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## **HALLAM LAND MANAGEMENT**

**PROPOSED MOTORWAY SERVICE AREA AT KIRBY HILL,**

**NORTH YORKSHIRE**

**PROOF OF EVIDENCE DEALING WITH ARCHAEOLOGY**

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**JSAC 278/97/02**

**September 1997**

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Proposed Motorway Service Area at Kirby Hill, North Yorkshire  
Archaeological Assessment

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*Summary*

*An archaeological assessment has been undertaken of a proposed Motorway Service Area at Kirby Hill, North Yorkshire and three other competing sites. Using information from the County Sites and Monuments Record, a search of appropriate archival sources, site visits and with the benefit of unpublished data from recent surveys in connection with upgrading the A1, it has been possible to assess the archaeological potential of each site. There is evidence that all of the sites contain archaeological remains and, following the advice of PPG16, it is appropriate that each should be evaluated through fieldwork. However, this has been requested by the Local Planning Authority only in the case of Kirby Hill which shows an inconsistency of approach and runs contrary to the advice in PPG16. Only in the case of Kirby Hill has fieldwork taken place sufficient to give an indication of the nature of any archaeological remains which are not considered to be of sufficient importance to warrant preservation in-situ. It is suggested that should planning permission be granted, a negative condition on the basis of PPG16 paragraph 30 would be appropriate. A suitable mitigation strategy has been submitted to the County Archaeologist for further investigation prior to development commencing.*

1 0 Introduction

1 1 An application for planning permission for a Motorway Services Area (MSA) at Kirby Hill is now the subject of a Public Inquiry on the basis of non-determination

1 2 The same Inquiry will also consider three other competing MSAs at Arkendale, Allerton and Kirk Doughton. However, only in the case of the Kirby Hill MSA has an archaeological evaluation been requested by the Local Planning Authority on the advice of the County Archaeologist

1 3 *John Samuels Archaeological Consultants* has been appointed by Hallam Land Management Ltd to undertake an archaeological assessment of the Kirby Hill MSA and a comparative assessment of each of the other sites

1 4 This has been carried out by Daniel Slatcher BA and John Samuels BA, PhD, FSA, MIFA and the latter is the author of this report

## 2.0 Archaeology and Development

- 2 1 The principal legislation concerned with the protection of Scheduled Ancient Monuments is contained in the Ancient Monuments and Archaeological Areas Act 1979. However, all other archaeological remains were brought directly into the planning system through government guidance, 'Archaeology and Planning' in 1990 (PPG16). The range of defined issues was broadened by the publication of further government guidance, 'Planning and the Historic Environment' in 1994 (PPG15) which introduced World Heritage Sites, Historic Parks and Gardens, Historic Battlefields, Historic Landscapes and Historic Buildings as specified material considerations. In addition, The Hedgerows Regulations 1997 are designed to preserve historic hedgerows.
- 2 2 Other legislation may also have an effect on particular aspects of archaeology, such as human remains, shipwrecks, military relics and ecclesiastical buildings. Professional advice on many of these aspects and their appropriate treatment has been issued by English Heritage, the Royal Commission on the Historical Monuments of England (RCHME) and the Institute of Field Archaeologists (see Table 1) and, in addition, a number of County Archaeological Officers have issued their own specific requirements.
- 2 3 However, apart from those archaeological aspects covered by specific legislation, PPG16 provides the fundamental approach to archaeology within the planning system (see Table 2).
- 2 4 Initial Consultation
- 2 4 1 Developers are encouraged, before making a planning application to identify "whether the site is known or likely to contain archaeological remains" (PPG16, para 19). This is most easily achieved by consulting the County Archaeological Officer or equivalent who is responsible for the Sites and Monuments Record (SMR).
- 2 4 2 Initial consultation may identify a potential archaeological interest in the area of proposed development. In many cases, because of the lack of consultation, this is not recognised until the planning application has been submitted and, as with any other aspect of a planning application, the local planning authority (LPA) can request further information under either the regulation 4 of the Town and Country Planning Applications Regulations 1988 or, in the case of an outline application, article 3 of the General Permitted Development Order (GPDO). Article 10 of the GPDO requires the LPA to consult English Heritage where a development proposal is likely to affect the site of a scheduled ancient monument.
- 2 4 3 Identification of archaeological remains is normally a two-stage process involving desk-based research followed by fieldwork where necessary (PPG16, paras 20 & 21). Unfortunately, this may seem a little confused in PPG16 because the term 'evaluation' is used for both. It would be clearer if the word 'assessment' was applied to the first stage and 'evaluation' to the second. General guidance as to both has been provided by English

Heritage and the Institute of Field Archaeologists. Much depends upon the ability to understand and interpret the information available and from this to identify which archaeological techniques may provide the most useful information.

