

ARCHAEOLOGY AND GOVERNMENT

A Plan for Archaeology in Britain

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Contents

	<i>Page</i>
Preface	1
1. Introduction	2
2. The Nature and Purpose of Archaeology	4
3. A Structure for Archaeology in Britain	6
4. The National Archaeological Advisory Committee	8
5. The Regional Archaeological Advisory Committees	9
6. County Archaeological Advisory Committees	10
7. The National Archaeological Service	10
8. Organization at the Local Level	12
9. The Department of the Environment	14
10. Other Interests	15
11. Recruitment and Training of Archaeologists	17
12. Summary and Conclusions	18
Appendix A Text of DoE Statement of 20 September 1973	20
Appendix B Text of Ministerial Statement of 23 May 1974	22
Appendix C Diagram of Proposed Administrative Structure	24

Preface

Early in 1974, RESCUE — The Trust for British Archaeology produced a draft policy document on the possible future structure of archaeology in Britain, with the title “In Search of History”. This document was forwarded for comment to the Council for British Archaeology and a joint working party of the two organizations was then set up to prepare a final version, here presented in the following pages. This document has been approved by the Committee and the Council of RESCUE and by the Executive Committee of the Council for British Archaeology.

The members of the joint working party were D. F. Allen, P. A. Barker, H. F. Cleere, Rosemary Cramp, P. J. Fowler, M. G. Jarrett, G. D. B. Jones, Graham Webster, John Williams, and ourselves. We should like to express our warmest thanks to the Chairman, Mr Derek Allen, CB, and to the joint secretaries, Mr Henry Cleere and Professor Barri Jones, for the wise guidance and close attention they have given to our work throughout its progress.

Martin Biddle
Chairman
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Nicholas Thomas
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1. INTRODUCTION

1.1 This document proposes a new structure for British archaeology. Archaeologists have more than once set out on a course which they hoped would lead to an integrated organization, but these initiatives have never come to fruition. We are conscious of the shortcomings of the present system and we wish to make recommendations designed to reform the structure for the future so that it can adequately meet the challenge of the remainder of the twentieth century.

1.2 We are not concerned in the present document with legislation pertaining to archaeology. However, we are deeply conscious of the fact that the structure that we propose can only operate successfully with a strong legislative background. The existing legislation is in many respects inadequate to cope with the current problems. However, we understand that the Department of the Environment is at the present time preparing legislation that will substantially improve the situation.

1.3 The pattern of archaeology in Britain has many components, principally the Ancient Monuments Inspectorate (now part of the Department of the Environment), the Royal Commissions on Historical and Ancient Monuments for England, Wales, and Scotland, the Ordnance Survey, the universities (including the extra-mural departments), the national, county, and local societies, the archaeological teams operating at regional, county, and town level and the museums. Similarly, the functions of these bodies are diverse: field survey and recording, excavation, research, training, publication, guardianship and scheduling of monuments, conservation and display. Archaeology has in recent years extended its coverage to industrial monuments, nautical archaeology, and the natural and social sciences.

1.4 The present structure has evolved over a century and more of unplanned growth, more particularly in the past two decades. It is now faced with a crisis for which it is inadequately organized. During the past four years there has been a rapidly growing awareness of the scale of destruction facing the buried and standing remains of the British past and of the accelerating pace of this destruction. The need to take appropriate action has at last been acknowledged by all concerned: greatly increased funds have been made available by central Government, and many local authorities have accepted the need for increasing involvement on their part.

1.5 This increased awareness of the problems and the scale of the response have served only to highlight the shortcomings of the present system. Now that greatly increased, but still inadequate, funds are being made available for archaeology, it is essential that a structure should be created to use these resources as effectively as possible in the public interest.

1.6 Early in 1973, the Department of the Environment put forward proposals for a regional organization of British archaeology, which received the broad support of the CBA and RESCUE. Discussion revealed differences of opinion on the scheme and both bodies expressed reservations in a statement issued on 4 April 1973. They emphasized the need for a new central body with ultimate academic responsibility for all archaeology financed from public funds, pointed out the implications so far as the museums were concerned, and stressed the continuing need to encourage county authorities to appoint archaeological officers.

