

PCA HERITAGE

Land West of Brook Lane and South of A259 (within the parishes of Brookfield and Angmering and Findon), Rustington, West Sussex: Archaeological Desk-based Assessment Part I

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PCA HERITAGE

PART I CONTENTS

1.	Introduction and Methodology	5
2.	The Site and The Proposed Scheme	10
3.	Planning Background	16
4.	Known past impacts	20
5.	Bibliography and References.....	21
6.	Figures	22

PART II CONTENTS

Geology and Topography

Archaeological and Historical Background

Statement of Potential

Conclusions and Recommendations

FIGURES

PLATES

Plate 1: The western end of the site, a field which tapers into a point at the junction of the railway and the A259.....	11
Plate 2: The southern field is laid to grass and is used as a paddock.....	11
Plate 3: The eastern field, looking east. The line of the Black Ditch stream is marked by the area of reeds to the left of the picture.....	12
Plate 4: The site of a former stables situated between Brook Lane and the A259, looking north.....	13
Plate 5: Brook Lane where it passes Brookenbee. Looking west	14
Plate 6: The remains of flint and mortar wall survive to the west of Brookenbee	14
Plate 7: A small triangle of land lies to the east of Brook Lane.....	15

Land West of Brook Lane and South of A259 (within the parishes of Brookfield and Angmering and Findon),
Rustington, West Sussex: Archaeological Desk-based Assessment Part I

PCA HERITAGE

Plate 8: A recent security ditch cut to the south of Brook Lane suggests the underlying soils are formed of unimproved subsoils	20
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PCA HERITAGE

1. INTRODUCTION AND METHODOLOGY

1.1 Origin and Scope of the Project

- 1.1.1. PCA Heritage has been commissioned by Store Property Investments Limited to prepare an archaeological desk-based assessment (DBA) in support of a forthcoming planning application for development of a site in Rustington, West Sussex (hereafter the 'site', Fig 1).
- 1.1.2. The preparation of this DBA is in accordance with policies set out in the National Planning Policy Framework (NPPF). Section 12 of the NPPF, 'Conserving and enhancing the historic environment' states (at Paragraph 128) that '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'.
- 1.1.3. This report has been prepared in accordance with the standards specified by the Chartered Institute for Archaeologists (CIfA 2014). It aims to assess the archaeological potential of the site and to examine the likely impact of development on the archaeological resource. It may be used by local authorities to help them formulate an appropriate response to development proposals for the site.
- 1.1.4. Research undertaken in connection with this report has included an examination of historic maps, relevant reports and publications, and a search of the West Sussex Historic Environment Record (WSHER). Internet archives and other online resources have also been utilised, and a site visit undertaken on 13 February 2017.

1.2 Report Objectives

- 1.2.1 The Chartered Institute for Archaeologists (CIfA) defines a desk-based assessment as:

Desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area. Desk-based assessment will be undertaken using appropriate methods and practices which satisfy the stated aims of the project, and which comply with the Code of Conduct and other relevant regulations of CIfA. In a development context desk-based assessment will establish the impact of the proposed development on the significance of the historic environment (or will identify the need for further evaluation to do so), and will enable reasoned proposals and decisions to be made whether to mitigate, offset or accept without further intervention that impact. (CIfA 2014, 4)

- 1.2.2 CIfA states (ibid) that the purpose of a desk-based assessment is to gain an understanding of the historic environment resource in order to formulate as required:
 - an assessment of the potential for heritage assets to survive within the area of study;

PCA HERITAGE

- an assessment of the significance of the known or predicted heritage assets considering, in England, their archaeological, historic, architectural and artistic interests;
- strategies for further evaluation whether or not intrusive, where the nature, extent or significance of the resource is not sufficiently well defined;
- an assessment of the impact of proposed development or other land use changes on the significance of the heritage assets and their settings;
- strategies to conserve the significance of heritage assets, and their settings;
- design strategies to ensure new development makes a positive contribution to the character and local distinctiveness of the historic environment and local place-shaping;
- proposals for further archaeological investigation within a programme of research, whether undertaken in response to a threat or not.