## 2.5 Assessment

2.5.1 Having recognised the need for an assessment, its purpose is to establish the archaeological potential of the proposed development site within its national, regional and local background. The preliminary conclusions will then indicate what further action may be necessary. The following sources of information would normally be considered:

2.5.2 *Sites and Monuments Record* A preliminary indication of archaeological finds and sites may already exist in the SMR. However, most SMRs are multi-tiered and additional detailed information may be available including references to original sources. As the quality and range of an SMR depends upon earlier archaeological investigations and surveys, the skill to interpret the information and recognise shortcomings or other avenues of research is crucial. Where parks, gardens, and battlefields are identified, reference should be made to the appropriate register compiled or in the course of compilation by English Heritage. Shipwrecks and archaeological features in river and coastal areas will be found in the National Maritime Register compiled by RCHME. Buildings of historic interest may also appear in the register of Listed Buildings.

2.5.3 *Aerial Photographs* Evidence of archaeological sites seen as crop or soil marks or upstanding earthworks on aerial photographs may be integrated in the SMR. Often this will include material held in the two main libraries of aerial photographs held by the RCHME and the Cambridge University Committee for Aerial Photography (CUCAP). Often the aerial photographs are treated in two stages with a general examination for the assessment followed by an enhanced analysis for the later evaluation with a more detailed plotting of archaeological evidence and land-use. The latter is useful in demonstrating which fields had the right conditions to produce soil or cropmarks.

2.5.4 *Published Sources* References from the SMR should be followed up in their published form as well as archaeological and historical surveys published by the RCHME, Victoria County History and others. County and locally-based historical accounts should be consulted and local 19th and 20th century trades directories often provide useful background information.

2.5.5 *Maps and Documentary Sources* Various editions of Ordnance Survey maps should be examined for archaeological evidence. The Geological Survey and Soil Survey maps can be useful in identifying areas of archaeological potential. Unpublished documentary sources including estate maps, usually held in the County Records Office but sometimes in local museums or university libraries, can provide additional information. As with aerial photographs, these sources can be treated in two stages with a preliminary search for the assessment followed by detailed research as part of the evaluation. The necessity of the

latter course will depend upon the date of the suspected archaeological remains and the scale of the proposed development

2 5 6 *Walkover survey* Identified archaeological sites should be visited to check recorded details. A rapid walkover survey may locate previously unrecorded remains such as earthworks and identify areas to be considered for later fieldwork such as fieldwalking, test-pitting, geophysical survey, augering, environmental sampling or trial excavations.

2 5 7 Having analysed the information available, it should then be clear whether "archaeological remains are known or thought likely to exist" (PPG16, para 19). If the result is negative then no further action is required. On other sites the chances of archaeological material are sufficiently slight to warrant only a watching brief when construction work commences. Elsewhere, the assessment could show archaeological remains to be of such national importance that only total preservation could be considered (PPG16, para 8). Where the assessment shows the existence of archaeological remains but is unable to be precise about their nature or extent then, after discussions with the scheme's designers and the County Archaeologist, a programme of evaluation will need to be put forward (PPG16, para 21).

## 2.6 Evaluation

2 6 1 To test and refine the evidence of the assessment, several pieces of fieldwork can be carried out either selectively or together.

2 6 2 *Fieldwalking* - methodical walking along recently ploughed fields collecting and plotting all artifacts although usually discarding material later than about 1600. Depending on the assessment and the scale of the project, this will be carried out at 10 metre or 20 metre intervals, and either each find will be individually plotted or groups plotted at regularly spaced collection points. Analysis of the material found and its distribution can indicate areas of settlement, burials or industrial activities.

2 6 3 *Geophysical Surveys* - sensitive electrical and magnetic surveys used to locate buried features and designed to suit the scale of the project and the type of features suspected.

2 6 4 *Aerial Photographs* - by computer-aided plotting, features already noted can be mapped to an accuracy of 3-5 metres. They can also prove an analysis of land-use over the past 50 years which may not only explain the presence or absence of archaeological features but also be of assistance to other environmental disciplines.

2 6 5 *Environmental Sampling* - auguring or test-pitting can recover environmental indicators such as pollen, snails and beetles as well as identify colluvial or alluvial deposits which may mask buried features.