1.7 In the following months, further discussions took place at both national and regional level with the Department's encouragement and participation. Some progress was made, but archaeologists felt increasing concern because matters of substance, particularly those relating to the integration of regional policies at national level, the staffing of the proposed regional units, and back-up services, especially conservation, remained undefined or unrealistic. There was a growing feeling that the scheme would not appeal to the local authorities, with whom archaeologists had been working in close co-operation for many years.

1.8 Late in September 1973, the Secretary of State for the Environment made a statement to the House of Commons (see Appendix A) which envisaged the setting up of a limited number of archaeological units grouped regionally, with common support facilities. The statement made clear that the organization at regional level would be limited to an administrative and service role, rather than the regional units directed by archaeologists that figured in the Department's original proposals.

1.9 On 23 May 1974, the Secretaries of State for the Environment and for Wales announced new regional arrangements (see Appendix B). In England, thirteen archaeological advisory committees are to be set up to advise the Department of the Environment on policies and priorities for surveys and excavations, on applications for grants, and on back-up facilities to ensure early completion and publication of reports. At the

national level the Department will be advised by a Committee of the Ancient Monuments Board for England. The Secretary of State for Wales will be advised by a Committee of the Ancient Monuments Board for Wales; it is not proposed to set up area advisory committees for Wales at this stage. Both Departments will be continuing discussions on ways in which local authorities can collaborate more closely in the carrying out of excavations.

1.10 Whilst these latest proposals are welcomed, there remains a well warranted fear that this solution will not make the most effective use of the funds available. The present joint document, the preparation of which began before the issue of the Government statement of 23 May 1974, envisages an advisory structure very similar to that proposed, and also an executive structure of the type originally put forward in early 1973. The most recent statement thus meets only one of the objectives that we consider to be fundamental (see para. 3.4 below).

1.11 We believe that it remains essential to re-examine the whole problem from first principles. We therefore propose a structure for archaeology in Britain designed to meet the national need for the study and recording of the vanishing evidence of our national past, at a time of increasing public interest.

2. THE NATURE AND PURPOSE OF ARCHAEOLOGY

2.1 The purpose of archaeology is the re-creation of the past for the benefit of present and future generations. As in any scientific activity, the gathering of new knowledge and the revision of older findings are disciplined procedures governed by professional standards. This does not mean that research in archaeology need be the esoteric preserve of the privileged few. Fortunately for archaeology, it still remains one of the few subjects where the amateur can make an important contribution to knowledge. This is one of the main reasons for the explosion of public interest in archaeology.

2.2 All active archaeology is research. What has come to be known as rescue archaeology forms part of this general research effort. Every rescue

excavation provides further valuable information. The techniques and conduct of rescue archaeology are now comparable with those of research archaeology. The chief distinction between rescue and non-rescue excavations is the time available for completion, due to force of circumstances.

2.3 The main archaeological functions can be summarized as field survey, statutory recording, excavation, conservation, storage and display, related background research, and publication. The organization of these varied activities requires a structure and a research policy that avoid wasteful duplication and make the best possible use of the public and private funds available. Such an organization and policy are also required to ensure that the full educational benefit at all levels is derived from archaeology.

2.4 The need for local authorities to take action in relation to archaeology is already explicit or implicit in a variety of Parliamentary Acts. Soon, it seems likely, specific legislation regarding the investigation of threatened sites and areas will be placed before Parliament. It is clear—and the present document takes full account of this—that the local authorities will have an increasing role to play in archaeology, complementary to their responsibilities in related environmental and conservation matters. We believe that the evolution of a comprehensive national organization for archaeology and the formulation and review of national and regional policies will be helpful to local authorities in evaluating their role and in securing the best control over the expenditure of their own funds.

2.5 Archaeology is no longer a minority interest. It is one of the three fastest growing university subjects and perhaps the largest, at least in some areas, of the university extra-mural programmes. It is a scientific activity in which, under professional standards of guidance and control, the ordinary person, the mature student, even on occasion the school child, can take a useful, constructive, and educative role. This is a proper enjoyment of our common heritage from the past. As a scientific discipline, as an element in environmental comprehension, as an educational activity of increasing relevance and potential, notably in schools, archaeology has a considerable role to play in modern society. The fulfilment of that role requires the adoption and implementation of the policies that we envisage in this document.