1.3 Methodology

1.3.1. The potential for surviving archaeological evidence at the site is expressed in this report as one of the following:

- High: The available evidence suggests a high likelihood for past activity within the site and a strong potential for archaeological evidence to survive intact or reasonably intact;
- Medium: The available evidence suggests a reasonable likelihood for past activity within the site and a potential that archaeological evidence may survive although the nature and extent of survival is not thought to be significant;
- Low: The available evidence suggests archaeological evidence of significant activity is unlikely to survive within the site, although some minor land-use may have occurred.
- Uncertain: Insufficient information to assess.

1.3.2. The assessed potential is based on available evidence. Archaeological records such as those held for the site and its area by the WSHR are a record of known archaeological and historic features. They are not an exhaustive record of all surviving historic environment features (also known as heritage assets) and cannot preclude the existence of further features that are unknown at present.

1.3.3. Heritage assets may be ascribed a level of significance (sometimes known as the value or importance of a heritage asset). The criteria of each level is set out on Table 1 and follows that given in the *Design Manual for Roads and Bridges (DMRB) Volume II, Section 3, Part 2, HA208/07* issued by the Highways Agency. Although the DMRB, as its name suggests, provides guidance for highways schemes, its methodology is commonly used for

PCA HERITAGE

determining cultural heritage impacts within a development context and, accordingly, has been used to guide this assessment.

Significance	
Very high	World Heritage Sites (including nominated sites); Heritage assets of acknowledged international importance Other buildings of recognised international importance Historic landscapes or townscapes of international importance Heritage assets that can contribute significantly to acknowledged international research objectives.
High	Scheduled Monuments (including proposed sites); Grade I and Grade II* Listed Buildings; Listed buildings with exceptional qualities in their fabric or historical associations not adequately reflected in their listing grade; Conservation Areas containing buildings of acknowledged national importance; Undesignated heritage assets of schedulable or listable quality and importance; Heritage assets that can contribute significantly to acknowledged national research objectives; Historic landscapes or townscapes of national importance
Medium	Heritage assets of acknowledged regional importance Historic landscapes or townscapes of regional importance Designated or undesignated heritage assets that contribute to regional research

Land West of Brook Lane and South of A259 (within the parishes of Brookfield and Angmering and Findon),
Rustington, West Sussex: Archaeological Desk-based Assessment Part I

PCA HERITAGE

	objectives; Grade II Listed Buildings; Historic (unlisted) buildings that can be shown to have exceptional qualities in their fabric or historical associations; Conservation Areas containing buildings that contribute significantly to its historic character;
Low	Designated and undesignated heritage assets of local importance; Locally listed buildings; Historic (unlisted) buildings of modest quality in their fabric or historical association Heritage assets compromised by poor preservation and/or poor survival of contextual associations; Heritage assets of limited value, but with potential to contribute to local research objectives. Historic landscapes or townscapes of local importance
Negligible	Heritage assets with very little or no surviving archaeological interest. Buildings of no architectural or historical interest
Unknown	The importance of the resource has not been determined.

- 1.3.4. Adjustments to the above classification are occasionally made, where appropriate, for some types of finds or sites where there is no consistent value and the importance may vary from local to national. Levels of importance for any such areas are generally assigned on an individual basis, based on professional judgement and advice.

1.4. Changes to setting

PCA HERITAGE

- 1.4.1. NPPF policies, together with the guidance provided in PPG, provide the framework for the consideration of how change can affect the setting of undesignated and designated heritage assets as part of the decision-taking process (NPPF, Paragraphs 131-135 and 137). NPPF defines the setting of heritage assets as:

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

- 1.4.2. Historic England's The Setting of Heritage Assets (Historic England 2015) provides a recommended staged approach to assessing the implications of development proposals on the significance of heritage assets. The stages are;

- Step 1: identify which heritage assets and their settings are affected;
- Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
- Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;
- Step 4: explore the way to maximise enhancement and avoid or minimise harm; and
- Step 5: make and document the decision and monitor outcomes.

1.5. Limitations

- 1.5.1. This report has been prepared solely for the titled project and should not be relied upon by, or transferred to, any third party without prior written authorisation of PCA Heritage. PCA Heritage accepts no liability for the consequences of this document being used for a purpose other than that for which it was commissioned. Persons or parties using or relying on the document for such other purposes agree, and will by such use be taken to confirm their agreement, to indemnify PCA Heritage for all loss or damage resulting therefrom.
- 1.5.2. This report has been prepared on the basis of the proposed end land use defined by the client. If this proposed end land use is changed, it will be necessary to review the findings of the desk-based assessment. It should be noted that some of the aspects considered in this study are subject to change with time. Therefore, if the development is delayed or postponed for a significant period then it should be reviewed to confirm that no changes have taken place, either at the site or within relevant legislation.

