

## Executive summary

This report summarises the results of a survey of research frameworks conducted by English Heritage during 1995 to identify previous work and current activity, to list the documents already available and to analyse these geographically and by content, and to record perceptions of relevant issues, associated problems, and possible solutions. The results of the exercise outlined here do not comprise a research framework or a statement of policy but should be regarded as a starting point for widespread discussions throughout the discipline.

727 documents were examined and assessed to establish their relevance, the potential for further work, and any significant gaps. 21 interviews were conducted with representatives of organisations and individuals, and feedback was obtained from a postal survey and formal presentations at conferences and seminars.

The main findings are as follows:

- There is fundamental agreement that in order to make longer term objectives sustainable, regional frameworks are needed in which all those active in archaeological work can participate, and on which curatorial decisions can be firmly based and fairly judged.
- Appropriate national frameworks must be clearly articulated with those at a regional level.
- The formulation of frameworks should not be over-regulated, and frameworks should not be prescriptive.
- Emerging frameworks can be utilised to define and formulate dynamic new agenda and strategies. Frameworks should be regularly reviewed to prevent point-in-time assessments from becoming set as long term policy.
- Existing structures and ongoing work should be built upon wherever possible, and existing networks utilised to coordinate effort.
- Many of the mechanisms to achieve this already exist but require better connection and coordination. In the past, various structures are widely considered not to have succeeded because they did not address adequately the relationship between different interests.
- All sectors of the discipline should participate in the development of frameworks and have joint ownership of the objectives.

It was generally felt that an essential first step in the development of frameworks is a considered assessment of the available archaeological resource:

- A comprehensive synthesis of available material is necessary to identify gaps and to define levels of significance in local, regional, and national contexts.
- A strong body of opinion favoured a county-based approach, the results of which could then be combined into regions to obtain a multi-period, thematic perspective.
- Mechanisms to provide rapid, simple characterisation across counties and regions already exist. Readily available data derived from existing intensive programmes of work (MPP, MARS, etc) can also be used to identify appropriate opportunities.

Many of the perceived problems relate to a sense of isolation and fragmentation in the discipline:

- Collaborative arrangements and partnerships connected with local networks are considered to be the essential components of a 'research culture'. It is necessary to create an appropriate context that encourages an active, questioning approach to the material at all levels of activity.

The discipline as a whole must find the confidence to create the right environment to develop a range of outstanding collaborative research projects.

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# RESEARCH FRAMEWORKS

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*'...rescue archaeology cannot be isolated from the objectives of archaeological research in general ...There is a strong need for archaeologists to develop and disseminate national and regional research strategies having in mind that archaeological significance is a dynamic phenomenon that will change with advances in archaeological method and theory'*

(Committee for Rescue Archaeology, Ancient Monuments Board for England, 1978)

## 1. The need for research frameworks

### 1.1 Background

In 1929, the formulation of a national, period-based policy was discussed at the Annual Congress of Archaeological Societies at Burlington House. Attention was drawn to the unprecedented amount of fieldwork being carried out in Britain, and the need for greater coordination and a more equitable distribution of energy over the whole field of study (Peers 1929).

In 1948, the Council for British Archaeology published a survey and policy of field research for the archaeology of Britain as the basis for a consideration of the present state and future direction of field research (Hawkes and Piggott 1948). This remained the only national attempt to focus on problem-oriented rather than site-specific issues for nearly 30 years. During this time, a vast amount of data was accumulated, and since 1973 considerable emphasis has been placed on the interpretation and publication of the results of field projects. At the same time, a number of attempts were made to establish national and regional research frameworks.

The Area Advisory Committees established by government in the mid 1970s produced a series of research frameworks on various topics, and from 1976 a sequence of papers to the Ancient Monuments Board argued for a central government funding policy based on projects focused on research themes. In 1978, the Committee for Rescue Archaeology of the Ancient Monuments Board circulated a paper intended to prepare the way for the development of research strategies to underlie rescue archaeology policies. This outlined fundamental principles: that rescue archaeology should produce research results equal to the highest academic standards, and that after the identification of research problems, strategies should be developed that would be sufficiently comprehensive to allow the evaluation of the significance of any site whenever the need arose. It was recognised that frameworks should be sufficiently flexible for the application of an intuitive approach, and that the methodology most appropriate for this task was one which would be regional in scope but viewed within a national policy framework, with the region rather than the site being the natural unit of investigation and synthesis.