3. A STRUCTURE FOR ARCHAEOLOGY IN BRITAIN

3.1 At the present time, statutory recording is carried out to a high standard by the three Royal Commissions; mapping is in the care of the Archaeology Division of the Ordnance Survey.

3.2 Conservation of sites, monuments, and buildings is the responsibility of the Ancient Monuments ^{Div} Inspectorate of the Department of the Environment. *Preservation of private antiquities*

3.3 An increasing amount of archaeological research is carried out in universities. A new integrated structure should ensure that the facilities of universities are made widely available.

3.4 It is in the sphere of field archaeology that there is the most pressing need for reorganization. At present, funds for rescue archaeology from central Government are allocated directly to individuals or organizations by the Excavations Branch of the Ancient Monuments Inspectorate. Following the DoE'S September proposals (Appendix A), it appeared that these funds would be made available in principle primarily to county units, and only rarely to regional units. **The most recent statement (Appendix B) envisages the appointment of regional committees to advise on policies and priorities, but makes no reference to regional or county units, to the relationship between these units and the regional committees, or to the relationship between the regional advisory committees and the proposed national committee, which is now envisaged as a committee of the Ancient Monuments Board for England (see para. 4 below).** The Department hopes that local authority funds, which have increased at an impressive rate in recent years, will be made available directly to county trusts or individual organizations. These arrangements are lacking in clarity, and it remains to be seen how they will operate in practice.

3.5 Unlike the fields of statutory recording and building preservation, there is no central or regional body that can formulate and implement policies for field archaeology. As a result, both field survey and rescue excavation are stimulated and supported very unevenly across the country. It is proposed in this document to concentrate on those aspects of the overall structure that relate to field archaeology. For this purpose, we believe it is essential to create a new, separate National Archaeological Service.

3.6 The structure required to achieve such an effective service must be flexible and must take into account the following factors:

1. The need for a central body to
 - (a) formulate and review at intervals national policy for the conduct of archaeology in the light of research requirements;
 - (b) decide on the major priorities within this policy and allocate Government funds and support fairly and in relation to these priorities;
 - (c) provide specialist facilities at national and regional levels;
 - (d) ensure proper standards in fieldwork, conservation, and publication;
 - (e) make certain that the necessary training is carried out;
2. The necessity to encourage increased participation in archaeology by local authorities at both County and District levels;
3. The need to provide a proper career structure for the professional archaeologist in the public service;
4. The increasing number of people who are interested in participating in archaeology as a leisure activity and the large number of part-time or full-time unpaid people who provide a great reservoir of skill and labour at relatively little cost;
5. The existence of archaeological units and other professional organizations;
6. The urgent need to establish a rational and economic framework for the publication and dissemination of the results of excavations.

3.7 The proper implementation of the requirements set out in paragraph 3.6 involves the setting up of two parallel structures, the one advisory and policy-making and the other executive, with clearly established contacts between them at every level.

3.8 We therefore propose the following broad scheme, which is shown diagrammatically in Appendix C:

1. An integrated **advisory structure** consisting of:
 - (a) a national committee;

- (b) regional committees;
- (c) county committees;

2. An **executive structure** consisting of:

- (a) a National Archaeological Service operating through regional offices;
- (b) County and, where applicable, District archaeological structures.

3.9 The scheme proposed is set out in the following four sections, which should be taken together. It should be noted that there are substantial differences between what we propose and the most recent DoE proposals (see para. 3.4).

4. THE NATIONAL ARCHAEOLOGICAL ADVISORY COMMITTEE

4.1 The composition of the national committee should reflect not only the regional advisory committees (see para. 5 below), but also the universities, the Royal Commissions, museums, and other central bodies concerned with archaeology. This independent board, appointed by the Minister after consultation with appropriate organizations and individuals, would give advice on national priorities and standards in archaeological work, training, career structures, and research and would be advised by the regional committees. The national committee would present an annual report to the Minister for presentation in Parliament.

4.2 The joint statement of 23 May 1974 proposes the establishment of Committees of the Ancient Monuments Boards for England and for Wales to advise the Secretaries of State on archaeological matters. Whilst we respect the role and standing of the Ancient Monuments Boards, it is our opinion that the solution proposed is not an ideal one, and that it is essential for the national advisory committee to be independent of these, and responsible directly to the Secretary of State.

