timing of events, when and where information is made available and how interested parties are able to provide feedback. This will be closely monitored by the council's officers to ensure due process is followed.

## 9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 Having had regard to the council's obligations under the Data Protection Act 2018 and General Data Protection Regulation (GDPR) 2018, it is considered that a Data Processing Impact Assessment (DPIA) is not required for the archaeology evaluation (trial trenching) because there is no processing of personal data. In the event that any potential impacts are identified as part of the archaeological evaluation (trial trenching) the council will ensure they are assessed and addressed appropriately.

## 10 RISK MANAGEMENT

- 10.1 The risk register for the risks to the CWR project in relation to archaeology can be seen at Appendix E for members to consider.

11 SUPPORTING INFORMATION:

Background

- 11.1 As landowner, and following the decision to commence the procurement process to identify a development partner to help bring forward the redevelopment of the CWR area on 22 December 2021 (CAB3322), the council has explored options to carry out further investigations to build on the current understanding of archaeological potential on the site and address some of the key related issues.
- 11.2 This proposal for early stage archaeological evaluation (trial trenching) is a next step to understand more about the archaeology - date, character, state of preservation and significance within the CWR area, address some of the key related issues and subsequently help inform and guide proposals for the development and allied archaeological mitigation strategies including further excavation, as the redevelopment moves forwards.
- 11.3 In line with planning procedures set out in the National Planning Policy Framework (NPPF), within any proposals submitted for planning permission, the preferred development partner will be required to include a heritage statement which demonstrates awareness of the potential archaeology and historic environment of the site itself and of the site's historic context within the city and sets out clearly how any impact on archaeological remains and the historic environment will be managed in line with the council's local plan policies and the CWR Archaeology Advisory Paper. Attached to any planning consent, a condition(s) will require a programme of archaeological excavation of an appropriate scope and scale to fully mitigate the impact of development.
- 11.4 As landowner, the council has the opportunity to progress with the procurement for the archaeological evaluation now, prior to, if approved, the appointment of the preferred development partner. In doing so further understanding of the archaeology on the site, and the implications this may have for how the development is brought forward can be gained sooner, and in turn help progress plans for the site and move towards a planning decision.

Rationale for Undertaking the Investigations

- 11.5 The council fully recognises the rich archaeological heritage of the historic city of Winchester and its surrounding area. This heritage survives both as below ground archaeological remains and as historic buildings and monuments, many of which enjoy statutory protection as Listed Buildings or Scheduled Ancient Monuments.
- 11.6 The council subscribes to national government's view, as expressed in the National Planning Policy Framework (NPPF) that local authorities should

adopt a positive strategy for the conservation and enjoyment of the historic environment (including archaeological remains) when dealing with planning matters.

- 11.7 The council is committed to ensuring that a robust programme for the identification of significant archaeological remains, their conservation in situ and, if appropriate, their recording by excavation, is incorporated in any development proposals submitted for planning permission.
- 11.8 Nationally, and possibly internationally, significant archaeological remains, representing at least 2000 years of history, will survive on the CWR site. This view is supported by Dr Patrick Ottaway's Desk-based Assessment commissioned by the council in 2017 which reviewed previous archaeological investigations in the development area and its environs, most notably the Lower Brook Street excavations of 1962-71 and The Brooks site of 1987-8.
- 11.9 A geoarchaeological borehole survey and integrated hydrogeological assessment of the area undertaken by ARCA, ARCA Department of Archaeology, Anthropology and Geography University of Winchester in 2020 provides key insights into the water table below the CWR site and crucially how this interacts with buried archaeological remains. The Final Integrated Geoarchaeological Report can be seen at Appendix A. The results have provided a clearer understanding of the character of buried deposits below the CWR site; their archaeological and palaeoenvironmental potential and vulnerability to changes in the water environment. The report concludes that there is a considerable depth of archaeological deposits which are likely to be well preserved. In discussion with Historic England and ARCA, the council has determined that there is no requirement to undertake further water monitoring or analysis, which had been planned as a potential second project phase.
- 11.10 The age of the relevant buried deposits identified in the geoarchaeological borehole survey and integrated hydrogeological assessment of the area is, except in very coarse terms, presently unknown. The date of the various deposits and their artefacts and structural inclusions is an important consideration in assessing archaeological significance. By providing a chronology for the deposits revealed in the geoarchaeological boreholes, prior assessments of archaeological and palaeoenvironmental potential can be refined, enabling a more informed assessment to be made of the CWR site's archaeological potential. A proposal from ARCA for Radio Carbon Dating has been commissioned and analysis of the deposits is currently underway. Details of this stage of work, were presented to and endorsed by the CWR Archaeology Advisory Panel at the archaeology event on 26 July 2022, the presentation can be seen at Appendix D. As part of the proposed open space to replace the Friarsgate Medical Centre (FGMC), the council is exploring options to include archaeological works. This could provide an educational opportunity for members of the public and / or local students and a facility to display information related to the archaeology in the area.

