



BATH & NORTH EAST SOMERSET

Archaeology in Bath and North East Somerset

Supplementary Planning Guidance

PLANNING SERVICES



Archaeology in Bath and North East Somerset Supplementary Planning Guidance

Contents

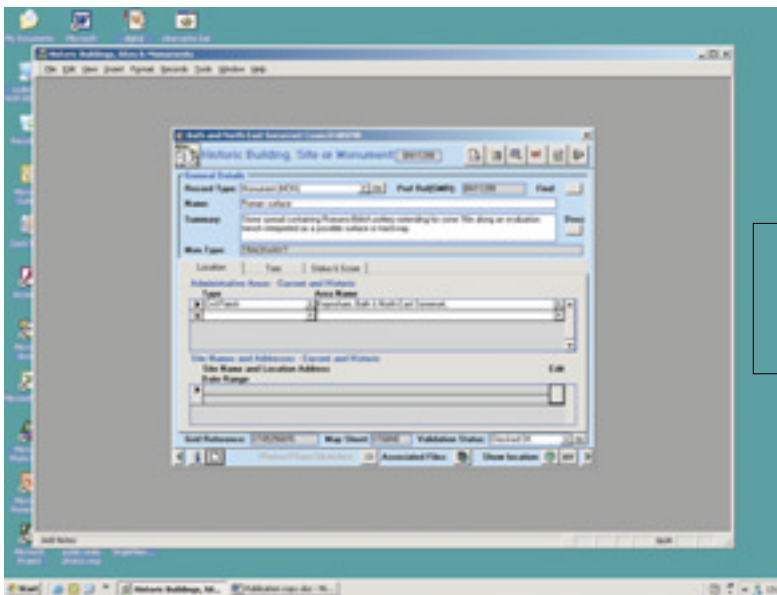
1.	Introduction	3
2.	Guidance, Part A: Development Control – Sites and Monuments Record	3
	Scheduled Ancient Monuments	5
3.	Guidance, Part B: Development Control – Methodologies and Procedures	11
	Appraisal	11
	Assessment	14
	Mitigation	20
4.	Planning Conditions	30
5.	Legal Agreements	32
6.	Selected Bibliography	33
7.	Useful Web Links	35
8.	Useful Contacts	36
	Appendix 1: Policy	37

1 Introduction

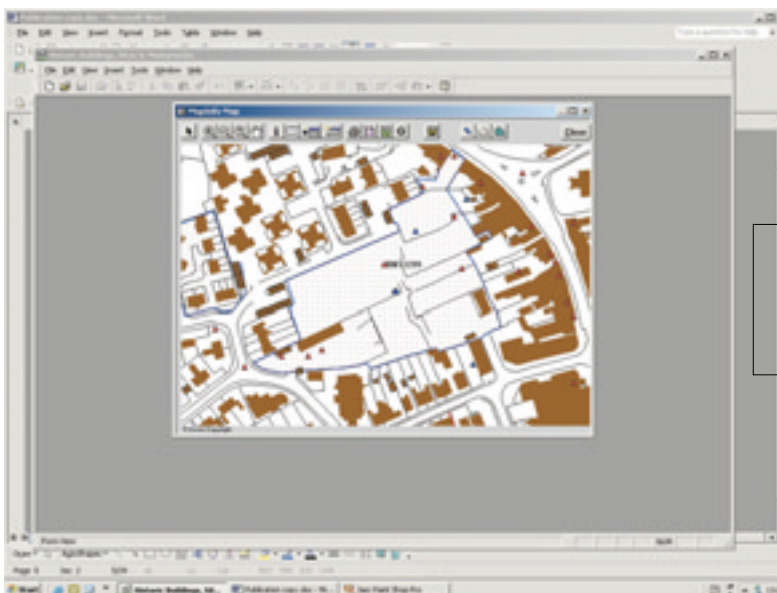
- 1.1 The purpose of this draft Supplementary Planning Guidance (SPG) is to provide more detailed information and guidance on archaeology and planning. Its principal purpose when adopted is to supplement the policies of the existing and emerging Development Plan and should be read in conjunction with these (see section 4.0 below). It also clarifies development control procedures and Planning Policy Guidance notes (Planning Policy Guidance Note 16: Archaeology and Planning, DoE 1990 & Planning Policy Guidance Note 15: Planning and the Historic Environment, DoE/DNH 1994) issued by Government. It will also be a material consideration in the determination of planning applications relating to the historic environment.
- 1.2 Further, more detailed guidance dealing specifically with Bath, Keynsham and Norton Radstock will be prepared as part of a suite of guidance relating to archaeology and the historic environment. These more detailed guidance notes will benefit from in-depth assessments of archaeological potential and characterisation in those places.
- 1.3 Archaeology exists throughout the District in all locations. It comprises buried archaeological remains, scheduled monuments, historic parks and gardens, the historic landscape including hedgerows and other land boundaries, buildings of historical significance and towns and villages and industrial features. Not all threats to, and opportunities for, the historic landscape relating to landuse change can be influenced through the planning system. This guidance explains the significance of archaeology and the historic environment. It also examines the processes and procedures necessary to ensure that a sustainable approach to management of the historic environment is adopted.

2 Guidance, Part A: Development Control – The Sites and Monuments Record (SMR)

- 2.1.1 The Bath and North East Somerset Sites and Monuments Record (SMR) is a cumulative record of all known archaeological sites, monuments and historic landscape features in Bath and North East Somerset. The SMR is held in digital form in a database called *Exegesis Historic Buildings, Sites and Monuments Record*. The database is connected to a GIS (Geographical Information System) called *MapInfo* which includes Historic maps from the 1840's, 1884-8, 1904 and 1936 and a variety of other mapped data including historic farm surveys and historic landscapes. There are over 5,000 entries in the database relating to monuments and sites, and over 2,000 entries relating to archaeological investigations carried out over the past 100 years or so.



SMR
monument
record



SMR Map
showing location
of record

- 2.1.2 The SMR is used as the basis for archaeological and historic environment advice to Planning Policy, Development Control and other Council services. It is also used by national organisations, developers and their agents, academic researchers, college students and local people seeking information on the District’s past.

The SMR, formally adopted by Bath and North East Somerset Council in 2002, is available for consultation by appointment. Enquiries should be made to the Planning Services Archaeological Officer at the contact details shown in the Appendix.

2.2 Scheduled Ancient Monuments.

- 2.2.1 A small proportion (84 in total) of archaeological sites in Bath and North East Somerset are protected as Scheduled Ancient Monuments (SAM) under the **Ancient Monuments and Archaeological Areas Act, 1979**. These monuments are considered to be of national importance but, as PPG16 recognises, many other nationally important sites have not yet been given scheduled status. The PPG reminds us that, “...**Authorities should bear in mind that not all nationally important remains meriting preservation will necessarily be scheduled...**” (Par. 16).