2 6 6 *Historical Research* - detailed analysis of historical documents and maps can assist in interpreting identified archaeological remains.

- 2 6 7 *Test-pitting* - excavation of small holes down to bedrock, usually 1 metre square with either total or sample sieving of all soil. This would usually be done at regular intervals in areas of grassland not available for fieldwalking and designed to find artifacts and environmental information
- 2 6 8 *Trial excavations* - excavation of trenches, perhaps 2 metres by 5 metres or 10 metres but sometimes larger, to test the depth of stratification, and the extent and survival of archaeological remains
- 2 6 9 There should now be sufficient information to comment on what archaeological remains probably exist and the effect upon them of the proposed development. Since preservation of nationally important archaeological features is to be desired (PPG16, paras 8,21,27,28), the development may need to be reconsidered to see if this can be achieved. Perhaps the site layout can be altered or different footings used. If not, then account should be taken of the significance of the remains in national, regional or local terms, and a survey or excavation proposed which will ensure that an adequate record is made of any archaeological features to be destroyed. Publication of the results in an appropriate archaeological journal should also be anticipated. PPG16 expresses the view, only as a matter of last resort, that the LPA may need to consider refusing planning permission where developers do not seek to accommodate important remains (PPG16, para 28)
- 2 6 10 A watching brief may be appropriate when construction commences (PPG16, para 29) and included within a planning condition recommended by Circular 11/95 (Appendix A, para 55). Contact should have been maintained with the County Archaeologist throughout the process of evaluation and his or her opinion taken in compiling the evaluation report. Indeed, by this stage it is to be hoped that the factual archaeological evidence is generally agreed even though there may be disagreement about its interpretation or the effects of the proposed development

## 2.7 Importance

- 2 7 1 It is necessary to provide an indication of the importance of any identified archaeological remains and the impact of the proposed development upon them. One method is to apply the non-statutory criteria used for Scheduling Ancient Monuments (PPG 16, Aimex 4). Another or alternative method bases the assessment of importance, in terms of national, regional, local or negligible, *i e*

*National* Scheduled Monuments or archaeological remains being scheduled and protected under the Ancient Monuments and Archaeological Areas Act 1979 or suitable for scheduling

*Regional* Sites listed in the Sites and Monuments Record (SMR) or other sources which are of a reasonably well-defined extent, nature and date and significant examples in the regional context



*Local* Sites listed in the SMR or other sources which are either of very low potential or minor importance

*Negligible* Areas in which investigative techniques have produced negative or minimal evidence of antiquity, or where large-scale destruction of deposits has taken place (e.g. by mineral extraction)

## 2.8 Impact

2.8.1 The nature and scale of the impact, which could range from total destruction by the proposed development to visual or noise intrusion upon the archaeological remains should also be considered and can be categorised as follows

*Major* Total or substantial (50-100%) destruction of the archaeological remains or their setting

*Moderate* Significant destruction (5-49%) of the archaeological remains or their setting

*Slight* Minor destruction (1-4%) of the archaeological remains or their setting

*Negligible* Imperceptible impact upon the archaeological remains or their setting

## 2.9 Conditions

If further archaeological work is required as a planning condition, PPG 16 offers a model negative condition in paragraph 30 and for both the LPA and developer it is better if the conditions are defined as closely as possible to those found in Appendix A to Circular 11/95. It is usually helpful if any conditions are underpinned by an agreed mitigation strategy or specification detailing further works to be undertaken.

## 2.10 Excavation

Full-scale archaeological excavations can be labour-intensive and require a substantial amount of time. Since excavation itself is a destructive process, it is most important that the greatest care is taken and an adequate record made through written records, scale drawings and photographs. The process will involve the removal of all or substantial amounts of material down to the depth of impact or the natural subsoil or bedrock. This can affect the design of footings for the proposed development. Subsequent analysis and conservation of artefacts and environmental samples, cataloguing, drawing and preparing a report, described by archaeologists as post-excavation work, can take as long or longer than the excavation itself.

## 2.11 Watching Brief

A watching brief is designed to record anything of archaeological interest that may be

discovered during the course of construction. It should be clear whether there is provision for the suspension of construction if the archaeologists require more time to ensure that an adequate record is made. In practice it is usually possible for the archaeological recording to take place alongside construction work.