In 1980 a policy to fund projects focused on research themes was implemented, and the ensuing decade saw the production of many research frameworks by national and specialist societies which influenced those policies. The publication of PPG-16 on Archaeology and Planning in November 1990 marks a watershed that made developers responsible for the funding of any archaeological work required to mitigate the effects of development and formalised the structure of such work into distinct stages: assessment, evaluation, excavation, and analysis. In response to this fundamental change, English Heritage consulted with the discipline to produce *Exploring our past: strategies for the archaeology of England* (1991) as a first attempt to collate archaeological opinion across England into a coherent national framework. This has enabled English Heritage to concentrate its resources on problems which are not specifically development led, but rather are aimed at the creation of a strategic framework.

One of the principal achievements of *Exploring our past* is to have raised consciousness concerning the influence of such strategies. There is general agreement that any future national research strategy should be

based on a series of interlocking regional and/or thematic syntheses resulting from widespread collaboration within the discipline. Since 1991, *Exploring our past* has been used to focus English Heritage funding on the strategies set out at that time. The English Heritage Archaeology Division Management Information System (ADMIS) provides a detailed breakdown of funding relating resources to these strategies, which provides an essential base from which to review English Heritage funding policies for archaeology. This has allowed an analysis and assessment of the effectiveness of *Exploring our past* against which a review of strategies for the future may be set (*Archaeology Review 1993-94, 1994-95; CASNews*, 3, 1995).

## 1.2 Current concerns

The nature of research frameworks has long been a topic for debate, and there are concerns that there is a general lack of academic focus and content in certain areas of work, particularly those driven by PPG-16 (Morris 1993, Biddle 1994, Bishop 1994, Carver 1994). Informal consultations demonstrated that there is a pressing need for regional as well as national strategies to give Local Government Archaeology Officers a framework within which to consider curatorial concerns and make recommendations for the protection and recording of archaeological sites. The discipline now needs a general framework of well-synthesised research achievement that will support the development of a new generation of research, but which will also provide reference points for cultural resource management. Conservation of the cultural and historic environment is a central tenet of official policy. To attain this, an integrated approach is needed that combines expertise and information, academic processes and public appreciation, national and local organisations, and professionals and local societies. The entire archaeological community will have to combine to provide for itself the appropriate research basis required to place developer-funded work into its proper context, and ensure continuing harmony between curatorial and academic objectives.

Many concerns have been expressed during the current exercise, ranging far beyond the necessity for regional research frameworks. There is a pressing need for widespread discussion about the extent to which curators should allow research strategies to drive their work. Much concern has been voiced about the form that regional strategies should take. Because curatorial programmes are essentially threat led, the view has been expressed that strategies would either have to be very broad to cover all eventualities, thereby rendering them meaningless, or so narrow and specific as to stifle local initiatives. If the discipline is to establish frameworks within which priorities can be effectively pursued, then these problems will have to be resolved by consensus and through a flexible approach.

## 1.3 PPG-16

One of the most important consequences of the implementation of PPG-16 has been to enable the expenditure of public money on research by diverting a proportion of the English Heritage archaeology budget from the proactive role of funding rescue archaeology, permitting a redirection of resources to strategic considerations. PPG-16 emphasises the need for proper research frameworks by accepting that 'discoveries may have to be evaluated in a hurry against an inadequate research framework' (PPG-16, para 13), although the largely devolved system of control and funding which has operated since PPG-16 took effect still lacks the adequate frameworks implicitly required. In some parts of the discipline there is an unhealthy focus on what is seen as collateral damage caused by PPG-16 rather than on the opportunity to increase the research potential of archaeological work which is one of its consequences. By ensuring that the archaeological implications of planning applications are examined, PPG-16 has offered curators the opportunity to consider better the relative merits of threatened sites. However, this benefit can only be maximised when curators can consider threatened sites within a regional framework against which relative importance can be assessed. There is a perceived tension between the practical application of PPG-16 to the planning process and the implementation of research strategies. Much criticism has been levelled at what is sometimes considered to be an inconsistent, over-selective, and uncritical interpretation of PPG-16, and opinions have been expressed that not all work carried out under its name can necessarily be fully justified. This, and related concerns about the public perception of archaeology and the need for acceptable public accountability, make it essential that the discipline acquires a proper means of selecting and targeting local and regional priorities in order to justify curatorial policies and decisions. Any such mechanism must be flexible and pragmatic if the intellectual challenges inherent in PPG-16 are to be met.