4.3 We have not thought it proper to suggest at this stage the statutory form to be taken by the proposed National Archaeological Service. There are several appropriate frameworks in being among the scientific establishments under Government control which could well point to the Department of State under which it would most appropriately be placed.

5. THE REGIONAL ARCHAEOLOGICAL ADVISORY COMMITTEES

5.1 Our view of the role of the regional advisory committees was that they should be comparable with the national committee, for individual regions. Units of three to five counties might form a valid basis for the geographical distribution, giving 10-15 regions in England. We are gratified that the DoE proposals of 23 May 1974 are broadly in line with our original scheme. Similar structures should be considered for Wales and Scotland.

5.2 Like the national committee, the new regional committees should reflect the major archaeological interests and expertise operating within regions. Their membership might be drawn from local authorities and development corporations, universities and other higher education bodies, museums, county archaeological societies and units, urban and other excavation committees and trusts where appropriate. Many of these interests may usefully be combined by means of representation through the proposed County committees (see para. 6).

5.3 The regional committees would be responsible for advising the regional officers of the National Archaeological Service on the allocation of funds from Government, the initiation of special programmes of regional rather than County or District significance, and the maintenance of standards in archaeological work. Particular roles of the regional committees would be in initiating programmes for threatened areas which cross local government boundaries, such as motorways, and large-scale developments needing resources beyond those of local government and in areas where local authorities have no archaeological staff or organization.

5.4 Regional committees should be appointed by the Minister on the advice of the national committee, and after consulting the regional offices of the National Archaeological Service and other appropriate bodies. Secretarial services would be provided by the regional offices of the Service.

5.5 The regional committees, in addition to their close links with the regional offices of the National Archaeological Service, should have clear channels of communication with the Minister through the national advisory committee.

6. COUNTY ARCHAEOLOGICAL ADVISORY COMMITTEES

6.1 The use of local government funds must be reflected in an appropriate degree of local authority control. The best expenditure of public money is likely to be achieved by county archaeological advisory committees making recommendations based on the archaeological needs of the Counties. Where committees are not in existence, County Councils should consult appropriate archaeological organizations in setting up their advisory committees.

6.2 The county committees would be represented on the regional advisory committees (see para. 5) and would advise them on County needs and problems. They would be composed of local authority representatives and professional and amateur archaeologists, representing the full range of archaeological bodies in the County from universities and museums through the county archaeological society to the smaller local societies. Committees might, if requested by County Councils, have executive powers. The exact structure adopted must be a flexible one, depending upon the circumstances in individual counties.

7. THE NATIONAL ARCHAEOLOGICAL SERVICE

7.1 It is our opinion that it has in the present circumstances become essential and urgent to recast the structure of Government archaeology. The nature of modern archaeology and the pressure under which it must operate have outgrown the *ad hoc* arrangements that emerged during the 1940s and 1950s, and which have never been subject to systematic review. It is therefore proposed that there should now be created a National Archaeological Service complementary to but distinct from the present Ancient Monuments Inspectorate of the Department of the Environment. The service should be financed by central Government funds and staffed by professional archaeologists, and should run its own administration under the overall control of a Director. He would be the Government's chief professional adviser on archaeological matters other than those pertaining to existing Ancient Monuments legislation.

7.2 The central office of the Service would be responsible to the relevant Secretary of State for the policy and conduct of archaeology at the

national and regional level and would be advised by a national archaeological advisory committee. The Service would operate through a number of regional offices. Each regional office would be advised by a regional archaeological advisory committee (see para. 5 above), which would in turn be represented on the national advisory committee (see para. 4 above).

7.3 *The central office of the Service.* It is emphasized that as many as possible of the functions of the Service must be decentralized. A small central office staff would be responsible for co-ordinating the work of the regional offices and for servicing the national advisory committee, both in its own deliberations and in evaluating the proposals of the regional committees. The central office should have particular responsibility for training and staff structures. It may also be appropriate for the storage and retrieval of archaeological information at the national level to be its direct concern, as well as the policy for publication (see para. 10.6).

7.4 The control exercised by the central office would be mainly through its allocation of Government funds to the regional offices and through them to County and other bodies. The decisions in these matters, as in the other aspects of the central office, would be tempered by an effective advisory and policy-making system as already outlined, in which the chairman of the national committee would, like the Director of the Service, enjoy direct access to the Minister in case of need.