## Details of the Proposal

11.11 In addition to Radio Carbon Dating, it is proposed that the council commission early stage archaeological evaluation (trial trenching). The overall objectives will be to:

- a) Identify and investigate significant (nineteenth-century or earlier) archaeological remains potentially affected by works connected with the proposed redevelopment
- b) Gain further information on their extent, date, character, state of preservation and significance at local, regional and national levels

11.12 Such information will enable informed decisions to be taken about mitigation of the impact of redevelopment.

11.13 The evaluation will aim to:

- a) Identify and record the date and character of the alluvium<sup>1</sup> and related deposits which underlie the Roman and later deposits and assess their potential to contain or conceal archaeological evidence
- b) Record evidence of the Roman townscape including streets
- c) Record any evidence for occupation in the early – mid Anglo-Saxon periods
- d) Record evidence for the late Anglo-Saxon, medieval and post-medieval townscapes
- e) Recover deposit samples and material culture to allow a study of the changing character of the environment and occupation on the site from the Roman period onwards

11.14 As this is an evaluation, impacts to significant remains would aim to be minimal but some investigation may be required. This is set out in the brief which can be seen at Appendix B. Consideration of the future treatment of any significant remains identified in the trenches would form part of further discussions with the preferred development partner in line with the mitigation strategies outlined in the CWR Archaeology Advisory Report – March 2018, which is available on the council website.

11.15 Further objectives are to make information about the archaeological resource present within the site publicly available. This will take the form of a public engagement strategy and through subsequent assessment and reporting,

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<sup>1</sup>Fine grained as well as larger grain material (sands, silts, clays) deposited in still or slow water environments. May contain environmental remains important in understanding and reconstructing past environments and landscapes.

together with the long term conservation of the project archive in appropriate conditions. A strategy for providing publicity and information during the course of the evaluation to the local community, local societies and a wider academic and professional audience, both on and off-site is set out as a requirement within the brief. Bidders are asked to consider provision of:

- a) Temporary display boards (which should be updated on a regular basis and for retention on site following the closure of the evaluation trenches)
- b) Provision of viewing access to the evaluation trenches where possible, or remotely (allowing for health and safety and site security considerations)
- c) Press releases (in conjunction with the city council)
- d) Site tours / an open day with exhibition of finds / artefacts etc.
- e) Talks to local societies / the community

- 11.16 The council will seek the involvement of students from the University of Winchester Dept. of Archaeology, Anthropology and Geography (and potentially local societies) to help deliver the public access strategy and with on-site finds / sampling processing. This will help to build interest in and maintain sector capacity and expertise with regard to urban archaeology.
- 11.17 The brief also sets out a requirement to make provision for the assembly of a site archive. The designated received museum for this area is the Hampshire Cultural Trust (Winchester collections).
- 11.18 Four trenches are proposed in the central and eastern parts of the CWR site. The first of the four trenches (Trench 1) will measure 8m by 3m and a depth of 2m. The second and third trenches (Trench 2 and 3) will measure 10m by 3m. The fourth trench (Trench 4) will measure 9m by 3m. Trenches 2, 3 and 4 are intended to extend though the entire depth of the archaeological sequence – between 3 and 4.5m approximately.
- 11.19 The proposed trench locations have been identified taking into account the limited information we know to date about this area of the site (with the exception of excavations undertaken at Lower Brook Street in the north west), current access and other logistical issues, as well as to address key research objectives and investigate anticipated major topographical features, building on the information obtained from the geoarchaeological borehole survey and integrated hydrogeological assessment. A plan showing the proposed locations can be seen at Appendix C.
- 11.20 The recent geoarchaeological boreholes and deposit modelling together with hydrological monitoring have characterised in general terms the stratigraphy and preservation conditions below the CWR site in. Based primarily on the geoarchaeological boreholes and test pits it is possible to give some

indication of the likely survival of archaeological deposits in the eastern part of the CWR site in relation to the proposed trenches.