## 1.4 Aims and brief

English Heritage has undertaken an exercise to define the nature of these problems and how they are manifested.

The brief of this survey was

- to list relevant documents already available and to analyse these geographically and by content
- to record perceptions through a series of meetings and discussions
- to record attempts being made to formulate research agendas
- to draw conclusions from this exercise and make recommendations as a focus for a wide ranging debate about the way forward

It is not English Heritage's role to formulate regional frameworks and strategies, but to contribute to the debate by helping the discipline to identify current needs and facilitate the identification of solutions. This initiative will be coupled with a reconsideration of English Heritage strategies for archaeology in the light of regional and national needs and of what has been achieved through *Exploring our past* since 1991. It is for the discipline to agree an agenda that will take it into the next century, and English Heritage will readily fulfil its responsibilities in facilitating this process. The discussion paper setting out the issues as they are perceived, with a summary analysis of relevant work available and currently in progress, will be circulated widely to stimulate debate. Archaeology is universally regarded as a research-based discipline. The definition, implementation, and assimilation of the results of archaeological research are inevitably slow; this report is a first step to allow realisation of longer-term goals.

## 2. Method statement

### 2.1 Introduction

This survey is intended to inform English Heritage and the archaeological discipline about previous and current activity related to the formulation of research strategies, and to encourage debate about the development and implementation of regional research frameworks. An essential element has been to record prevalent perceptions of these and related issues.

The first stage was to identify the issues perceived to be central to the consideration of research frameworks, as well as any relevant work already completed or currently in progress. This comprised a rapid survey and appraisal of current activities including national period- and topic-specific reviews, environmental and artefactual reviews, urban strategies, and a survey of relevant publications, research, policy, and other documents and activities already in place or under consideration. Almost all archaeological documentation contains elements of research frameworks; this exercise has focused on assessing those documents which have an explicit or primary purpose of establishing and reviewing the current state of knowledge and understanding of particular topics. The results have been collated and assessed to establish the relevance of documentation, as well as identifying important gaps, and the potential for further work. It was not appropriate to conduct a detailed consideration of the specific merits of particular research strategies. This work represents a fact-finding exercise concerning current opinions and intentions following which further discussion will take place. All work was carried out by a project team established within the Central Archaeology Service of English Heritage (Adrian Brown, Peter Busby, Adrian Olivier, and Kathy Perrin). A series of interviews was also conducted by Adrian Olivier, David Stocker, and Geoffrey Wainwright with representatives of key organisations and individuals to establish perceptions of the major issues and help define the perceived problems.

### 2.2 Tasks

The survey comprised four distinct tasks:

#### 2.2.1 Consultation by post

A mailing list was collated from information held internally in English Heritage and from the Institute of Field Archaeologists' *Directory of members* and *Directory of finds study and special interest groups*. During September and October 1994, a summary of the project was sent to the 500 listed individuals and organisations, together with a request for copies of, or references to, any research frameworks relevant to their areas of expertise. The majority of replies were received by December 1994, although material was still being received in response to the original request as late as December 1995.

#### 2.2.2 Database

The results of the mailing (including negative responses) were tracked using a dBase 4 database; bibliographic details of all documents and references were entered in the database. Each record comprised three sections: a short summary and bibliographic details of each document; the source of the information; and a simple classification of all documents by period, geographic area, and topic. The database is currently housed in the CAS Records Office.

#### 2.2.3 Evaluation

Documents were sorted into categories for assessment. The core CAS project team (Adrian Brown, Peter Busby, and Kathy Perrin) defined a range of evaluation criteria based on the function and component parts of each document, and carried out a pilot study on a representative sample. This comprised the assessment of selected documents by each member of the team followed by a comparison of results, which were then used to refine the original criteria, and also to assure standardisation. An initial simple assessment of each document was recorded

on a proforma and entered in the database. Summary reports were written for each class, evaluating the nature of work by category in the form of a short descriptive text and associated bibliography. These were read by Adrian Olivier together with key documents from each category group. These reports have informed the final stage of the project: the production of a report and bibliography.

#### 2.2.4 Interviews

Interviews were conducted by Adrian Olivier, David Stocker, and Geoffrey Wainwright with a cross-sections of individuals and representatives of organisations and societies. Adrian Olivier also attended a number of professional seminars, meetings of various groups, and conferences, where feedback was also recorded. Interviews and meetings held during the course of the initiative are listed in Appendix 8.3.