7.5 *The regional offices of the Service.* These would be the chief instruments of the Service, ensuring close contact with the needs of archaeology at regional and County level in a way which is not at present possible. The regional offices would service the regional committees and would be responsible for the evolution and implementation of regional policies within frameworks established by the regional and national committees. The regional offices would provide the Counties with specialist services and would on occasion undertake major projects which were beyond the manpower capacity of the County or District archaeological resources. The heads of regional offices should be professional field archaeologists of high standing.

7.6 The regional offices would be responsible for ensuring that the results of any excavations financed from central Government funds were published. They would also encourage and promote the efficient and prompt publication of the results of all excavations, fieldwork, and chance finds within their regions.

8. ORGANIZATION AT THE LOCAL LEVEL

8.1 The form of executive structure below the regional level should be sufficiently flexible to take full account of existing facilities and organization while at the same time avoiding the proliferation of small uncoordinated units with inadequate specialist resources. It should bring together government (both central and local), professional archaeologists, and amateurs in a constructive and effective partnership. In most cases the new Counties are the logical areas for the co-ordination of local archaeology, but the exact form of organization should be decided by each County. It is certainly to be hoped that the present trend for increased support by local authorities will continue. Nevertheless, it will probably be appropriate for some large urban and other research units, and also the Development Corporation units, to continue as separate entities, in parallel with the County structure and with direct access to the regional offices of the National Archaeological Service.

8.2 There are four possible types of basic unit, funded by central Government through the regional office and by local authorities through the relevant structure:

(a) *County Council organization*: A county archaeological service would be headed by an established officer and located within a relevant department, reporting in the usual way to the committee responsible for this department. The infrastructure might be composed of other established officers, staff hired on a contract basis, or a combination of the two. Local interests would be served by ensuring for the service a position within local government that facilitated links with related community services, such as museums, education, recreation, and planning, and the integration of local work within a national policy through the advice of the regional committee and the financial control of central Government funds by the regional office of the National Archaeological Service.

(b) *Independent County trusts*: In some Counties the local authority may prefer to delegate executive responsibility for archaeology to an independent trust. Such a trust would be headed by a director reporting to a committee representing all relevant interests and funded mainly from central and local government sources. The infrastructure would be similar to (a) above.

(c) *Large urban and other research committees*: Because of the scale of their operations, involving a high concentration of personnel and resources in a restricted area, and their special problems, such as deep stratification within historic towns, these committees should be retained as separate units. Their internal structure and relationship with Government would be similar to those of (b) above. The number of such units should be kept to an absolute minimum to avoid fragmentation of archaeological resources and to ensure a co-ordinated regional and national policy.

(d) *Development Corporations*: Some Development Corporations that are confronted with considerable archaeological problems have already established units. Because of their position within the Government framework and their scale of operations, it is most appropriate that these should remain in a similar position to the research committees (see (c) above). Local and national interests would be served through the allocation of funds (cf. (a) above).

8.3 Whatever structure is adopted, there should be within each County adequate machinery to achieve the following objectives:

1. Professional advice to the local authority on archaeological matters, especially in relation to development, the establishment of links between local authorities and archaeological interests in order to co-ordinate effort within the County, the maintenance of records of sites and finds on which the continuous archaeological evaluation of planning matters must be based, and the organization of support services;
2. The direction, supervision, and publication and dissemination of those surveys and excavations necessary within the County;
3. The normal conservation and storage of finds;
4. The preparation of reports for publication.

Extra →
sentences Where the organization to carry out these functions not located within local government, there should be a local government appointment to ensure proper links with the relevant services.

8.4 *The Districts*. It is essential that the County organization should embrace and be supported by an archaeological structure, however simple, at District level. In this way, day-to-day contact with planners

and developers will be most efficiently maintained and archaeological observation and recording of all disturbance to archaeological sites and monuments, including standing buildings, will be continuous.

8.5 Finance. The cost of providing County and District archaeological services could in the first instance be a charge on the rates and should be relevant expenditure for Rate Support Grant purposes. The cost of surveys, excavations, and preparation for publication, however, should be eligible for central Government grants. County and District archaeological structures should be so established that private funds from foundations, commerce, developers, and other bodies or persons could be attracted and effectively employed.