Stony Littleton Chambered Tomb scheduled monument

- 2.2.2 However, it has long been recognised that the range, number and distribution of significant monuments on the Secretary of State for Culture, Media and Sport’s Schedule are not representative and English Heritage, on behalf of Government has been undertaking a lengthy national review of all archaeological sites with the aim of significantly increasing the number of legally protected monuments. This project is known as the **Monuments Protection Programme (MPP)**. It is very likely that over the next few years there will be an increase in the number of SAM’s in B&NES.

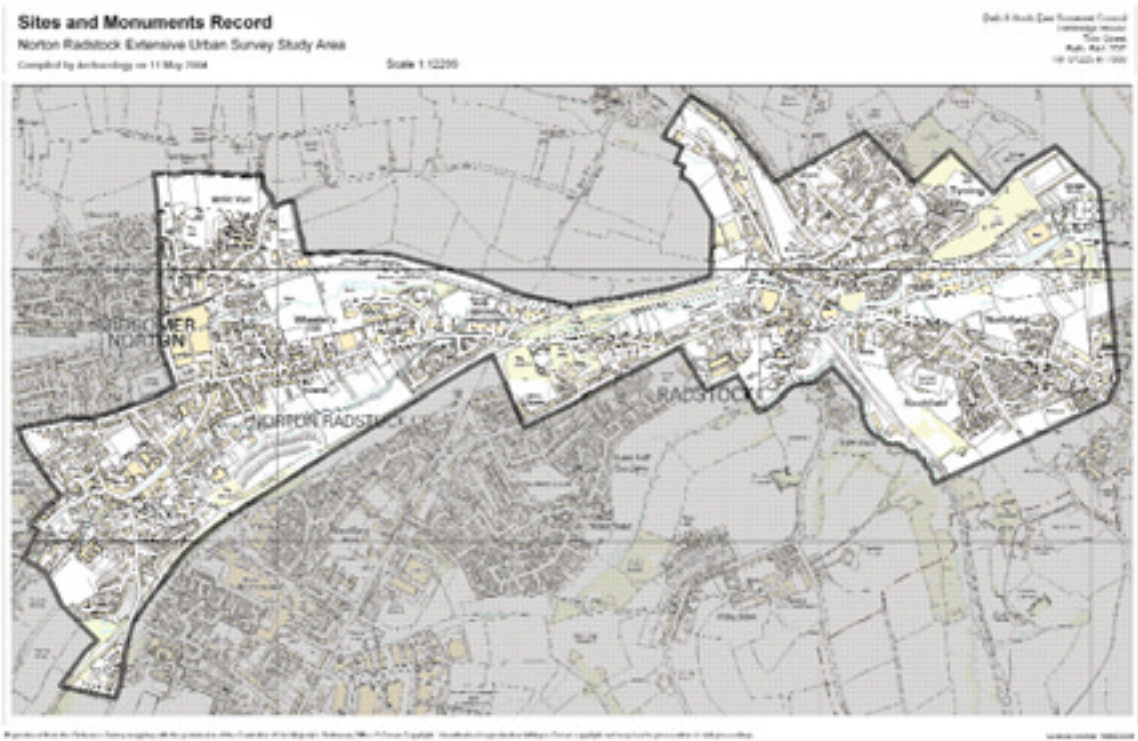
Any development proposals likely to affect a scheduled monument will require Scheduled Monument Consent (SMC) from the Secretary of State for Culture, Media and Sport and in such cases the setting of a monument as well as its physical preservation are material considerations. Any works carried out to a SAM without consent is a criminal offence and liable to prosecution under the 1979 Act. The location of Scheduled Monuments is shown on the local plan proposals maps.

- 2.2.3 A planning application which adversely affects a scheduled monument will normally be refused and Local Planning Authorities are obliged by law to consult with English Heritage on any application likely to effect a scheduled ancient monument (Town and Country Planning General Development Order 1988, Article 18 (1)). It is also important to note that the setting of the monument is a material consideration. An early consultation with the Bath and North East Somerset Archaeological Officer is therefore encouraged. Details of SAM's are held in the SMR and are defined on the relevant local plan proposals maps.
- 2.2.4 If a developer wishes to pursue a development proposal affecting a SAM they must apply to the Secretary of State for Media, Culture and Sport for **Scheduled Monument Consent (SMC)**, a procedure entirely separate from the local authority planning process. Advice on this procedure can be obtained from the Bath and North East Somerset Archaeological Officer and English Heritage South West Regional Office in Bristol.
- 2.2.5 The majority of recorded archaeological sites, monuments and landscapes are not scheduled and their significance has in many cases yet to be determined through detailed assessment.

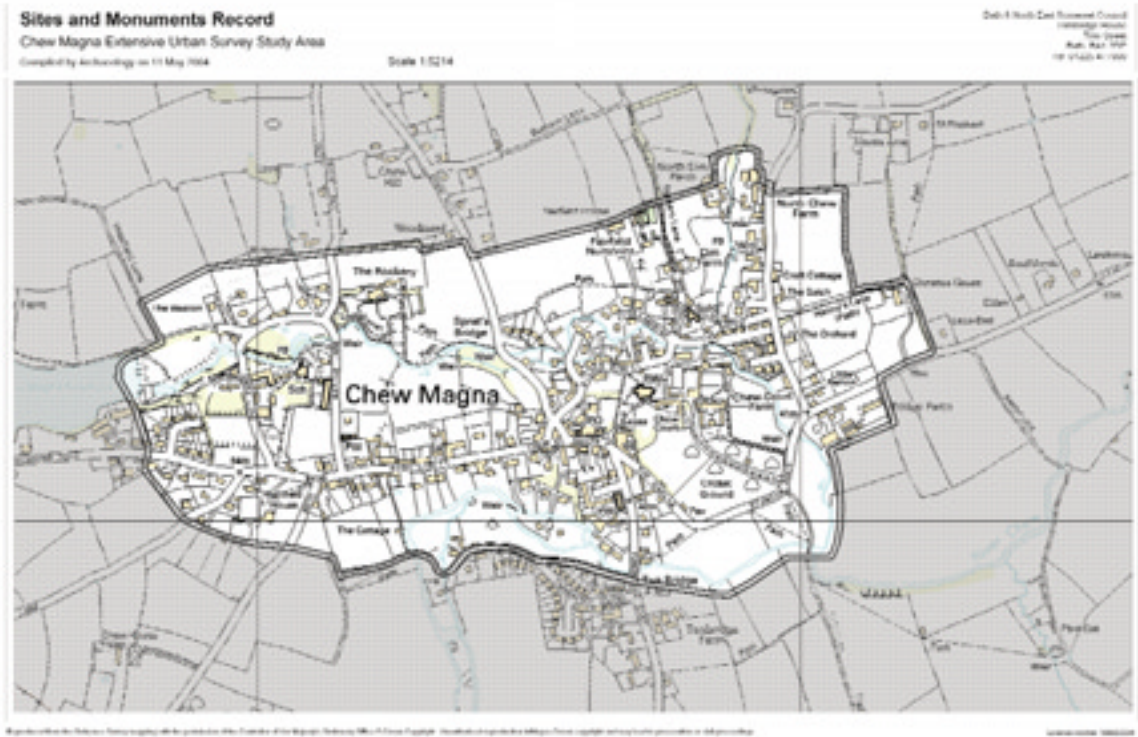


1940 pill box, unscheduled.