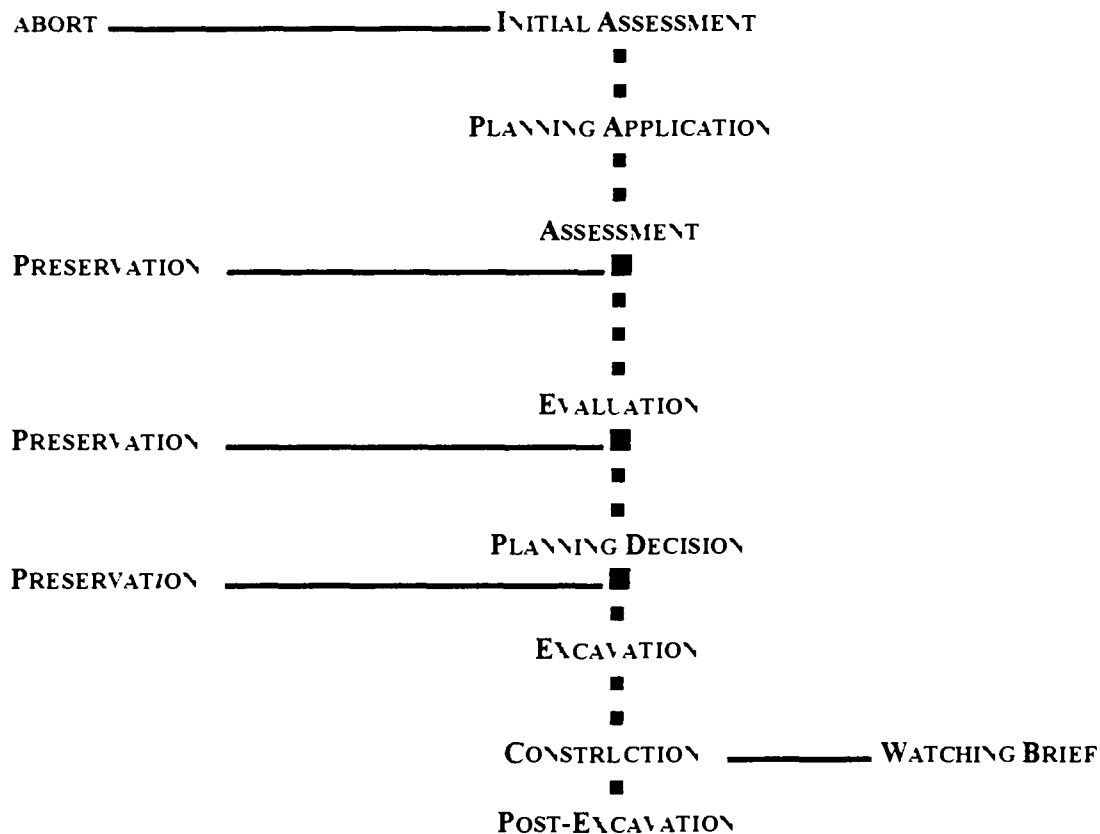
## 2.12 Report

The archaeological report is of the greatest importance because this is the only record of the remains removed by excavation. Usually, it is sufficient to deposit a copy of the report in the Sites and Monuments Record, but with sites of importance, publication in an archaeological journal will be required. Arrangements should also be made for the storage of all finds and site records in an approved museum.

**TABLE 1 LEGISLATION, POLICIES AND GUIDANCE**

- Ancient Monuments and Archaeological Areas Act 1979
- Planning Policy Guidance Archaeology and Planning (PPG16) DoE 1990
- PPG Wales Welsh Office
- Planning Policy Guidance Planning and the Historic Environment (PPG15) DoE and DNH 1994
- Circular 11/95 (The Use of Conditions in Planning Permissions)
- English Heritage Advice Note for Local Planning (English Heritage 1992)
- Stages of Archaeological Assessment Design Manual for Roads and Bridges Vol 11, Section 3 Part 2 (Cultural Heritage) Chapter 8, Department of Transport (revised 1994)
- Guide on Preparing Environmental Statements for Planning Projects Appendix 10 (Cultural Heritage/Material Assets) 1995
- Management of Archaeological Projects (English Heritage 1991) (MAP 2)
- Model Briefs and Specifications for Archaeological Assessments and Field Evaluations (Association of County Archaeological Officers 1993)
- Code of Conduct (Institute of Field Archaeologists 1994)
- Standard and Guidance for Archaeological Desk-Based Assessments (Institute of Field Archaeologists 1994)
- Standard and Guidance for Archaeological Field Evaluations (Institute of Field Archaeologists 1994)
- Standard and Guidance for Archaeological Excavations (Institute of Field Archaeologists 1994)
- Standard and Guidance for Archaeological Watching Briefs (Institute of Field Archaeologists 1994)
- Code of Practice for Seabed Developments (Joint Nautical Archaeology Policy Committee 1995)
- Recording Historic Buildings a descriptive specification (RCHME 1990)
- Standard and Guidance for Archaeological Investigation and Recording of Standing Buildings (Institute of Field Archaeologists 1996)
- The Hedgerows Regulations 1997
- Town and County Planning Applications Regulations 1988
- General Permitted Development Order 1995