PCA HERITAGE

2. THE SITE AND THE PROPOSED SCHEME

- 2.1.1. The site, centred at National Grid Reference 503817 103630, is situated at the northern extent of Rustington, a village within the administrative area of Arun District Council in West Sussex. It falls within the parish boundaries of Brookfield to the west and Angmering and Findon to the east. It is semi-elliptical in plan form, a distinctive shape created by its boundaries. The southern boundary is formed by the West Coastway railway line, part of the former London Brighton and South Coast Railway network. The northern boundary is dictated by the arc of the A259 Rustington bypass, and specifically by a line of a public footpath of the same age as the bypass, the road's embankment, and by part of the Black Ditch, a stream which flows in a westerly direction.
- 2.1.2. The site extends to an area of 5.92 hectares. Brook Lane threads through it in an east to west direction, linking it to the A259 at the eastern end of the site. A modern bridge carries the lane over the Black Ditch stream. Various footpaths cross or follow the boundary of the site, and there is vehicular and pedestrian access across the railway at the eastern end of the site.
- 2.1.3. For the purposes of this discussion, the site is divided into seven areas. The westernmost area is a field laid to grass which drops away from a high point at its eastern edge to a lower-lying area which was covered in standing water on the day of the site visit (Plate 1). The southern area is the parcel of land between the railway and Brook Lane. This is also laid to grass and there is evidence, in the form of a concrete slab, that one or more light-weight structures stood until recently in the easternmost extremity of this area. Otherwise, this area is flat and featureless.

PCA HERITAGE



Plate 1: The western end of the site, a field which tapers into a point at the junction of the railway and the A259



Plate 2: The southern field is laid to grass and is used as a paddock

- 2.1.4. The third area is the field at the eastern end of the site. This bound by Brook Lane to the south and east, the Black Ditch stream and the A259 to the north and a fence and hedge line to the west (Plate 3). The grassed field drops away from the south towards the stream but is

Land West of Brook Lane and South of A259 (within the parishes of Brookfield and Angmering and Findon),
Rustington, West Sussex: Archaeological Desk-based Assessment Part I

PCA HERITAGE

again otherwise featureless, except for one slight depression in the ground which probably marks a former drainage ditch.



Plate 3: The eastern field, looking east. The line of the Black Ditch stream is marked by the area of reeds to the left of the picture.

- 2.1.5. The fourth area is a former stables (Plate 4). This is formed from two areas of hard standing, both ringed by security fencing, and divided by a public footpath. Until recently, the two sites were conjoined and housed a collection of stables, a single-storey residential property, static caravans, and other sheds and huts; all have now been demolished with the exception of one recent steel-clad shed.

PCA HERITAGE



Plate 4: The site of a former stables situated between Brook Lane and the A259, looking north

- 2.1.6. The oldest landscape feature on the site may be Brook Lane (Plate 5). The single-track lane, partly laid to Tarmac, winds through the site in an east to west direction, before meeting the A259. In places it is lined with hedges and mature trees, and to the west of Brookenbee it widens and becomes an unpaved green lane.
- 2.1.7. The sixth area is Brookenbee, a former cottage surrounded by sheds and garages to the east and an extensive glasshouse to the west and south. Heavy vegetation and fencing obscure it from view, making interpretation difficult, but it is noted that the building appears for the first time on the 1932 1:2,500 Ordnance Survey plan. Grassed paddocks lie to the west, north and east. In the western paddock the remains of a north-to-south aligned flint and mortar wall survive (Plate 6).
- 2.1.8. The seventh and last area is a small triangle of land to the east of Brook Lane. This is bounded by the Black Ditch to the north, the railway to the south and Brook Lane to the east. This appears to be a derelict and overgrown yard.