Some studies, including the *Avon Extensive Urban Areas Survey* (grant aided by English Heritage), through which a number of urban and former urban areas were identified for archaeological assessment in the former County of Avon have however, been completed. These assessments, of which there are three relevant to Bath and North East Somerset, Keynsham, Norton Radstock and Chew Magna, assessed the character of urban areas and identified important sites and zones. The study areas are shown in figures 5, 6 & 7. The detailed reports (see bibliography) can be viewed at the Sites and Monuments Record and copies are held by the Bath and North East Somerset Library Service.



Extensive Urban Survey study area for Norton Radstock



Extensive Urban Survey study area for Chew Magna

Sites and Monuments Record

Keynsham Extensive Urban Survey Study Boundary

Bath & North East Somerset Council
 Trimbridge House
 Town Street
 Bath BA1 2CP
 Tel: 01225 477000

Compiled by Archaeology on 11 May 2004

Scale 1:8001



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Extensive Urban Survey study area for Keynsham

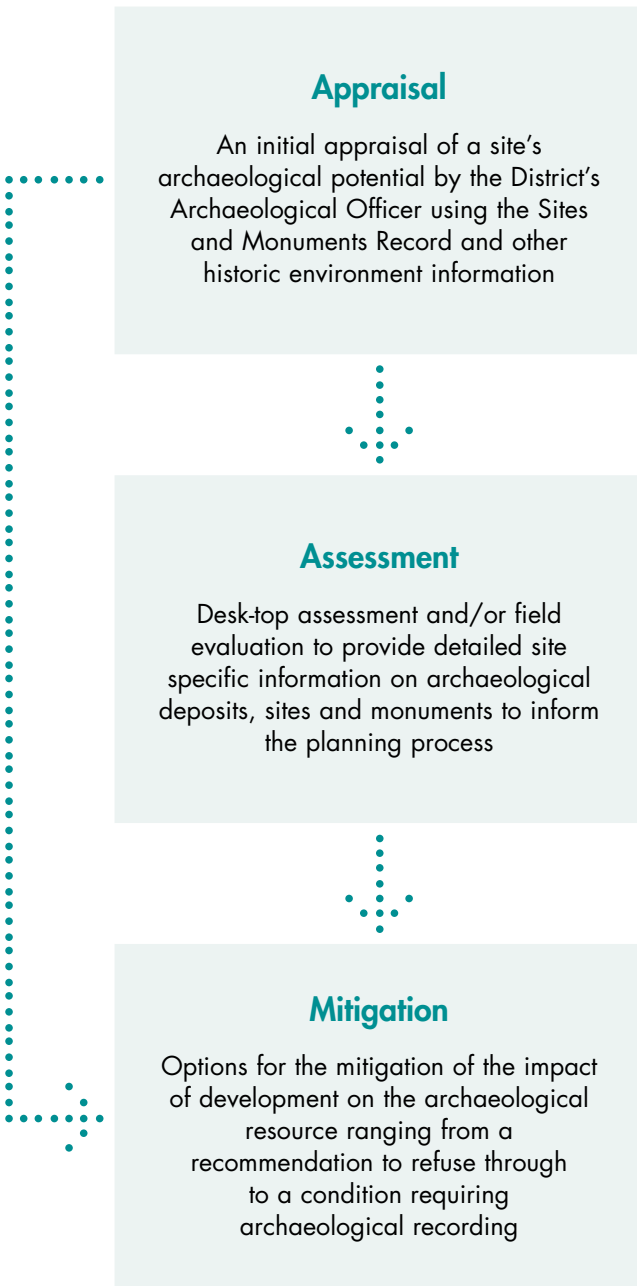
3 Guidance, Part B: Development Control – Methodologies and Procedures

- 3.1 This section of the SPG details the standard methodologies and procedures used by B&NES as part of the development control process in assessing development proposals which might affect an archaeological site and assist in the implementation of Development Plan policies on archaeology. These methodologies reflect best practice as detailed in numerous publications, particularly those by the **Association of Local Government Archaeological Officers** and the **Institute of Field Archaeologists** and are consistent with advice in PPG. There are three basic elements or stages in development control archaeology, Appraisal, Assessment and Mitigation.

3.2 Appraisal

- 3.2.1 There are a number of mechanisms whereby a development proposal will come to the attention of the Archaeological Officer for appraisal. In a growing number of cases developers and their agents will request a screening opinion at a very early stage in the development process, sometimes prior to the working up of draft development details. More commonly registered planning applications are forwarded by the planning or listed building case officer for comment. Another increasingly common approach, particularly with the larger and potentially more controversial developments is through the Planning Services Development Team.
- 3.2.2 An appraisal is an initial consideration by the Council's Archaeological Officer of the archaeological potential of a proposed development site. An appraisal involves consultation of the Bath and North East Somerset Sites and Monuments Record (SMR) and any associated published or unpublished archaeological information held as part of the SMR. A site visit may also be carried out in some instances. The appraisal considers both the presence of known archaeological sites directly and indirectly affected by the proposed development, and the potential of an area to contain archaeology.
- 3.2.3 Areas which retain a very high potential for the survival of significant archaeological remains include early village centres, the alluvial flood plains of the Rivers Avon and Chew, and the Cam and Wellow Brooks. As well as the areas covered by the Extensive Urban Surveys (figs 5,3 & 7)

Development control archaeology



- 3.2.4 Obviously not every development will trigger an appraisal and dormer windows additions, the majority of porch or small extensions in non-sensitive areas are all kinds of development that will not generally have an effect on archaeology. Development types which have potentially the most damaging impact on archaeology and the historic environment and will trigger an appraisal include the following:
- Farm and barn conversions, usually those that date to the 19th century and earlier and that retain many original fixtures and features
 - New Industrial, commercial or housing on green field sites
 - New Industrial, commercial or housing on brown field sites
 - Conversions and alterations to listed buildings
 - Conversions and alterations to non-listed but important historic buildings
 - Recreational development, including sports fields and cycle ways
 - Landscaping, particularly large scale and associated with historic landscapes, parks and gardens
 - Tree planting, such as afforestation proposals and large scale planting for developments
 - Creation of new access to properties or land, particularly in historic areas
 - New roads and road maintenance, such as the creation of new entrance splays
 - Public Utilities operations such as pipe and cable laying
 - Mineral extraction
 - Flood compensation works.
 - Flood defence works.
- 3.2.5 In cases where the appraisal has identified the physical presence of archaeological remains or has identified the potential for archaeological remains to exist, a number of options are pursued. These are:
- **Archaeological Assessment.** A request for further information from the applicant or consultant.
 - **Recommendation for refusal** on archaeological grounds to the Planning Case Officer.
 - **Mitigation** required.