TABLE 2  
PPG 16  
ARCHAEOLOGICAL STAGES IN DEVELOPMENT PROJECTS



*Note At any stage from the Initial Assessment to Evaluation it may become apparent that there is insufficient evidence to require further investigation*

3 0 Methodology

- 3 1 This assessment conforms to Government Guidance to Local Planning Authorities, *Planning Policy Guidance Archaeology and Planning* (PPG 16), DoE 1990, advice from English Heritage, *Management of Archaeological Projects*, English Heritage 1991, and the professional standards, *Code of Conduct*, Institute of Field Archaeologists 1994 and *Standard and Guidance for Archaeological Desk-based Assessment*, Institute of Field Archaeologists 1994
- 3 2 A desk-top assessment has been undertaken for each of the four sites, comprising an application for relevant information contained in the County Sites and Monuments Record (SMR) and a documentary and cartographic research, as well as utilisation of available published sources
- 3 3 A rapid walkover survey was also undertaken of each site to check existing information and to identify any evidence for previously unrecorded remains. In addition, the topography of the site was examined and the current land use noted in order to determine what further fieldwork would be appropriate, if required

4 0 Archaeological Assessment

- 4 1 The area between Dishforth and Wetherby is relatively rich in archaeological remains, principally of prehistoric and Roman date. The amount of recorded data has been recently enhanced by surveys in connection with the upgrading of the A1 and that information has been made available for this assessment.

**Kirby Hill**

- 4 2 Prehistoric flint scatters and pits containing Neolithic pottery have been found on the west side of the A1 within the proposed MSA site (fields 88 and 89, figure 1). Further flint scatters have been found in the fields to the north and south of the site and it would seem likely that more will exist within the area of the proposed MSA. They are probably of local importance. The presumed line of the Roman road known as Dere Street is thought to run about 300m to the east of the proposed MSA and will be unaffected by the development.

**Arkendale**

- 4 3 No recent fieldwork has taken place here. However, the SMR records a sherd of Roman pottery (No 8, figure 2) from within the site and two probable prehistoric enclosures (Nos 11 and 12), 50m and 100m to the north of the site. Further investigation through fieldwalking and geophysical survey would undoubtedly find further archaeological remains and the site must be considered to be of high potential.

**Allerton**

- 4 4 No recent fieldwork has taken place here. However, within the immediate vicinity the SMR identifies evidence of field boundaries, ridge and furrow, other slight earthworks and cropmarks of an enclosure with circular features (Nos 4, 5 and 6, figure 3). Adjacent to the north-east corner of the proposed MSA site is Allerton Park which is Grade II in English Heritage's Register of Historic Parks and Gardens. Less than 500m to the south-west of the proposed MSA a recent investigation was undertaken of the site of a borrow pit in connection with upgrading the A1 (SMR 6232, figure 3). This identified a settlement of late Iron Age to late Roman date which appeared to be continuing further eastwards. Further investigation through fieldwalking and geophysical survey would undoubtedly find further archaeological remains and the site must be considered to be of high potential.

**Kirk Deighton**

- 4 5 The SMR identified a possible trackway within the area of the proposed MSA (No 2, figure 4) but the recent surveys in connection with upgrading the A1 identified extensive evidence for enclosures, boundaries and relict field systems in the vicinity. It should also be noted that Ingmanthorpe Park, the parkland associated with Ingmanthorpe Hall whilst

not on the English Heritage Register of Historic Parks and Gardens, will be affected by the proposed scheme. The fieldwork carried out in connection with upgrading the A1 did not evaluate all of the proposed MSA site and further investigation would be worthwhile. The site is medium archaeological potential.

4.6 Each of the sites at Arkendale, Allerton and Kirk Deighton considered has direct evidence from within it of the existence of archaeological remains and, together with evidence from the vicinity, there is good reason to believe that further archaeological remains would be found if fieldwork was undertaken.