PCA HERITAGE



Plate 5: Brook Lane where it passes Brookenbee. Looking west



Plate 6: The remains of flint and mortar wall survive to the west of Brookenbee

Land West of Brook Lane and South of A259 (within the parishes of Brookfield and Angmering and Findon),
Rustington, West Sussex: Archaeological Desk-based Assessment Part I

PCA HERITAGE



Plate 7: A small triangle of land lies to the east of Brook Lane

- 2.1.9. The planning application which this report is intended to support is for outline planning permission (with all matters reserved except access) for the demolition of existing buildings on site and the erection of a mixed-use development comprising residential units and care home (Use Class C2 and C3) and ancillary facilities including a railway crossing together with associated access, car parking and landscaping.

PCA HERITAGE

3. PLANNING BACKGROUND

3.1. National Legislation

Ancient Monuments and Archaeological Areas Act 1979

- 3.1.1. Current legislation, in the form of the Ancient Monuments and Archaeological Areas Act 1979, provides for the legal protection of important and well-preserved archaeological sites and monuments through their addition to a list, or 'schedule' of archaeological monuments by the Secretary of State for Culture, Media and Sport. This necessitates the granting of formal Scheduled Monument Consent for any work undertaken within the designated area of a Scheduled Ancient Monument (now known simply as Scheduled Monuments). The nearest Scheduled Monument to the site is a former Romano-British villa with traces of Iron Age occupation (Scheduled Monument List Entry Number 1015886). This lies 850m north of the site.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 3.1.2. The Planning (Listed Buildings and Conservation Areas) Act 1990 affords legal protection to buildings and structures in the form of their inclusion on 'lists' of buildings of special architectural or historical interest. The listing of buildings is carried out by the Department of Culture, Media and Sport (DCMS). This legislation also allows for the creation and protection of Conservation Areas by local planning authorities to protect areas and groupings of historical significance. The nearest Conservation Area (Poling) lies c. 850m north of the site, and nearest Listed Building (Summerlea School, a Grade II structure reference 1027561) lies 385m to the south-west.

Hedgerow Regulations 1997

- 3.1.3. This offers some protection for hedgerows of more than 20 metres in length or which join other hedgerows provided they adjoin agricultural land, forestry, paddocks, common land, village greens, a site of special scientific interest or a local nature reserve. In order to remove such a hedgerow an owner must serve notice on the local planning authority who then decides if it is 'important' and if so it is whether it should be retained. There are a number of hedgerows on the site.
- 3.1.4. A hedgerow is 'important' if it has existed for 30 years or more and it meets one of the criteria set out in the Regulations, which include:
- It marks a boundary between parishes existing before 1850;
 - It marks an archaeological feature of a site that is a Scheduled Monument or noted on the Historic Environment Record; and
 - It marks the boundary of a pre-1600 estate or manor or a field system pre-dating the Enclosure Acts.

PCA HERITAGE

3.2. National Planning Policy

National Planning Policy Framework 2012

- 3.2.1. The Government's planning policies for the historic environment are set out in the National Planning Policy Framework (NPPF), the use of which is described in the Government's Planning Practice Guidance (PPG) issued in March 2014. Both the NPPF and PPG are material considerations in planning applications and underpin how the historic environment on the site is considered in this assessment.
- 3.2.2. NPPF's policies do not apply to the consideration of Scheduled Monument Consent but do apply to the consideration of all other permissions for activities that may affect Scheduled Monuments.
- 3.2.3. Section 12 of the NPPF (paragraphs 126 to 141) relates to 'conserving and enhancing the historic environment'. The objective of the policies is to maintain and manage change to heritage assets in a way that sustains and, where appropriate, enhances their significance. That significance is the value of a heritage asset to this and future generations because of its heritage interest, which may be archaeological, architectural, artistic or historic. This significance may derive not only from its physical presence but also from its setting.