An appraisal can be seen as an initial scoping opinion regarding any possible historic environment constraints and developers or landowners are encouraged to consult the District Archaeological Officer at the earliest opportunity. An early opinion can save time and money later on.

3.3 Assessment

- 3.3.1 An archaeological assessment is generally required in cases where the initial appraisal has highlighted the presence of archaeological sites or the high archaeological potential of a site. The results of an archaeological assessment will enable an informed planning decision to be reached, and the development of a suitable mitigation strategy (see 3.4.28 for information on funding).
- 3.3.2 This archaeological assessment is commissioned by the developer or consultant and at their expense. Professional archaeological organisations are used to implement the assessment. There are a variety of different techniques available to assist in an archaeological assessment as listed below.

The results of an archaeological assessment may be requested by the Local Planning Authority prior to registering a planning application or prior to a determination of a registered application.

3.3.3 Desktop assessment

This process takes the initial site appraisal one stage further and involves a detailed analysis of all available information on a site and its immediate locale. The purpose of this research is to gain the maximum amount of information at an early stage in the consultation process. This form of assessment is particularly recommended for large and/or complex development proposals. It can also form part of an Environmental Impact Assessment. In the words of PPG13, “...consultations will help to provide prospective developers with advance warning of the archaeological sensitivity of a site. As a result they may wish to commission their own archaeological assessment by a professionally qualified archaeological organisation or consultant. This need not involve fieldwork. Assessment normally involves desk-based evaluation of existing information: it can make effective use of records of previous discoveries, including any historic maps held by the County archive and local museums and record offices, or of geophysical survey techniques.” (Para 20)

3.3.4 A desktop study normally involves the following:

- Site visit
- Detailed critical analysis of the SMR and other heritage databases
- Search of other sources (published and unpublished material)
- Past and present land use
- Detailed analysis of aerial photographs
- Topographical analysis
- Geological analysis
- Analysis of old maps
- Summary of historical sources

The desktop assessment can also be supplemented by the results of **geophysical survey** and **geotechnical investigations**.

3.3.5 In some cases the desktop study may be all that is required in order for a mitigation strategy to be agreed on. However, in many situations this will highlight the need for further assessment work in the form of a **site evaluation**. In these instances, the desktop study will enable a more effective use of this technique and guide the selective sampling of the archaeology.

3.3.6 Site Evaluation

If a proposed development site is considered to have a high potential for containing significant archaeological remains, either as a result of the initial appraisal or a subsequent desktop study, then an applicant may be required to provide the results of an archaeological field evaluation prior to a determination.

PPG13 states:

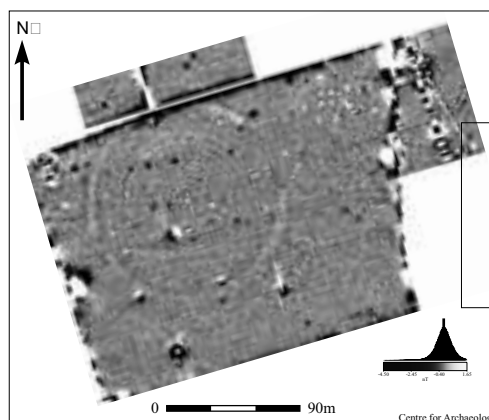
“...it is reasonable for the planning authority to request the prospective developer to arrange for an archaeological field evaluation to be carried out before any decision on the planning application is taken... Evaluations of this kind help to define the character and extent of the archaeological remains that exist in the area of a proposed development, and thus indicate the weight which ought to be attached to their preservation. They also provide information useful for identifying potential options for minimising or avoiding damage. On this basis, an informed and reasonable planning decision can be taken.” (Par. 21).

3.3.7 The primary aim of an evaluation is therefore to establish whether the application site contains archaeological remains worthy of preservation *in situ*. The cost of a site evaluation should not be excessive but will correspond to the size of the proposed development and the complexity of archaeological deposits. PPG13 considers it to be, “...a rapid and inexpensive operation, involving ground survey and small-scale trial trenching, (and) should be carried out by a professionally qualified archaeological organisation or archaeologist.” (Para.21).

Evaluation techniques

3.3.8 Geophysical survey

Geophysical survey is one of the main techniques of site evaluation and should always be considered as a precursor to any invasive technique such as trial trenching. There are a number of techniques available to archaeologists that allow below ground archaeological remains to be mapped without disturbing the ground. The success of these techniques depends on a number of factors including geology, soil type, soil moisture content and indeed the nature of the archaeology itself. The two most commonly used techniques are **Resistivity** and **Magnetometry** and of these **Magnetometer surveys** are the most widely used. Magnetometer surveys measure changes in magnetic readings from buried deposits to located archaeological anomalies. Iron particles in the soil deposited at the same time tend to reflect the earth's magnetic field at that time. This magnetic field is constantly changing through time. **Resistivity surveys** measure resistance to an electrical current sent from a mobile probe to a fixed probe. High resistance may indicate a buried wall and very low resistance may indicate the presence of a buried ditch or pit



Geophysical (magnetometer) survey results from Stanton Drew stone circles showing rings of post holes (courtesy of English Heritage)

3.3.9 Earthwork survey

In some instances archaeological sites can survive as an earthwork, particularly on sites containing old grassland that have never been ploughed. In these cases, detailed ground surveys can reveal significant information on the nature of the archaeological landscape.

3.3.10 Field walking

The process of literally walking across fields that have either been ploughed or harrowed. Once the surface of the exposed soil has been weathered through the actions of rain or frost, any artefacts that have come to the surface from buried archaeological sites will be clearly visible to the trained eye. Field walking is undertaken in a systematic way with all artefacts accurately plotted on large scale maps or plans. The density and distribution of artefacts can provide valuable indications of buried sites.

3.3.11 Trial trenching or test pitting

Sometimes referred to as **intrusive archaeological assessment** this technique relies literally on the excavation of small key-hole trenches or pits to examine buried archaeological deposits in a similar way to geotechnical examinations of buried strata or building foundations. PPG 13 refers to the technique as: "normally a rapid and inexpensive operation..." (Para 21), but this will depend very much on location and the complexity of archaeological deposits. In urban contexts the use of trench shoring and depth of archaeology tends to increase both cost and time against less complex sites in rural locations.



Evaluation trench at Durley Hill cemetery. Roman deposits being investigated by hand.

- 3.3.12 The basic technique is to sample a development site with linear trenches on average about 30m long and a machine bucket width (approximately 1.5m to 2m). The non-archaeological overburden such as topsoil or rubble is carefully removed by mechanical excavator under archaeological supervision followed by hand excavation and recording of any archaeological layers that may be revealed. Excavation is only generally carried out in order to satisfy the following standard clause in a Local Planning Authority brief (appendix **):

“The evaluation should aim to determine the location, extent, date, character, condition, significance and quality of any surviving archaeological remains liable to be threatened by the proposed development. An adequate representative sample of all areas where archaeological remains are potentially threatened should be studied”.

