

Lauren Schofield
Department for Culture, Media & Sport
100 Parliament Street
London, SW1A 0AA

lauren.schofield@culture.gov.uk

09 December 2015

Dear Ms Schofield,

The Culture White Paper

This evidence

Thank you for the opportunity to provide information on the proposed Culture White Paper. A written submission on behalf of the Chartered Institute for Archaeologists is attached.

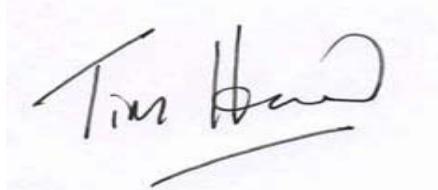
The Chartered Institute for Archaeologists

The Chartered Institute for Archaeologists (CIfA) is the leading professional body representing archaeologists working in the UK and overseas. CIfA promotes high professional standards and strong ethics in archaeological practice, to maximise the benefits that archaeologists bring to society, and provides a self-regulatory quality assurance framework for the sector and those it serves.

CIfA has over 3,150 members and more than 70 registered practices across the United Kingdom. Its members work in all branches of the discipline: heritage management, planning advice, excavation, finds and environmental study, buildings recording, underwater and aerial archaeology, museums, conservation, survey, research and development, teaching and liaison with the community, industry and the commercial and financial sectors.

If there is anything further that I can do to assist please do not hesitate to contact me.

Yours sincerely,



Tim Howard
CIfA Senior Policy Advisor

The Culture White Paper

Evidence of Chartered Institute for Archaeologists (CifA)

Executive Summary

1. Archaeology and the historic environment already make a huge contribution to our culture and have the potential to do so much more.
2. However, without a clear vision and lead from Government and continuing support for local authorities and other bodies in the archaeological sector, that potential is unlikely to be realised and a crucial part of our cultural legacy is likely to be squandered.

CifA

3. The Chartered Institute for Archaeologists (CifA) is the leading professional body representing archaeologists working in the UK and overseas. It promotes high professional standards and strong ethics in archaeological practice, to maximise the benefits that archaeologists bring to society, and provide a self-regulatory quality assurance framework for the sector and those it serves. CifA has over 3,150 members and more than 70 registered practices across the United Kingdom.

Background

4. This submission relates to the archaeological aspects of culture and the culture sector. By reference to each of the four main themes, it addresses the contribution which archaeology and the historic environment can make, the threats and opportunities that exist and the benefits which are likely to accrue from exploiting this resource.

(1) Places

5. The planning system remains a cornerstone of the mechanisms for management and protection of the historic environment, particularly for undesignated heritage assets which constitute over 90% of the historic environment. Within that system Local authority heritage and archaeological services are central to the delivery of benefits derived from the facilitation of sustainable development which harnesses the huge potential of the historic environment (see *Local authority archaeology services: A briefing paper*¹).

6. Those benefits include

- the historic environment's contribution to place-making and regeneration (see, for instance, *'Heritage Works'*²)

- the attraction of inward investment (it has been estimated that each planning archaeologist post brings in about £1m annually of such inward investment – an annual return of 30 to 40 times the cost of employment.)
- a significant contribution to well-being (see further under (2)).

7. If those benefits are fully to be realised, it is imperative that all local planning authorities maintain or have access to an up-to-date Historic Environment Record (HER) supported by appropriate expertise. However, local authority historic environment and archaeology services are under (and in some cases have succumbed to) intense financial pressure. In some parts of the country the situation is critical. In the North West region, against a background of increasing development, almost all services are under-staffed. Furthermore, Lancashire County Council is currently proposing to close its Historic Environment service (which includes maintaining Lancashire’s Historic Environment Record) on 31 March 2016 (see the Council’s budgetary proposal BOP 059³) with potentially grave implications for the management and protection of the historic environment and the delivery of sustainable development.

8. The most effective way to ensure that local planning authorities maintain or have access to an up-to-date HER supported by appropriate expertise is to introduce a statutory duty such as that included in the clause 33 of the Historic Environment (Wales) Bill.

9. In addition to their crucial contribution to the planning process, local authority heritage and archaeology services also have a much wider role to play which encompasses outreach, community engagement and archaeological input to agri-environment schemes (currently through Countryside Stewardship, England’s new environmental land management scheme) and other Common Agricultural Policy initiatives such as LEADER (see <https://historicengland.org.uk/advice/caring-for-heritage/rural-heritage/rural-funding/>)⁴.