3.3. Local Planning Policy

Arun District Local Plan 2003

- 3.3.1. The Arun District Local Plan was adopted in 2003. Due to the age of the plan not all the policies within it are still relevant. Those which have been saved form part of the development plan for the district. The following relevant historic environment policies are saved:
 - GEN22 Buildings or Structures of Character

Planning permission will not be granted for development resulting in the loss of existing buildings or structures of interest and importance which are attractive in their own right or which contribute to the character and appearance of an area. Alterations, extensions or other development which would adversely affect the appearance or setting of such buildings or structures will not be permitted.
 - AREA2 Conservation Areas

Planning permission will be granted for development which preserves or enhances the character or appearance of a Conservation Area or its setting.
 - AREA16 Ancient Monuments and Sites of National Archaeological Importance

There will be a presumption in favour of the preservation of scheduled and other nationally important monuments and archaeological remains. Development which adversely affects their sites or settings will not be permitted.
 - AREA17 Sites of Archaeological Interest

Land West of Brook Lane and South of A259 (within the parishes of Brookfield and Angmering and Findon),
Rustington, West Sussex: Archaeological Desk-based Assessment Part I

PCA HERITAGE

Permission will not be granted for development that would be harmful to the significant archaeological interest of a site. Where the presence of archaeological remains is known or suspected:

- (i) the applicant must arrange for archaeological assessment of the site to be carried out before the planning application is determined;
- (ii) where the assessment shows that the physical preservation of remains in situ is not justified, conditions may be attached to any permission granted that development will not take place until provision has been made by the developer for a programme of archaeological investigation and recording. The programme will be carried out prior to the commencement of the development;

and

- (iii) whenever practicable, opportunities should be taken for the enhancement and interpretation of archaeological remains left in situ.

- **DEV14 Listed Buildings and Enabling Development**

The Local Planning Authority may consider proposals for development as exceptions to planning policy if these represent the only method of securing the retention and future maintenance of a Listed Building. The factors which the Council will take into account are:-

- (i) evidence that the proposal is necessary to secure the future of the building which should include evidence that reasonable attempts have been made to market the building;
- (ii) whether the future of the building can be secured through an alternative route, e.g. grant aid or building preservation trust or the owner of the building has access to alternative sources of funding;
- (iii) the impact of the development on the character and appearance and setting of the building or groups of Listed Buildings and the area generally;
- (iv) the proposed development is the minimum necessary to secure the future of the building.

Should development be permitted, it will be subject to a Section 106 Agreement to ensure that the funding from the development is used for the renovation and future upkeep of the Listed Building.

3.4. Other guidance and industry standards

3.4.1. The assessment has been undertaken to the guidance and standards provided in:

- *Standard and guidance for commissioning work or providing consultancy advice on archaeology and the historic environment* (CifA 2014);
- *The Setting of Heritage Assets* (Historic England 2015);

PCA HERITAGE

- *Managing Significance in Decision-Taking in the Historic Environment, Historic Environment Good Practice Advice in Planning: 2* (Historic England 2015)
- *Conservation Principles* (Historic England 2008); and
- *Enabling Development and the Conservation of Significant Places* (Historic England 2008)

PCA HERITAGE

4. KNOWN PAST IMPACTS

- 4.1.1. The site as it exists today owes its shape to two significant infrastructure projects. The construction in 1846 of the railway severed Brook Lane (then possibly known as Penfold Lane) and split into two unequal portions a number of nearby fields. Re-arrangement on a similar scale occurred in the early 1990s when the A259 bypass was constructed.
- 4.1.2. Otherwise the only significant impacts are likely to have been the construction of Brookenbee cottage and its outhouses, and the later development of stables and sheds to the east. The site appears to have remained largely unlandscaped and in pasture for many years. The sections of a recently dug security ditch to the south of Brook Lane suggest that the ground beneath the turf remains unimproved subsoil (Plate 8).



Plate 8: A recent security ditch cut to the south of Brook Lane suggests the underlying soils are formed of unimproved subsoils

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5. BIBLIOGRAPHY AND REFERENCES

CIfA 2014, *Standard and Guidance for Historic Environment Desk-based Assessment*

Highways Agency, *Design Manual for Roads and Bridges (DMRB) Volume II, Section 3, Part 2, HA208/07*

Historic England 2008, *Conservation Principles, Policies and Guidance*

Historic England 2015, *Managing Significance in Decision-Taking in the Historic Environment*, Historic Environment Good Practice Advice in Planning: 2

Historic England 2015a, *The Setting of Heritage Assets*, Historic Environment Good Practice Advice in Planning: 3

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6. FIGURES



© Archaeology South-East		Land at Brook Lane, Rustington	Fig.
Project Ref: 170149	Feb 2017	Yeakell and Gardner 'Great Survey'. 1778	
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