3.3.13 **Building assessment**

This is a thorough review of all existing information relating to a building and can involve:

- reviewing all readily available written information and illustrations of the building (or its type), broadly characterising its identity and development;
- demonstrating a detailed understanding of the historical significance of the part(s) affected in relation to the whole building through precise and informatively annotated ‘as existing’ drawings and / or photographs;
- indicating the appropriateness of the proposals in the light of this information;
- indicating the need for any further documentary, architectural or archaeological work, specialist investigatory techniques, and opening-up to inform decisions on treatment of hidden fabric.

3.3.14 **How to commission an assessment**

It is the responsibility of the applicant or their agents to secure the services of an appropriately qualified professional archaeological organisation to carry out the site evaluation. The Bath and North East Somerset Archaeological Officer can supply the following information:

- A design brief which contains site specific information and standard objectives and requirements.
- A standard guidance note on how to commission an archaeological assessment.

Further information can be found in section 7.4.23 below.

3.3.15 Evaluation results and after: the options

Once the fieldwork is completed the archaeological contractor will need to consult with other specialists to assess the significance of any artefacts that have been found such as pottery, animal bones and human remains. Once all the available relevant information has been assessed and collated the archaeological contractor will prepare and circulate a written and illustrated report to all interested parties including the Local Planning Authority's Archaeological Officer. The report will then enable the Archaeological Officer to fully assess the impact of development on archaeological remains. Depending upon the results of the evaluation one or a combination of the following mitigation options may be recommended:

- Preservation *in situ*: By refusal (option 1)
- Preservation *in situ*: Design solutions (option 2)
- Preservation by record (option 3)

3.3.16 A fourth option not covered by the following section dealing with mitigation follows negative evaluation results. In some instances despite the identification of high archaeological potential on a site, an evaluation will not locate any remains or even indications that remains exist in the immediate area. In these cases no mitigation will be required and archaeology will cease to be a material consideration in determining the planning application.

3.4 Mitigation

Mitigation strategies cover a number of complex topics many of which are under constant study and review. Techniques are always evolving as a result of research and practical experience as are ideas and methodologies for determining value. The following section deals with the three mitigation options outlined above and explains the key considerations that will assist the development of a successful mitigation strategy.

3.4.1 Factors to be considered

In common with many other material considerations in the planning process there are a number of factors that need to be considered in relation to the available mitigation options include the following

- Siting of proposed structures
- Depth of foundations
- Design of foundations (piles, rafts, strip etc)
- Access roads and other ancillary ground disturbance
- Service trenches
- Depth at which archaeological remains are preserved (actual or predicted)
- Complexity of archaeology
- Ground conditions (soil type, groundwater levels, degree of contamination etc)
- Relative importance of archaeological remains (national or regional significance)

3.4.2 In most cases a site evaluation will have revealed archaeological remains in one form or another and will have identified particular areas of significance. The sorts of questions that need resolution in response to the factors identified above are considered below. The Local Planning Authority will always wish to ensure that every effort is made to preserve archaeological remains within development whatever their perceived value and preservation will also in many cases be attractive to developers as the cost of other forms of mitigation such as full excavation may be high.

3.4.3 Mitigation issues

- Can the development proceed without any perceived impact on archaeological remains?
- Can the siting of services (e.g. Drainage, water, roads) be modified to avoid sensitive areas?
- Can the foundations of structures or the location of structures be modified to minimise disturbance to sensitive areas?
- What percentage of an archaeological site will be destroyed through the development?
- How important is the archaeology and what level of archaeological recording will be required before development can commence?
- Has the archaeology been identified as nationally or potentially nationally important?
- Can the development bear the financial implications of a full excavation?

3.4.4 After the consideration of these factors and issues in consultation with the archaeological contractor who carried out the work, the developer and the planning case officer, the Archaeological Officer will recommend one, or a combination of, the mitigation options listed below.

3.4.5 Option 1 – Preservation *in situ* (by refusal)

If the evaluation results indicate that the archaeological remains present on the site are of considerable importance and would be significantly affected by the proposed development, then the *in situ* preservation of these remains may be required. PPG13 states: "...Where nationally important archaeological remains, whether scheduled or not, and their settings, are affected by proposed development there should be a presumption in favour of their physical preservation. Cases involving archaeological remains of lesser importance will not always be so clear cut and planning authorities will need to weigh the relative importance of archaeology against other factors including the need for the proposed development..." (par. 8).

3.4.6 To preserve the whole of a site this recommendation would normally result in a refusal of the planning application. However, this would only be recommended once all the options for preservation of archaeological remains within the development programme have been fully explored by the developer. It may be possible to ensure their preservation *in situ* by altering the development proposals(option 2).

3.4.7 Option 2 – Preservation *in situ* (by design)

There is an increasing body of information and experience gathered by both archaeologists and engineers relating to the conservation of archaeological remains within development. There are very clear benefits to all parties through the successful implementation of mitigation by design some of which can be summarised as follows:

- Development can proceed with minimal engagement with archaeology.
- Important archaeological remains are preserved intact.
- Archaeological excavation (option 3) can be expensive and time consuming operation and design solutions can often be far more economic.

3.4.8 Developers and their agents can clearly help this process by ensuring that archaeology is considered very early on during the initial development scoping exercise before detailed plans have been drawn up. PPG 13 states: "...When important remains are known to exist or when archaeologists have good reason to believe that important remains exist, developers will be able to help by preparing sympathetic designs using, for example, foundations which avoid disturbing the remains altogether or minimise damage by raising ground levels under a proposed new structure, or by the careful siting of landscaped or open areas. There are techniques available for sealing archaeological remains underneath buildings or landscaping, thus securing their preservation for the future even though they remain inaccessible for the time being." (par. 12).

3.4.9 Altering the development layout

On some sites it may be possible to redesign the layout by moving services and access roads and even decreasing the density of structural elements on a site in order to avoid significant archaeology. Clearly this will require substantive discussions with local authority Planning Officers and Highway Officers.

3.4.10 Engineering solutions

Engineering solutions are complex and dependant on many factors not always controllable such as hydrology and other ground conditions although the LPA will expect a developer and their engineers and architects to demonstrate carefully why a more sympathetic (to archaeology) foundation design cannot be implemented.

3.4.11 The use of pile foundations has been one of the more popular engineering solutions to the preservation of archaeological remains within a development particularly in major urban conurbations such as London or in cities that have substantial depths of archaeological deposits such as York. This technique however will not be suitable in every case and its success will depend on the size of pile, the density of piles, the depth of pile caps and ground beams and the method of inserting them.

3.4.12 The use of a raft foundation with fewer piles is another technique which has been successfully implemented in both rural and urban contexts but is clearly restricted to the size and complexity of a proposed structure.