## 2.3 Definitions

Archaeology is a pluralistic discipline, and any attempt to establish shared aims will require considerable care. The fundamental relationship of archaeological activity to its research base has been the subject of continuing debate and discussion for many years. From its inception, there have been numerous attempts to justify programmes of work in the context of current academic and practical concerns, and a considerable library of documents, serving a wide variety of different functions, can be assembled. A comprehensive body of material has been collated and assessed to help define future action and it has been necessary first to formulate a clear understanding of its nature in order to categorise and assess it.

#### 2.3.1 Current definitions

The current definition of the different stages of the research cycle has been described by Roger Thomas (1994). In this context **research frameworks** represent the current state of knowledge and understanding for specific topics (including an appreciation of any gaps). Although research frameworks are dynamic, they should also be a matter of observation and record, based on common understanding of the material in question. In contrast, a **research agenda** or **research strategy** comprises proposals for future work, and usually entails a subjective assessment of value or significance. In this sense agendas and strategies may serve several functions: to signpost a programme of work to be undertaken with available resources; to persuade third parties to make resources available to carry out a proposed programme of work; or to persuade third parties to carry out such a programme of work directly. A further distinction is often made between a **research agenda** as a list of **objectives** of equal merit and status, a **research strategy** which implies that further selection is made concerning **research priorities**, and a **research programme**, which defines a programme of work comprising an agreed list of projects with accompanying project designs, but having its own clear set of objectives.

#### 2.3.2 Revised definitions

There is considerable latitude in perceptions of the function of the many documents described as frameworks, strategies, and agendas. Initially, these were separated into frameworks, which simply set out the current state of knowledge, or strategies, which identify future directions for research. This revealed a number of problems. Less than 1% of the 727 documents fitted these definitions well, and most contained elements of all the different functions. Many documents relevant to the survey did not fit neatly into such simple categories. The sheer diversity of content and function of documents therefore required a more practical and flexible set of definitions to reflect the nature of the material.

Within this modified classification, a **resource assessment** is defined as a statement of the current state of knowledge and a description of the archaeological resource; an **agenda** is a list of the gaps in that knowledge, of work which could be done, and of the potential for the resource to answer questions; and a **strategy** is a statement setting out priorities and method. These three elements can coexist in the same document or as separate documents, but each stage should be based on the preceding stage, so that the resource assessment justifies the agenda, and the agenda in turn justifies the strategy. These three stages together may be regarded as a framework, of which there are in practice two distinct types. A **research framework** is mainly concerned with the academic advancement of archaeology, and is rooted in research

issues, whereas a **management framework** is concerned with practical issues of conservation, preservation, and resource management. Documents which combine both types may be termed a **universal framework**. The simple resource assessment should be a universal element of all frameworks, and should form the foundation of subsequent stages. Research frameworks and management frameworks vary only in terms of their agendas and strategies. A framework need not necessarily include the full documentation for any of the stages summarised here, provided it references appropriate sources. This is particularly important in the case of the resource assessment. Only the most limited framework will provide full details of the current state of knowledge; however, all frameworks should include a summary of the relevant state of knowledge, and a list of the sources upon which they draw.