9. THE DEPARTMENT OF THE ENVIRONMENT

9.1 It is not felt appropriate to suggest the responsibility within the Government for the administration of the system outlined (see para. 4.3). At present the main functions lie within the Department of the Environment. The recent appointment of an Under Secretary (Archaeology) by the Department is warmly welcomed. This is seen as an acknowledgement by Government of the importance of archaeology, and particularly rescue archaeology, *per se*, as distinct from the Department's existing obligations under the Ancient Monuments Acts for the scheduling and guardianship of ancient monuments.

9.2 The Ancient Monuments Inspectorate has been carrying out its duties under the Acts for some ninety years in a fashion that continues to serve as a distinguished example to the rest of the world. These functions should clearly remain with the organization that has so great a store of experience and expertise.

9.3 However, we feel that it is unreasonable to expect the Inspectorate to cope with the urgent and ever-increasing burden of rescue archaeology at a time when its traditional responsibilities are also constantly growing. It should be enabled to concentrate on its traditional role, which includes the scheduling of field monuments, an area where it would be necessary for close and constant liaison to be established with the National Archaeological Service.

10. OTHER INTERESTS

10.1 *Universities.* There would be enhanced opportunities for the universities to undertake projects in co-operation with either the regional offices of the national Service or the county archaeological structures, and to provide specialist back-up services. The growing needs of archaeology in terms of training and manpower will necessitate expansion of certain university departments.

10.2 *Museums.* The ~~present state~~^{resources} of the museums in this country ~~is~~^{are} inadequate to cope with the present demands made on them, let alone the extra archaeological material that will become their responsibility as a result of the proposed scheme, which envisages close co-operation at all levels. Arrangements for the permanent safekeeping, conservation, and display of archaeological material are complementary to the fundamental duty of publication. We understand that, through the initiative of the Museums Association, the Standing Commission on Museums and Galleries is actively pursuing those recommendations of the Wright Report (1973) which relate to the establishment throughout the country of a selected series of 'museums of excellence'. These could provide a channel for Government finance with which to improve their own facilities and to help neighbouring smaller museums. We hope that through this plan a nucleus of regional museums will be equipped both to provide a back-up facility for rescue archaeology and to offer the necessary long-term care of finds from excavations; this must include the classified storage and availability of material which is not likely to be put on display, together with at least an element of conservation for the foreseeable future.

10.3 *The Royal Commissions.* The recording at present carried out by the three Royal Commissions is of an exemplary standard, but it is seriously restricted in the scale of its operations. We believe that the work of the Commissions should continue as an element in the integrated structure, but that increased funds should be made available to enable their work to proceed at a more realistic pace on a national scale. They should also be enabled to undertake surveys of particular problems and areas as appropriate in collaboration with the National Archaeological Service and other bodies.

10.4 The work and coverage of the National Monuments Record and of the Air Photographs Library are also essential components of the integrated structure but are hampered by lack of funds. They should be enabled to play their important part more effectively by the provision of increased finance, to allow the material to be adequately interpreted and the information disseminated.

10.5 *The Ordnance Survey.* The recording, survey, and cartographic work of the Archaeology Division of the Ordnance Survey is fundamental to any integrated structure for British archaeology. We deplore the contraction of this work in recent years and the inevitable decline in standards that has resulted. We feel that a proper extension of the work of the Royal Commissions, together with the contribution of the National Archaeological Service and its regional offices, would allow the Archaeology Division to concentrate on the mapping of British antiquity in a way which will not only remove all fears of duplication but will also provide national archaeological cartography of outstanding excellence.

10.6 *National Archaeological Archive.* An immense amount of information on archaeological sites and monuments is held by the Ancient Monuments Inspectorate, the Royal Commissions, the Ordnance Survey, county museums and trusts, and other bodies. There is a pressing need for the co-ordination and centralized storage of these data in a national archaeological archive. This would properly form part of the facilities provided by the central office of the National Archaeological Service (see para. 7.3 above).

10.7 *The amateur.* The immense interest and enthusiasm of a large body of informed amateurs is one of the strengths of British archaeology. The growth in the activities of county and local societies in fieldwork and the increased numbers of visitors to ancient monuments bear witness to the ever-growing public interest in archaeology. It is inevitable that there should be a much greater degree of professionalism in the future, in the face of the problems that currently confront archaeology in Britain and will continue to do so. Nevertheless, the role of the amateur will continue to be vital. The structure that is proposed will enable the amateur to make an increasingly purposeful contribution, both as an individual and through participation by voluntary societies.