3.4.13 In some cases it may be possible to raise the site level sufficient to ensure that archaeological remains are preserved although consideration needs to be given to the potential effects of compaction on buried archaeological deposits. Archaeological remains that have been exposed during evaluation work and site level reduction will need special protection. The use of a soft aggregate such as sand and weak concrete binding (as a base for ground slabs) together with an appropriate geotextile membrane can be used very effectively to preserve archaeological remains beneath development.

3.4.14 Foul drainage and other services

The provision of services to a site can, if not managed correctly, cause a significant amount of damage to archaeological remains and where possible existing service trenches should be used to minimise the impact on archaeological deposits. Placing as many of the services as can be effectively managed together in one trench will also help to contain damage to archaeological deposits. Allowing for the addition of future services such as cable will also help. Consideration of this aspect at the earliest opportunity will greatly assist the management of subsequent mitigation.

3.4.15 Project and site management

In most cases implementation of design solutions will require careful management and the site contractor together with their sub-contractors should be involved at an early stage with the site architect and engineer, the archaeological contractor and the local planning authority. This is particularly important in relation to site clearance operations and the provision of services to the site.

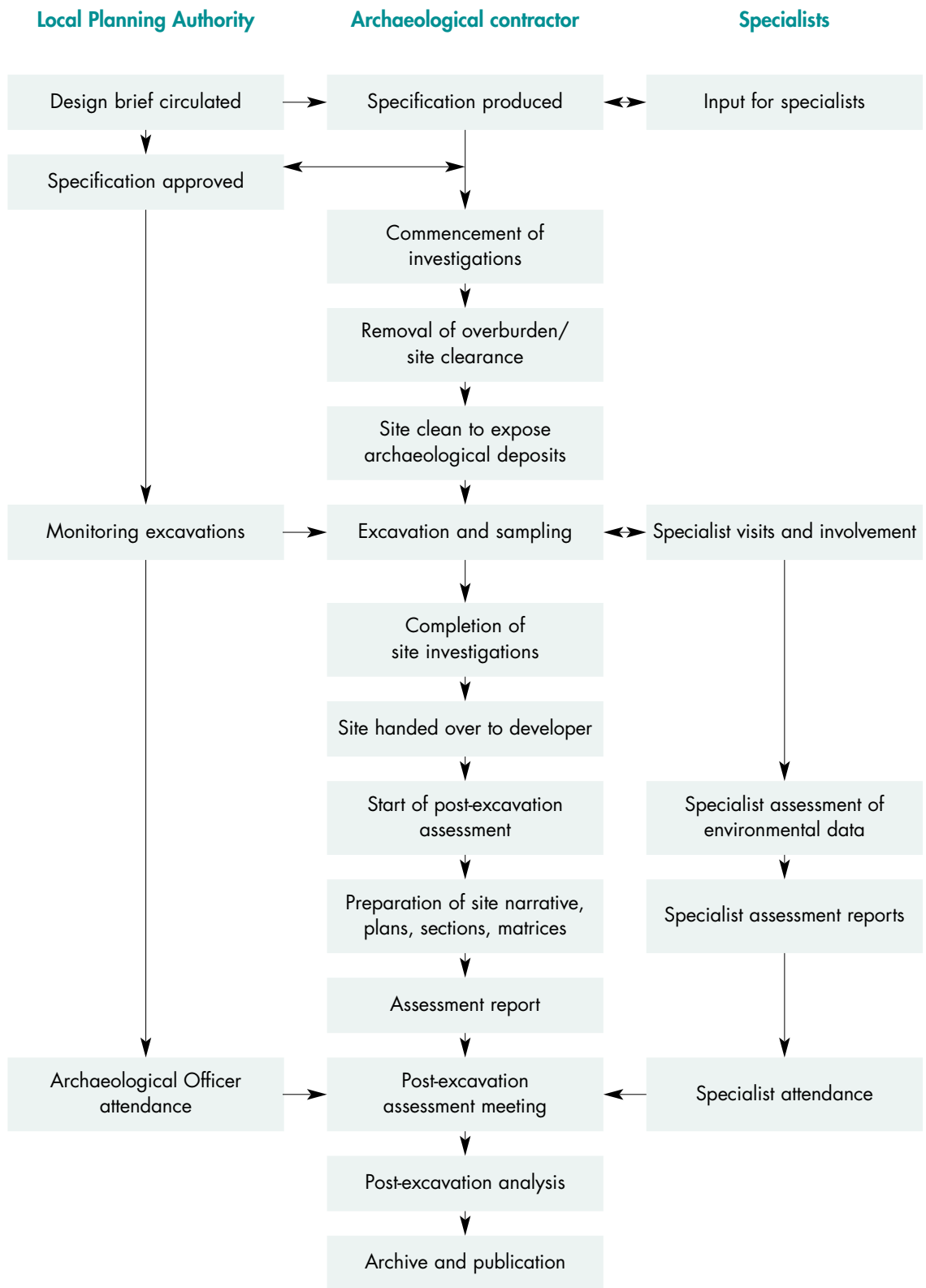
3.4.16 Option 3 – Preservation by record

When destruction of archaeological deposits cannot be avoided then a comprehensive record of the remains should be made before development takes place. This process, commonly called archaeological excavation is carried out by professional archaeological organisations and individuals commissioned by the developer or their agents. PPG13 states: "If physical preservation *in situ* is not feasible, an archaeological excavation for the purposes of preservation by record may be an acceptable alternative (see also paragraphs 24 and 25). From the archaeological point of view this should be regarded as a second best option." (Para. 13).

- 3.4.17 The time needed for an archaeological investigation can vary greatly, from a few weeks to several months depending on the size of site and the complexity of archaeological remains. Excavation in urban settings are normally the most complex, costly and time consuming, with archaeological deposits several meters deep.
- 3.4.18 The scope of archaeological excavations is determined both by a design brief produced by the Archaeological Officer and the resultant specification produced by the developer's archaeologist. There are a variety of different levels of archaeological investigation including the following:
- 3.4.19 **Watching brief** – used in cases where archaeological remains are either of lower value or being largely avoided by development. Generally consists of one or two archaeologists on-site observing ground works and carrying out very basic recording of any exposed remains. Recording may require development work to be halted in specific locations for an hour or so at most.
- 3.4.20 **Building recording** – used in cases where a historic structure either listed or not, is being altered in such a way that the architectural history and archaeological integrity of the building is being affected. Recording can range from a simple photographic record to a detailed drawn, photographic and historical survey of both features that are to be covered up as well as features that are to be removed.
- 3.4.21 **Historical research** – carried out to aid the interpretation of the history and development of a site as part of an archaeological investigation. Typically this will involve accessing available documents and maps at Public Record Offices, local libraries and Planning/Building Control records.
- 3.4.22 **Full excavation** – a programme of archaeological investigation comprising site works and off-site works culminating in the publication of the results and deposition of the site archive in an appropriate museum. These investigations can be time consuming and expensive depending on the size of the site and the complexity and depth of surviving archaeology. Figure xxx is a flow diagram that explains the various stages in conducting a full excavation. The most important thing to bear in mind is that on-site excavation forms approximately half the actual mitigation. The process of **Post Excavation** continues after the completion of site works. A programme of archaeological mitigation is not deemed complete until either publication has been achieved or agreement on publication has been approved by the local planning authority (see below under planning conditions 8.7).
- 3.4.23 **Post excavation** – This phase of an archaeological excavation comprises the preparation of the **Excavation Report** and **Site Archive**. The process includes analysis of finds and any soil or environmental samples taken from the site which will involve external specialists. As a rule of thumb the cost of post excavation can be as much again as the cost of the site works although a true figure can never be certain until the site works are completed. Much of the time involved is in researching and writing the report and analysing all the information that the excavation has recovered.