4.7 However, more is known about the potential and importance of the site at Kirby Hill and it is highly unlikely that any archaeological remains found will be of sufficient importance to warrant preservation *in-situ*. Therefore, it would be appropriate, if any planning permission is granted, to impose a negative condition on the basis of PPG16 paragraph 30. This has been discussed with the County Archaeologist and a mitigation strategy submitted for investigative work to take place prior to commencing development.

5 0 Conclusions

5 1 PPG16 requires the identification of “whether a site is known or likely to contain archaeological remains” (PPG16, paragraph 19) If so, normal practice should be to require some form of field investigation or evaluation prior to determining the application

5 2 Of the four MSA sites assessed all can be demonstrated to have archaeological potential However, only in the case of Kirby Hill has an evaluation been required This would seem to be because it was the only site where the Local Planning Authority sought the advice of the County Archaeologist

5 3 The results of the assessments have been discussed with the County Archeologist who expressed surprise and concern that he had not been consulted on the other three sites He agrees with the view that in each case an evaluation is required to provide sufficient information on the nature, condition and extent of the archaeological remains to enable decisions on the appropriate mitigation strategies to be designed

5 4 It is noticeable that at present it is the site at Kirby Hill which has been more thoroughly examined through fieldwork as part of the proposed upgrading of the A1 where most information exists However, there are strong indications that the other sites, particularly Arkendale and Allerton, could produce significant information if evaluated

5 5 On the evidence available it is highly unlikely that the site at Kirby Hill contains archaeological remains of sufficient importance to warrant preservation *in-situ* Therefore, it is suggested that, should planning permission be granted, a negative condition on the basis of PPG16 paragraph 30 should be imposed A suitable mitigation strategy has been submitted to the County Archaeologist for further investigation prior to development commencing