10. The challenges facing local authority heritage and archaeological services generally need to be recognised and addressed by Government. We recognise the need to be innovative in the provision of public services⁵, but local authorities and the wider sector need strong support from Government to ensure that the significant benefits which the historic environment can provide are delivered in accordance with consistent professional standards as an integral part of sustainable development.

11. A good starting point would be the publication of the report of the Vaizey inquiry into local government archaeology, conducted by Lord Redesdale and John Howell MP (see the Institute’s evidence to that Inquiry)⁶.

12. Historic England should also be invited to convene discussions about new models for the delivery of local authority services and to support authorities prepared to seek

more efficient and resilient means of delivery, including through shared services, outsourcing, and charging.

13. Professional Standards and the accreditation of competence are key mechanisms not only to allow varying methods of delivery to be adopted in a local authority context without compromising quality and content of services, but also to ensure that archaeological work is carried out generally in the public interest with a view to maximising its contribution to the culture of the nation. With regard to archaeological interest (which a wide variety of heritage assets, including many listed buildings, possess), ClfA provides the commonly-accepted Standards and guidance for archaeology (<http://www.archaeologists.net/codes/ifa>) and accredits the competence of archaeologists through individual membership (<http://www.archaeologists.net/regulation/accreditation>) and the registration of organisations (<http://www.archaeologists.net/regulation/organisations>).

14. As a leading maritime nation, the contribution of maritime archaeology to its history and culture should not be overlooked. The archaeological principles are the same on land and at sea, but differing circumstances, regulatory regimes and organisational structures mean that specific attention should be given to maritime archaeology.

15. The public benefits of archaeology in a marine context have recently been identified in *'The Social and Economic Benefits of Marine and Maritime Cultural Heritage'*⁷. In order to promote and safeguard those benefits a number of steps need to be taken including

- the ratification by the UK Government of the UNESCO Convention on the Protection of Underwater Cultural Heritage 2001
- the full integration of the marine historic environment into marine spatial planning
- the removal of archaeological material from the salvage regime
- the recognition of the marine historic environment as a component of the marine environment to be protected through marine conservation zones (as is currently the case in Scotland where historic marine protected areas provide a more flexible and responsive mechanism than the outdated Protection of Wrecks Act 1973).

16. Furthermore, with a view to encouraging comprehensive and consistent engagement with the historic environment (both marine and terrestrial) Government should expressly endorse *'The Government's Statement on the Historic Environment for England'* 2010⁸ or produce an up-dated version.

17. Further reforms of the heritage protection regime are being considered by the Historic Environment Protection Reform Sub-Group of the Historic Environment Forum (HEF)⁹. ClfA supports the principles of the proposals thus far put forward by the Sub-Group and wish to see them developed.

(2) People

18. Although archaeology concerns the material remains of the past, it cannot be separated from the people to whose lives it attests. Similarly, our consideration of place in (1) above should not be separated from the people who inhabit or have links to that place. The historic environment is managed and protected for the public benefit and much, if not all, of the Institute's submission in response to (1) above is relevant here.

19. The landscapes, sites, buildings and artefacts that make up the historic environment contain evidence of our past. Investigating that evidence allows us to tell the story of the peoples of England. All were immigrants: some came from choice and in hope, some came from danger and in distress. All of them have left their mark on the environment; and reading that mark through archaeology and history shows us how these new peoples flourished or faded, whether their cultures stayed separate, integrated and retained their heritage or were absorbed almost without trace. The knowledge of how our country adapted to and benefited from new peoples, and how they affected and were affected by a changing environment, helps us understand why England is as it is today and gives us privileged insights into how to handle some of the challenges and chances it faces.

20. It is increasingly recognised that the historic environment has an important role to play in the promotion of well-being (see, for instance, *'Heritage and Wellbeing'* <http://hc.historicengland.org.uk/content/pub/2190644/heritage-and-wellbeing.pdf>). This ranges from the community engagement and outreach provided by local authority services and others to allow local people to understand and appreciate the places in which they live, to engagement with specific groups (often whose members are disadvantaged in some way). Recent examples of the latter include *'Operation Nightingale'* (a ground-breaking project to help rehabilitate injured soldiers recently returned from Afghanistan by getting them involved in archaeological investigations: <http://www.army.mod.uk/royalengineers/units/32526.aspx>) and *'Digability'* (an equally impressive project targeting a variety of groups with disabilities: <http://www.wea.org.uk/news/digability.aspx>).

21. Such work in local authorities is increasingly under threat in the face of continuing cuts. To jeopardise such initiatives on the basis that such activities are not part of an authority's statutory duties and cannot be funded, risks preserving assets which people neither appreciate nor enjoy. That is not to underestimate the financial challenges which we all face. Greater partnership working, with a strong lead from Government facilitating digital engagement and other innovative approaches should deliver results even in straitened times (see, for instance, the approach adopted by Worcestershire County Council as set out in the Annex).