Excavation Report – Depending on the quality and complexity of archaeological information this report will be published either as a single monograph or as a contribution to a regional or national journal. Usually, those sites which contribute to national or international research objectives will be published in national journals or monographs in an established academic series. Regionally significant results will tend to be published in regional journals and locally significant results will tend to be published as an **Archive Report** with a short note in a regional journal.

Typical archaeology investigation



Archive Report – The archive report is the detailed report of an excavation comprising detailed narrative, plans, sections and elevations, photographs, the design brief, the Written Scheme of Investigation and the full specialist reports. This document is usually far too large and specialist to constitute a publication in its own right and will be deposited as part of the site archive.

Site Archive – This comprises all data retrieved from an excavation including the archive report, all finds, catalogues, indexes, photographs and site notebooks. The archive will be deposited at an approved museum store.

- 3.4.24 **Part-excavation** – as above but usually in conjunction with part preservation of buried remains
- 3.4.25 **Commissioning archaeological work** – archaeological work including building recording should always be carried out by a professionally qualified archaeological organisation or archaeologists. Details of appropriate organisations can be found in the **Institute of Field Archaeologists Yearbook and Directory** or by consulting the *Yellow Pages*. Whilst the local planning authority does not hold an approved list of specialists, advice and guidance can be obtained from the Archaeological Officer. The usual procedure would be to request a **design brief** from the Local Planning Authority which will enable an archaeological organisation to produce the necessary documentation required in response to a planning condition (see below) or request for the results of an archaeological assessment. Whilst the brief is not essential its use is nevertheless highly recommended.
- 3.4.26 **Design Brief** – A brief is written by the Bath and North East Somerset Archaeological Officer as a guide for the preparation of a **Written Scheme of Investigation**. The brief contains information about the site or building, the significance of the site or building, the proposed changes to the site or building and the detailed recording requirements. The brief should be forwarded to the archaeological contractor or consultant.
- 3.4.27 **Written Scheme of Investigation (WSI)** – A written scheme of investigation, prepared by an archaeological contractor or consultant will contain details of exactly how a professional archaeological organisation or individual will answer the brief and satisfy the condition. The written scheme of investigation will include details of the recording techniques and will include information about the specialist. The Local Planning Authority through the Archaeological Officer will need to approve all documentation presented as part of a Written Scheme of Investigation.
- 3.4.28 **Cost of archaeological work** – This will depend on the scale of the development and the level of detail being asked for. There are several levels of archaeological recording ranging from the simple **watching brief** involving one person for a day to highly detailed **full excavations** involving numbers of people for many weeks. The cost of these works will therefore be dependant on time and complexity. Please note that Bath and North East Somerset Council does not fund such work and all archaeological work undertaken in response to planning issues will need to be funded by applicants or their agents.

4 Planning Conditions

4.1 Engineering solutions

Once engineering solutions have been agreed in principle the Local Planning Authority may be content to secure further approved details through the imposition of planning conditions. The following condition, sometimes referred to as The Westminster Condition may be used:

“No development shall commence (including any site clearance or demolition works) until detailed drawings of all underground works, including foundations, drainage and those of statutory undertakers, have been submitted to, and approved in writing by, the Local Planning Authority. Such details shall include the location, extent and depth of all excavations and these works shall be carried out and completed in accordance with details as approved.”

- 4.2 The reason for this condition is to satisfy the Local Planning Authority that pre-approval discussions and agreements can be secured post-determination. In some cases this may not be appropriate and the Local Planning Authority may insist on detailed drawings and proposals to be provided as part of the application and approved as part of the overall scheme.

4.3 Preservation by record

In most cases preservation by record will be secured through the use of planning conditions and the following conditions are in common usage in Bath and North East Somerset:

- 4.4 The following condition is used to secure most forms of archaeological work from very complex full excavations to a simple watching brief.

“No development shall take place within the application site until a programme of archaeological work has been undertaken in accordance with a detailed written scheme of investigation which has previously been submitted to and approved in writing by the local planning authority.”

- 4.5 The following condition is used to secure the recording of standing buildings from full survey and descriptions of a whole building to a small photographic record of minor internal modifications.

“No development or demolition shall take place within the application site until a programme of archaeological work to record those parts of the building (s) which are to be demolished, disturbed or concealed by the proposed development has been undertaken in accordance with a detailed written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.”

- 4.6 Other, more specific conditions will be used where appropriate for particular forms of archaeological work such as field walking and evaluation as part of a suite of archaeological conditions. In some cases conditions may refer to specific parts of a site or particular drawings and method statements. In these instances the wording will be more specific.

4.7 Discharge of conditions involving archaeology

Archaeological investigations are not finished until the various specialists have carried out their studies and the results are prepared for publication. PPG13 states that “...planning authorities will... need to satisfy themselves that the developer has made appropriate and satisfactory arrangements for the excavation and recording of the archaeological remains **and the publication of the results.**” (Para 28). Until then the preservation of the record is not complete and access to the results is not possible. Post-excavation work is an important part of an approved mitigation agreed in response to a planning condition. It is therefore not appropriate to discharge the archaeology condition until agreement has been secured to ensure that the post-excavation work is completed.

5 Legal agreements

- 5.1 In complex cases, particularly those involving the preservation of archaeological remains within a development and those that involve large scale excavation the Local Planning Authority may decide to secure archaeological mitigation through the use of a legal agreement under Section 103 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991. These legal agreements will usually contain a number of triggers relating to each phase of development involved with archaeology and each phase of archaeological work. For instance, one trigger may relate to the completion of all archaeological field work prior to the excavation of services to a site or the construction of the access road.