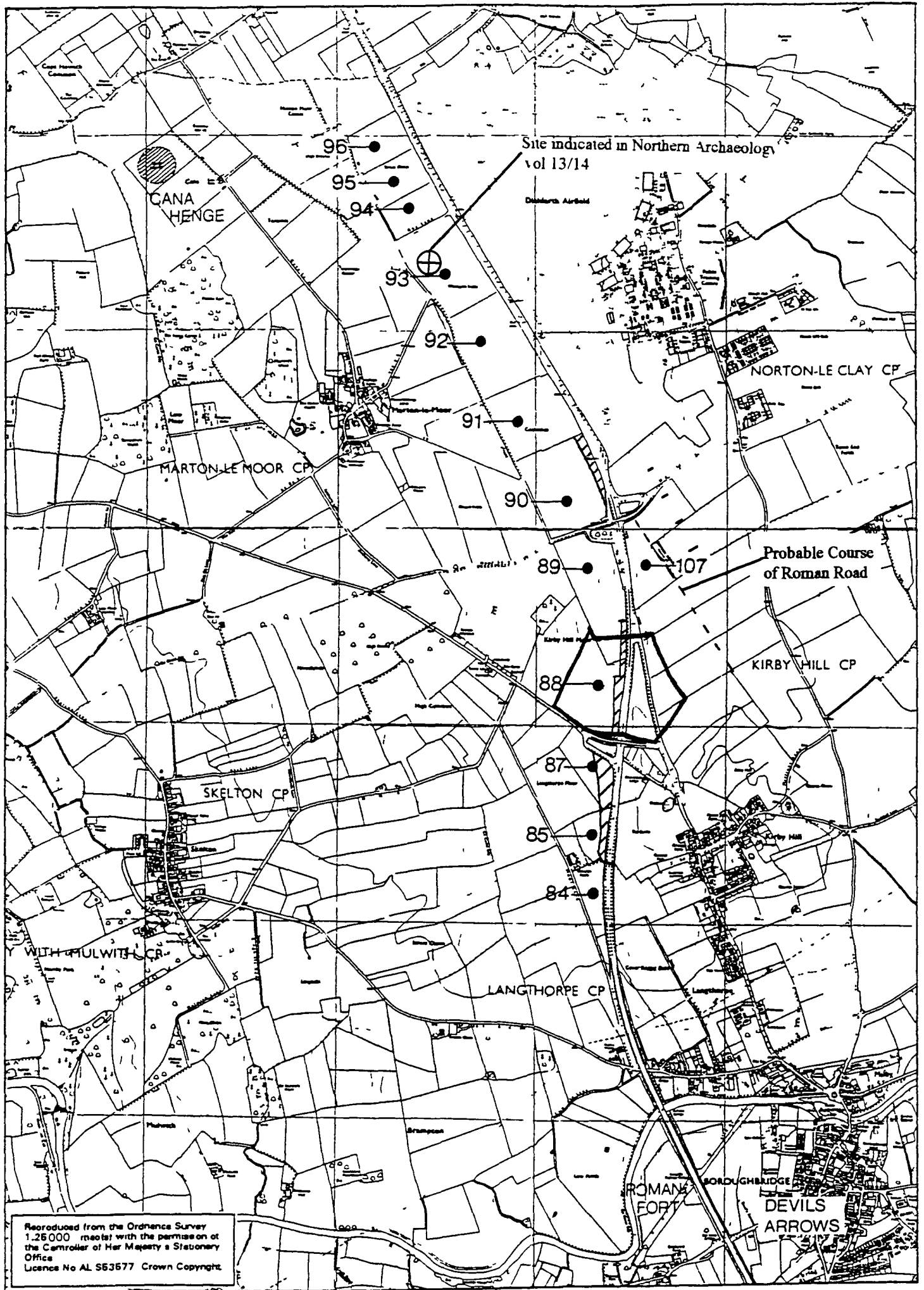
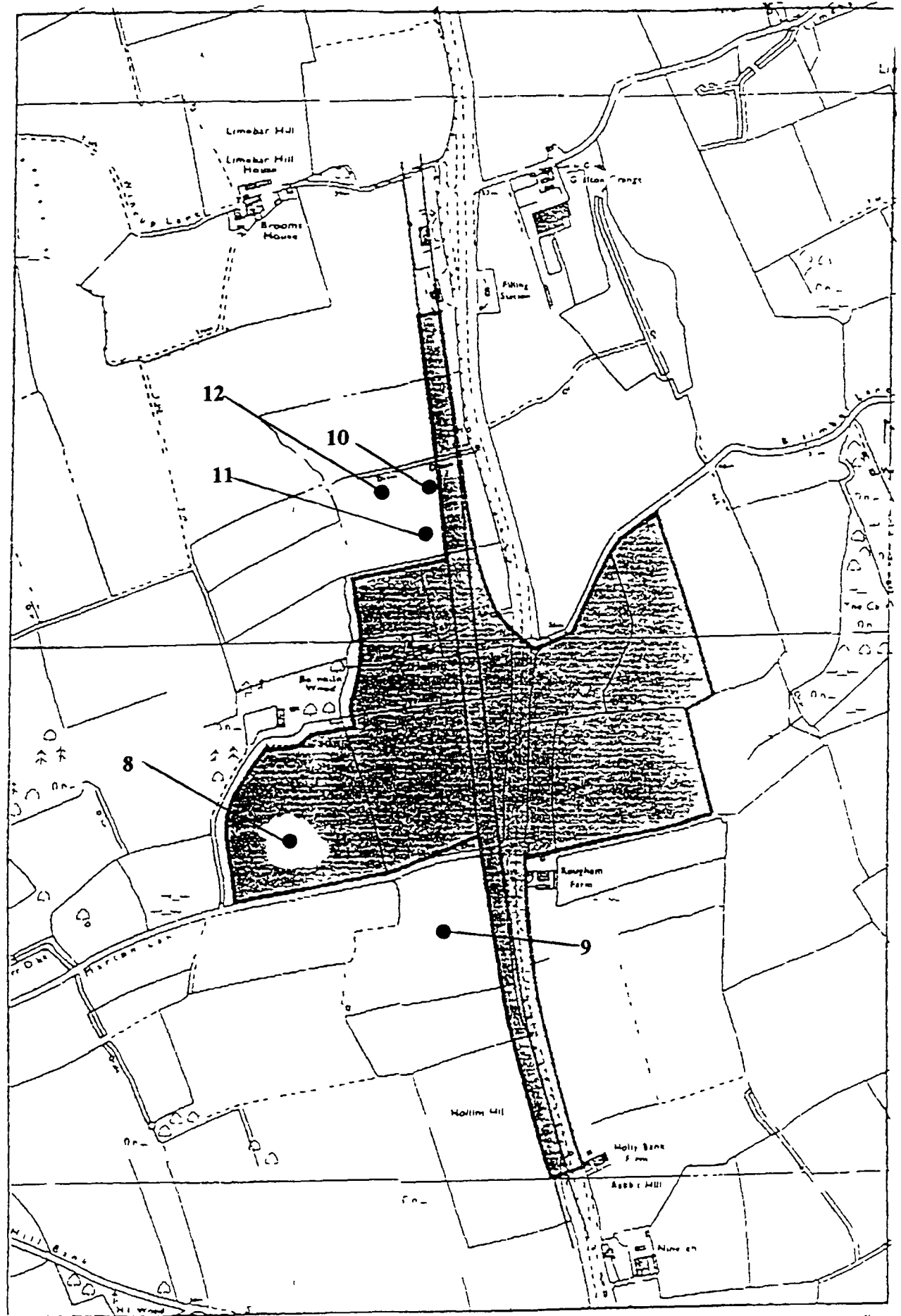