22. In the planning sphere community involvement is increasingly threatened by the centralising nature of recent and emerging legislation. For instance, John Healey, the shadow planning minister, recently said that *'With a total of 32 new housing and planning powers for the centre, [the Housing and Planning Bill] signals the end of localism'*. Care needs to be taken not to increase the democratic deficit in planning and other processes or to undermine community engagement with its own culture.

23. Heritage crime is a threat to the nation's culture. It remains a pressing issue and one which requires firm action. The Alliance to Reduce Crime against Heritage (ARCH) (<https://content.historicengland.org.uk/content/docs/legal/arch-feb11.pdf>) has made significant progress in tackling these issues and should be supported further.

(3) Funding

24. HLF and other funders have a massive role to play in supporting the historic environment sector, but they should not supplant government funding (for instance, through Historic England grants) which must continue even-handedly to support appropriate archaeological projects.

25. Subsidy is ultimately a sign of market failure and Government should address such issues as accreditation and charging in areas such as planning in order to allow the sector to move towards a more sustainable model.

26. Realistically, however, significant support from central Government will continue to be needed to underpin local authority cultural services and other archaeological activity, without which local people will be deprived of the public benefits which the historic environment offers.

(4) Cultural Diplomacy

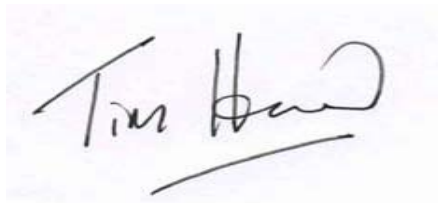
27. There is potential for archaeology to make an immense contribution to the United Kingdom's international reputation through research, management and regulation in relation to the historic environment, for which it has an enviable reputation. For instance, the *'The UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001: An Impact Review for the United Kingdom'* (http://honorfrostfoundation.org/wp/wp-content/uploads/2014/03/UNESCO-Impact-Review-Report_Final_2013-12-10.pdf) suggests that *'UK activity with respect to many of the topics addressed by the Convention is world-class and innovative'* and cites instances where *'UK experience is recognised as world-leading'* (page 66).

28. Conversely, however, there is significant potential for damage to the United Kingdom's international reputation if professional standards and best practice are not followed (see, for example, the controversy surrounding HMS Sussex: <http://www.independent.co.uk/news/uk/this-britain/ship-wrecks-the-bullion-dollar-question-487403.html> and the Government's failure to ratify the Hague Convention on

the Protection of Cultural Property in the Event of Armed Conflict: <http://www.telegraph.co.uk/comment/letters/10979564/Britain-should-ratify-convention-to-protect-cultural-objects-in-time-of-war.html>).

29. The United Kingdom Government should ratify both the UNESCO Convention on the Protection of Underwater Cultural Heritage and the Hague Convention on the Protection of Cultural Property in the Event of Armed Conflict.

30. The archaeological sector, and ClfA itself, have a growing role to play in the promotion abroad of the technical and ethical standards for archaeological work which have been developed (and to a great extent pioneered) in the United Kingdom. With greater support from Government this role could be expanded even more, further enhancing the United Kingdom's international reputation.



Tim Howard
Senior Policy Advisor,
Chartered Institute for Archaeologists

09 December, 2015

¹ http://new.archaeologyuk.org/Content/downloads/2585_LA_archaeology_services_briefingPaper.docx

² <http://www.bpf.org.uk/sites/default/files/resources/Heritage-Works-2013.pdf>

³ <http://council.lancashire.gov.uk/documents/s76704/059%20Planning%20Non%20stat%20part.pdf>

⁴ It is crucial to the management and protection of the rural historic environment that it continues to receive significant support through the operation of Pillar 2 of the Common Agricultural Policy.

⁵ Although the challenges faced by local authorities around the country are different, the case study set out in the Annex to this submission provides an example of what has been achieved in Worcestershire given continuing support from the Council and Councillors.

⁶ <http://www.archaeologists.net/news/140217-ifa-calls-urgent-steps-protect-local-government-archaeology-england>

⁷ http://honorfrostfoundation.org/wp/wp-content/uploads/2015/09/HFF_Report_2015_web-4.pdf

⁸ http://webarchive.nationalarchives.gov.uk/+http://www.culture.gov.uk/reference_library/publications/6763.aspx

⁹ <http://www.theheritagealliance.org.uk/heritage-reform/>