6 Selected bibliography

Primary legislation

Town and Country Planning Act 1990

Planning (Listed Buildings and Conservation Areas) Act 1990

Regulations and Orders

Town and Country Planning Act General Regulations 1988

Town and Country Planning (Development Plan) Regulations 1991

Planning (Listed Buildings and Conservation Areas) Regulations 1990

Planning Policy Guidance Notes

Planning Policy Guidance 1 General Policy and Principles 1997

Planning Policy Guidance Note 12: Development Plans and Regional Planning Guidance, DoE 1992

Planning Policy Guidance Note 15: Planning and the Historic Environment, DoE/DNH 1994

Planning Policy Guidance Note 13: Archaeology and Planning, DoE 1990

Policy documents

The Joint Replacement Structure Plan for the Unitary Authorities of Bath and North East Somerset, Bristol, South Gloucestershire and North Somerset adopted September 2002

Bath Local Plan, adopted in June 1997

The Wansdyke Local Plan Deposit Draft 1995 as amended and agreed for development control purposes, September 2000

Bath and North East Somerset Local Plan including waste and minerals policies Deposit Draft 2002

Other advice and publications

- All Party Parliamentary Archaeology Group 2003. *The current state of archaeology in the United Kingdom*. Society of Antiquaries of London
- Association of Local Government Archaeological Officers 2001. *Strategy 2001-2003*. ALGAO
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- Clark, Kate 2001. *Informed Conservation – Understanding historic buildings and their landscapes for conservation*. English Heritage
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- English Heritage 2000. *Power of Place – The future of the historic environment*. English Heritage.
- English Heritage 2002. *State of the Historic Environment Report 2002*. English Heritage.
- Institute of Field Archaeologists 1994: *Standards and guidance for archaeological desk based assessments*. IFA
- Institute of Field Archaeologists 1994: *Standards and guidance for archaeological field evaluations*. IFA
- Institute of Field Archaeologists 1994: *Standards and guidance for an archaeological watching brief*. IFA
- Institute of Field Archaeologists 1995: *Standards and guidance for archaeological excavations*. IFA
- Institute of Field Archaeologists 1993: *Standards and guidance for the archaeological investigation and recording of standing buildings and structures*. IFA
- Pugh-Smith, John and Samuels, John 1993. *Archaeology in Law*. Sweet and Maxwell.
- Royal Commission on the Historical Monuments of England (RCHME) 1993. *Recording Historic Buildings: A descriptive specification (third edition)*. English Heritage
- Royal Commission on the Historical Monuments of England (RCHME) 1999. *Recording Archaeological Field Monuments: A descriptive specification*. English Heritage

7 Useful Web links

Council for British Archaeology. www.britarch.ac.uk
(has many links to archaeologically consultancies).

English Heritage www.english-heritage.org.uk

Association of Local Government Archaeological Officers www.algao.org.uk

Institute of Field Archaeologists www.archaeologists.net

8 Useful Contacts

English Heritage South West
29 Queens Square
Bristol, BS1 4ND
Telephone: 0117 – 9750700

Institute of Field Archaeologists
University of Reading
2 Earley Gate
PO Box 239
Reading, RG3 3AU
Telephone: 0118 – 9313443

Archaeological Officer
Bath and North East Somerset Council
Planning Services
Trimbridge House
Trim Street
Bath, BA1 2DP
Telephone: 01225 – 477351

Appendix 1

Policy

1 National Policy

- 1.1 Since 1990, when the White Paper, *This Common Inheritance* was published, the Government has been committed to policies which seek to ensure the conservation and enhancement of our cultural heritage, including the natural and built environment. PPG13, also published in 1990 deals specifically with archaeology and planning. PPG15 deals primarily with listed buildings and conservation areas but also covers the historic landscape, historic battlefields, historic parks and gardens and world heritage sites. PPG15 also makes reference to archaeological issues relating to listed buildings. The Ancient Monuments and Archaeological Areas Act, 1979 deals with scheduled ancient monuments (see 5.2 below).

2 Structure Plan Policy

- 2.1 The Joint Replacement Structure Plan for the Unitary Authorities of Bath and North East Somerset, Bristol, South Gloucestershire and North Somerset was adopted in September 2002. The following policy is relevant to the built and historic environment:

POLICY 19 – Local Plans will, through existing national/international designations, and other policies and initiatives:

- protect that part of the cultural heritage that consists of the built and historic environment of the area and manage development and land use change in a manner that respects local character and distinctiveness, ensuring that new development and other land use changes respect and enhance local character through good design and conform with any local character statement guidance produced locally;
- protect Scheduled Ancient Monuments and other nationally important archaeological remains, which should be preserved *in situ* and their settings maintained and enhanced; and
- require development proposals affecting archaeological sites of local importance to demonstrate an overriding need for the development, to provide for a mitigation strategy where necessary, and to provide for appropriate prior investigation and recording of the site.

3 Local Policy

- 3.1 Bath Local Plan, adopted in June 1997 contains the following policies relevant to archaeology and the historic environment.

Policy C27 – within areas of recognised archaeological potential shown on the proposals map, the city council will not determine planning applications involving work below ground level until the applicant has provided information in the form of an evaluation of the archaeological importance of the site, and an assessment of the archaeological implications of the proposed development.

Policy C28 – development which would adversely affect the site or setting of a scheduled ancient monument or of an archaeological site that is of national importance will not be permitted.

Policy C29 – in considering development proposals which affect sites which are found to be of archaeological interest, the city council will take account of the following factors:

- i) the extent to which the archaeological interest would be preserved *in situ* in the proposed scheme or in feasible alternative schemes;
- ii) the intrinsic importance of the remains;
- iii) the significance of the remains in the context of the development of the city of Bath and its status as a world heritage site; and
- iv) any substantial benefits for the community which would be brought about by the proposed works.

If planning permission is to be granted the city council will impose conditions or seek planning obligations to secure the preservation of the archaeological interest *in situ* or where this would be impractical or inappropriate, by record, prior to and during development.

- 3.2 The Wansdyke Local Plan Deposit Draft 1995 as amended and agreed for development control purposes 2000 contains the following policies relevant to archaeology:

Policy CH.10 – Planning permission will not be granted for development that does not physically preserve *in situ* Scheduled Ancient Monuments, or any other sites which may be of national importance, and their archaeological settings.

Policy CH.11 – Development which would harm important archaeological remains or their settings, including sites of Particular Archaeological Importance as defined on the Proposals Map, will not be permitted unless the importance of the development and the need for the development in that particular location outweighs the significance of the remains. In such cases, where the physical preservation *in situ* of these remains is not justified, development will only be permitted if appropriate and satisfactory arrangements have been made for excavation and recording and publication of results.

- 3.3 Bath & North East Somerset Local Plan including waste and minerals policies Revised Deposit Draft 2003 as approved for used for Development Control purposes contains the following policies:

Policy BH.11 – Development which would adversely affect Scheduled Ancient Monuments or any other sites of national importance, and their settings and does not preserve such sites *in situ* will not be permitted.

Policy BH.12 – Development which would harm important archaeological remains or their settings outside the scope of Policy BH.11 will not be permitted unless the adverse impact of the development proposal on the remains can be mitigated.

Policy BH.13 – Development which adversely affects significant archaeological remains within Bath will not be permitted unless the preservation *in situ* of these remains can be achieved through a detailed design and construction scheme.





BATH & NORTH EAST SOMERSET

Archaeology in Bath and North East Somerset

Supplementary Planning Guidance

PLANNING SERVICES