10.8 *Independent excavation teams.* A feature of recent years has been the establishment of independent excavation teams that are prepared to undertake rescue excavations on a contract basis. These teams should eventually be integrated into the structure that we envisage.

10.9 *Commercial organizations.* Commercial undertakings have begun to recognise the importance of archaeology to the extent of appointing their own archaeologists. We applaud this initiative and hope that it will become more widespread. Where such organizations are carrying out surveys and excavations, their programmes of work should be integrated into the larger County or regional plan via County and regional advisory committees.

10.10 At the present time, the work of the organizations and interests described in the preceding paragraphs, which do not constitute an exclusive list, is largely unco-ordinated. It should be the eventual objective of the proposed scheme to ensure that the national archaeological advisory committees assume responsibility for the co-ordination and guidance of all archaeological research in this country.

11. RECRUITMENT AND TRAINING OF ARCHAEOLOGISTS

11.1 The threat to our archaeological heritage is so great that the present supply of trained field archaeologists is totally inadequate. The demands in trained manpower made by the proposed scheme, or indeed by any other scheme, are very great and special efforts are required to meet them.

11.2 The traditional source of professional archaeologists is the universities. As mentioned above (para. 10.1) it is essential to enable the universities to increase their output of graduate and postgraduate archaeologists.

11.3 The initiative has been taken by the CBA in pioneering an alternative route to professional status for archaeologists with its proposal to sponsor the establishment of a professional institution. This will enable those working in non-professional capacities in excavation teams and units to acquire professional qualifications through on-the-job training combined with study through extra-mural departments and other further education

organisms. One organization that would seem to be especially appropriate for the provision of archaeological education and training is the Open University, and it is hoped that archaeological courses will be introduced as soon as possible.

11.4 Funds will be required from the appropriate Departments of State to enable these expanded and additional facilities to operate effectively.

12. SUMMARY AND CONCLUSIONS

12.1 We propose the creation of an integrated structure for archaeology in Britain. This structure envisages close collaboration between existing organizations, such as the ~~Ancient Monuments Inspectorate~~, the Royal Commissions, the Ordnance Survey, universities, museums, ~~etc.~~ and the establishment of new bodies.

12.2 The essential part of the new structure is the establishment of a National Archaeological Service, operating through regional offices and staffed by professional archaeologists. This professional executive service will be paralleled by a series of advisory committees at national, regional, and County levels.

12.3 We welcome the increased participation of local authorities in archaeology through the appointment of County archaeological officers. The proposed structure is designed so that the work of local authority archaeological services can be properly and effectively integrated into the national scheme, to the mutual benefit of both.

12.4 It is believed that this structure provides a stable framework which takes advantage of existing resources, while ensuring the best possible control of expenditure and scarce facilities in accordance with policies which would be subject to continuous review in the light of developing knowledge.

12.5 The recent increases in Government finances for rescue archaeology have now brought such a structure within the bounds of practical possibility. Without it, the best use of the currently increased expenditure cannot be ensured. These proposals should attract greater local authority support for archaeology in the country as a whole, while leaving the way

open for continued support by private bodies. At the national level, the proposed National Archaeological Service would require time to develop but, if it is begun now, its development over a period of years could reasonably be accommodated to the kind of annual increase in expenditure that has recently proved possible.

Now

12.6



12.7 The creation of an archaeological structure of the kind proposed in this document would provide Britain with the efficient and economic service demanded by the richness of our historic past and the pressures to which it is increasingly subject, and would bring it into line with other countries.

APPENDIX A

Text of DoE Statement of 20 September 1973

NEW ARRANGEMENTS PROPOSED FOR RESCUE ARCHAEOLOGY AND MORE MONEY FOR THE HISTORIC BUILDINGS COUNCIL AND FOR EXCAVATION

Geoffrey Rippon, Secretary of State for the Environment, has approved substantial increases in the funds allocated for conservation areas, historic buildings and archaeological excavation in England and Wales. At the same time, Mr Rippon wishes to get a more co-ordinated use of scarce specialist resources for rescue excavations and to make the most effective use of the extra funds being made available for this work.

The increases are:

Funds for the repair of historic buildings up by 50 per cent.