- 11.21 It is anticipated in all of the proposed trenches there are likely to be up to 3 – 4.5m+ of significant (i.e. nineteenth-century or earlier) archaeological deposits over what are interpreted as naturally deposited alluvium<sup>1</sup>, although further information on the period in which it was deposited will be gathered if possible. Below modern ground level the test pits recorded about 1m – 1.20m+ of post-medieval deposits, arising from gardens and rubble from buildings, below modern concrete etc. Although more coherent remains of the post-medieval townscape, such as the tannery and malthouse, may also survive. Detailed rationale for the location of each individual trench is set out in the brief, which can be seen at Appendix B.
- 11.22 Due to the specialist nature of these investigations, it is considered inappropriate to assign a significant percentage of the evaluation award criteria purely to commercial as would be standard in a basic procurement exercise.
- 11.23 The weighting proposed has been carefully considered to ensure the required expertise to undertake this specialist area of work is procured based on ability to deliver against the brief. Accordingly, the council's standard evaluation model of 60% commercial and 40% quality is not deemed to be appropriate and approval is sought for a departure from this to 30% commercial / 70% quality. This will better focus on the quality elements of the bidders' submissions and ensure that sufficient weight is attached to the quality-focused evaluation criteria (including in relation to sustainability and engagement).
- 11.24 The procurement process will be carried out in line with the Public Contract Regulations 2015 and the council's Contract Procedure Rules and is based on five key stages listed below:
- a) Published Contract Notice – advertising the opportunity to the market and asking for expressions of interest via the council's e-procurement system. The 'Open' procurement process will be used for this opportunity.
  - b) Tender Part 1 - Selection Stage - Bidders will be required to submit a completed tender including a selection questionnaire. This is in a standard prescribed format, apart from the Suitability Technical Questions and associated weightings, which covers relevant experience, sub-contracting and H&S.
  - c) Tender stage 2 – The Invitation to Tender (ITT) will set out the evaluation criteria and evaluation methodology. The questions and weightings have been carefully considered and designed to ensure that appropriate weighting is given to both the commercial and quality factors and to the key objectives, by reference to the NPPF and brief. The questions cover a Written Scheme of Investigation addressing the

requirements set out in the brief, details of lead team members, considerations for sustainability and reducing environmental impacts and approach to engagement.

- d) Tender evaluation – The Tender submissions will be evaluated against the published evaluation criteria. The winning bidder will be the one that scores the highest overall. The Public Contract Regulations 2015 and the Contract Procedure Rules set out the process that must be followed in the award of any contract and the evaluation process must be undertaken by the officer team and the council's expert archaeological consultant.
- e) Winning Bidder - The successful bidder will be appointed, and then final steps taken to reach a contract close i.e. signing of the consultancy agreement) after a 10 day Standstill period has been observed.

11.25 The revenue budget required to progress the proposal for archaeological evaluation (trial trenching) is £490,000. This includes:

- a) Excavation of four trenches,
- b) Site attendances / groundworks (fencing, machining, dewatering / pumping), shoring and welfare
- c) Project management
- d) Outreach and engagement
- e) Initial evaluation reporting (soil samples, finds, specialist reports etc.)
- f) Scientific dating ( e.g. C14)
- g) Conservation costs (metal work / organic remains) etc.
- h) Backfilling the four trenches
- i) Contingency in light of recent economic impacts on the construction industry resulting in increased project costs particularly as labour is a main factor in the cost of archaeological excavation

11.26 Within the approved revenue expenditure £140,000 has been allocated for archaeological investigations.

11.27 It is proposed that the remaining £350,000 is financed from the existing Central Winchester Regeneration budget.

11.28 Subject to approval of the budget required to progress the proposal, the procurement process will be launched and we anticipate next steps as follows. These next steps are indicative and may change depending on the number of tender submissions received:

- a) Publish contract notice – early February 2023
- b) Deadline for Tender submissions – mid-March 2023
- c) Evaluation and moderations – March / April 2023
- d) Identify winning bidder and enter 10 day standstill period – April / May 2023
- e) Appoint winning bidder and enter into a contract – May 2023
- f) Start on site – June 2023

11.29 A ten month timetable is estimated from appointment of the winning bidder to issue of the final report. This includes a mobilisation period of one month, three months to complete the excavations, and six months to produce a final report. Interim reports are requested at appropriate points within this period. These timescales are subject to contractor availability and supply of materials. Recent economic impacts on the construction industry may result in delays to starting on site. Bidders are asked to provide an estimated timetable for the works as part of their submission.

#### Conclusion

- 11.30 Nationally, and possibly internationally, significant archaeological remains, representing at least 2000 years of history, will survive on the CWR site. Engagement to date has demonstrated that the archaeology in the area is of great interest to the local community, local societies and a wider academic and professional audience.
- 11.31 Results from the geoarchaeological borehole survey and integrated hydrogeological assessment of the area show there is a considerable depth of archaeological deposits which are likely to be well preserved.
- 11.32 The council recognises that archaeology and the historic environment can be a key driver in building community identity and creating a sense of place as well as enhancing the visitor experience.
- 11.33 As landowner, and following the decision to partner with a developer to help bring forward the redevelopment of the CWR area, it is considered appropriate for the council to invest in further investigations to build on the current understanding of archaeological potential on the site.
- 11.34 The proposed early stage archaeological evaluation (trial trenching) will identify and investigate significant archaeological remains potentially affected by works connected with the proposed redevelopment and further inform their extent, date, character, state of preservation and significance at local, regional and national levels which will help to guide the development and inform allied archaeological mitigation strategies as the redevelopment moves forwards.

11.35 Approval of expenditure of £350,000 from the remaining budget allocated to the Central Winchester Regeneration project is sought to progress the procurement.

11.36 Furthermore, a departure from the council's standard evaluation model to 30% commercial / 70% quality is sought to better focus the quality elements and ensure the winning bidder has the required expertise to undertake this specialist area of work.

## 12 OTHER OPTIONS CONSIDERED AND REJECTED

12.1 The council could decide not to proceed with further archaeological evaluations (trial trenching) at this stage.

12.2 The information will be required to determine how the development is brought forward and inform the planning process. If the decision is taken not to proceed with further archaeological evaluations (trial trenching) at this stage, it is likely to result in increased risk to the preferred development partner. They will need to fund the evaluations whilst they work at risk on the plans for the development for a longer period than anticipated if the council is to process the procurement now. This will likely lead to delays to progressing the development delivery plan; submission of the planning application; and subsequently the delivery of the development.

12.3 The option not to proceed is therefore not recommended.

### BACKGROUND DOCUMENTS:-

#### Previous Committee Reports:-

CAB3142 (CWR) – 19 March 2019 Central Winchester Regeneration Update on Progress

CAB3186 – 28 August 2020 Funding for Central Winchester Regeneration Archaeology

CAB3303 – 21 July 2021 Central Winchester Regeneration Strategic Outline Business Case

CAB3322 – 22 December 2021 Central Winchester Regeneration Outline Business Case

#### Other Background Documents:-

Available on the WCC website:

Central Winchester Regeneration Project Archaeological Desk-Based Assessment - Patrick Ottaway - April 2017

Central Winchester Regeneration Archaeology Advisory Panel Report – March 2018

Central Winchester Regeneration Supplementary Planning Document – June 2018

APPENDICES:

Appendix A: Final Geoarchaeological Integrated Report - ARCA Department of Archaeology, Anthropology and Geography University of Winchester – March 2022

Appendix B: Archaeology Evaluation (Trial Trenching) Brief

Appendix C: Proposed Archaeology Trench Location Plan

Appendix D: CWR Archaeology Presentation for Public Event – 26 July 2022

Appendix E: CWR Archaeology Evaluation (Trial Trenching) Risk Register