Fig 1 Location map and areas of archaeological interest

Areas of flint scatters  
 Area of proposed service station



Site boundary

Scale 1:10 000

Fig 2

Site of archaeological interest  
On SMR ●



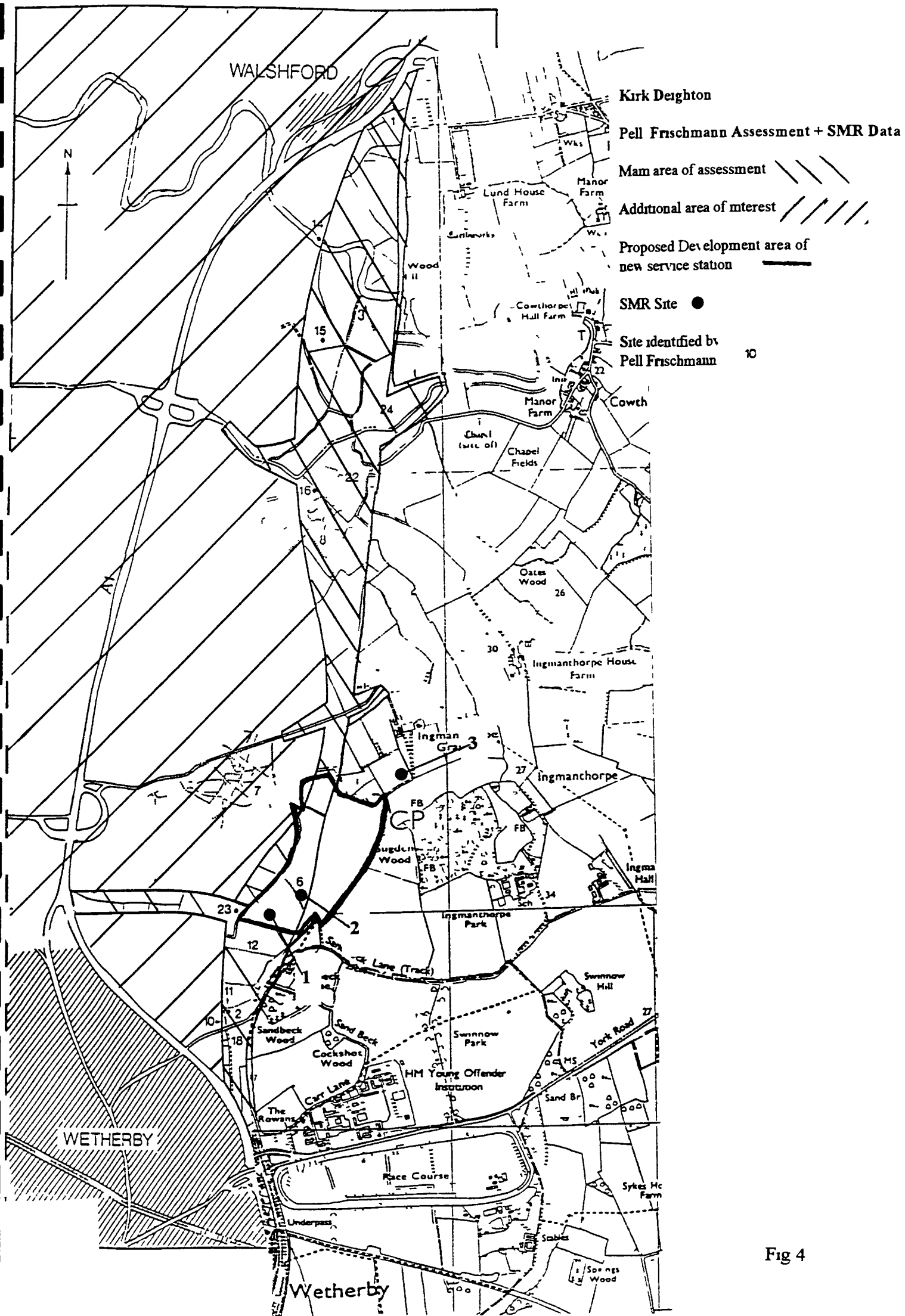


Fig 4