There will be £1.5 million available for the repair of outstanding historic buildings in England in 1973/74 compared with £1 million in 1972/73. The grants are given on the recommendation of the Historic Buildings Council.

More money for grants for important conservation areas in England.

The amount available for these grants was £500,000 in 1972/73. In 1973/74 it will be £750,000 and rise to £1 million in 1974/75. The grants are given on the recommendation of the Historic Buildings Council under Section 10 of the Town and Country Planning (Amendment) Act 1972.

Archaeological excavations — grants nearly doubled

The Department has provided £813,000 in grants for rescue or emergency excavation in Great Britain in 1973/74 (£740,000 in England) compared with £440,000 in 1972/73, and hopes to provide even more in the following year.

After discussions with archaeological interests and the local authority associations, the Department of the Environment is working on proposals

for new regional arrangements for rescue archaeology in England and Wales. The proposals envisage a limited number of units, grouped regionally, with common support facilities.

Local authorities already give substantial help for archaeology and it has been agreed with the associations to continue discussions on the details of the proposals. There will also be further consultations with all the various interests involved.

In order to implement the new proposals for rescue archaeology and to review existing powers in this field, Mr Rippon has appointed Mr Dennis Haselgrove, CR, to a new post as Under-Secretary, Archaeology, under the Department's Chief Planner. Mr Haselgrove, formerly an Under-Secretary in the Highways Directorate, will work in association with the Director of Ancient Monuments and Historic Buildings, Mr V. D. Lipman, and will also review the Department's responsibilities for industrial archaeology and arrangements for the co-ordination of excavations with road planning and construction.

APPENDIX B

Text of Ministerial Statement of 23 May 1974

ARCHAEOLOGICAL RESCUE EXCAVATIONS: NEW REGIONAL ARRANGEMENTS

Anthony Crosland and John Morris, Secretaries of State for the Environment and for Wales, today announced new regional arrangements for rescue excavations and archaeological surveys where sites of archaeological importance are affected by redevelopment plans or otherwise threatened with destruction.

In England, it has been decided to appoint 13 Archaeological Advisory Committees to advise the Department of the Environment on policies and priorities for surveys and excavation, on applications for grants, and on back-up facilities in the area to ensure early completion and publication of reports. Members of the Committees (which will be appointed as soon as possible) will have special knowledge of the archaeology of their particular area.

At the national level, the Department will be advised by a Committee of the Ancient Monuments Board for England whose chairman is Sir Edward Muir, KCB, FSA.

The Committees will be appointed on the basis of areas of England, related to county boundaries, that have features of common archaeological interest. They will advise on priorities for work in 1975-76.

The Secretary of State for Wales will be advised by a committee of the Ancient Monuments Board for Wales (chairman: Dr J. D. K. Lloyd, OBE, DL, MA, LLD, FSA). This committee will be assisted by local archaeological experts as required. It is not proposed to set up area advisory committees in Wales at this stage, but the Committee will be giving consideration to the need for some local grouping within Wales.

Both Departments will be continuing discussions on ways in which local authorities, who in many cases give substantial help, can collaborate more closely in the carrying out of excavations.

A total of £1,063,000 is being made available for grants for rescue excavations and post-excavation work in Great Britain during 1974-75. This includes assistance towards the cost of publication and is an increase of £250,000 over the amount for 1973-74.

The Archaeological Advisory Committees in England will cover the following areas :

1. Cleveland, Cumbria, Durham, Northumberland, Tyne and Wear.
2. Humberside, North Yorkshire, South Yorkshire, West Yorkshire.
3. Cheshire, Greater Manchester, Lancashire, Merseyside.
4. Derbyshire, Leicester, Lincolnshire, Nottinghamshire.
5. Hereford and Worcester, Salop, Staffordshire, Warwickshire, West Midlands.
6. Norfolk, Suffolk.
7. Cambridgeshire, Essex, Hertfordshire.
8. Greater London.
9. Bedfordshire, Buckinghamshire, Northamptonshire, Oxfordshire.
10. Avon, Gloucestershire, Somerset.
11. Kent, Surrey, East Sussex, West Sussex.
12. Berkshire, Dorset, Hampshire, Isle of Wight, Wiltshire.
13. Cornwall, Devon.

APPENDIX C

Diagram of Proposed Administrative Structure