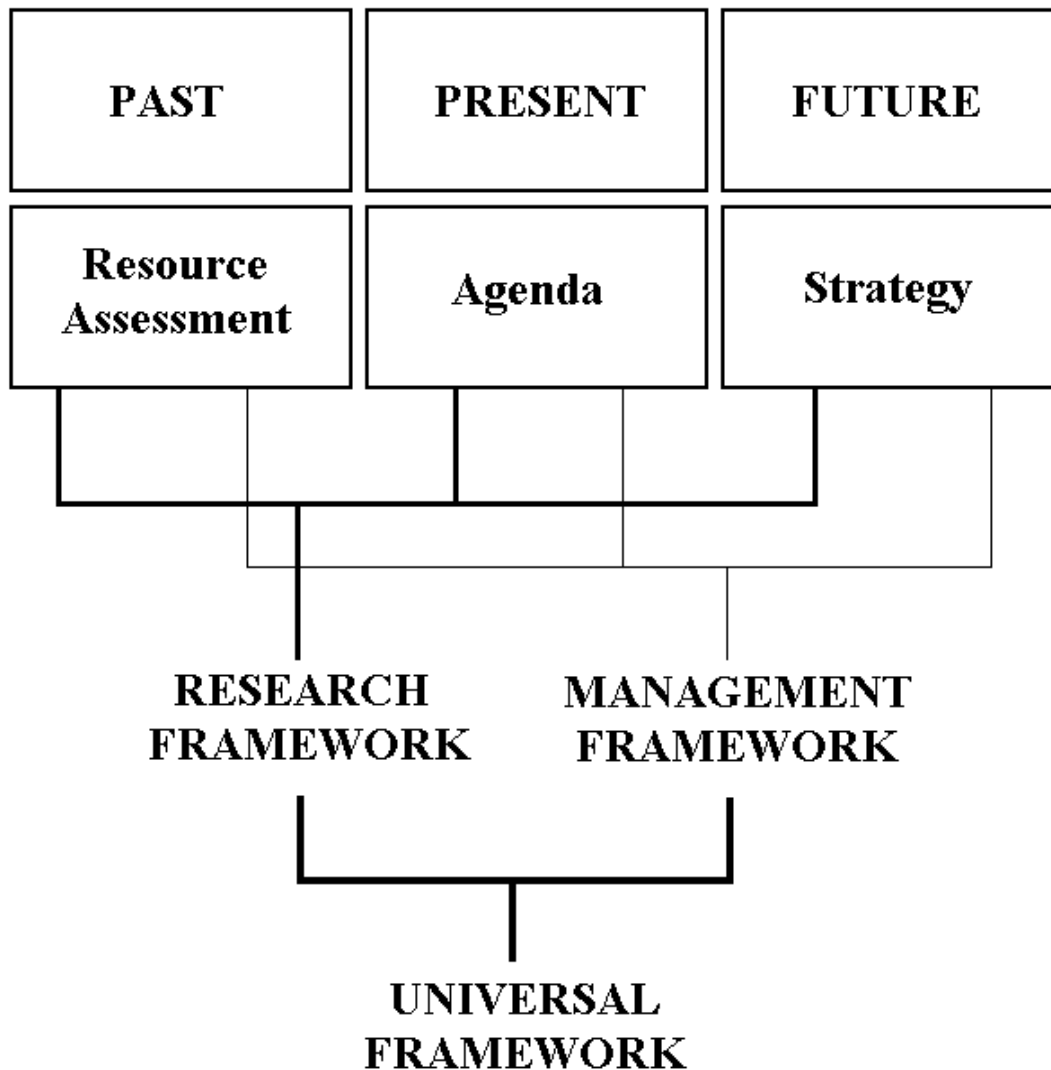


Figure 1: Component parts of frameworks

## 3. Survey of documentation

### 3.1 Numerical data and analysis

#### 3.1.1 Introduction

The project team examined 727 documents to inform the current exercise (Appendix 8.1). The full assessment and database are contained in the project archive in the CAS Record Office, and only the summary analyses and conclusions are outlined here.

The rate of response to the survey was remarkably consistent at c50% for the whole discipline (Table 1). The high level of replies, however, obscures variations in the response rate of different sectors and, in particular, the number of documents referenced or submitted (Table 2).

	LETTERS SENT	RESPONSES	RATE
ENGLISH HERITAGE	88	45	51%
OTHER NATIONAL BODIES	40	20	50%
COUNTY & DISTRICT ARCHAEOLOGISTS	69	36	52%
UNIVERSITIES	75	34	45%
UNITS & CONSULTANTS	60	34	57%
MUSEUMS	32	19	59%
NATIONAL SOCIETIES	25	18	72%
LOCAL SOCIETIES	142	46	32%
<b>TOTAL:</b>	<b>531</b>	<b>252</b>	<b>47%</b>

**Table 1: Responses to survey**

Table 2 defines the general categories of response from each of the main sectors of the discipline. The low number of negative responses is noteworthy, as is the high number of documents submitted. Documents submitted from national bodies include 235 produced by English Heritage's Monument Protection Programme, most of which are categorised as resource assessment frameworks. The number of documents submitted by county and district councils, universities, units, and national and local societies ranges from 11% (units) to 3% (national and local societies), but it is interesting to note that county councils provided information about a further 46 documents (9%). Indeed, after national bodies the greatest response was from county councils (14%) and units (12%), probably reflecting the higher degree of activity and concern in those organisations. Useful responses from museums and individuals were disappointingly low, and any future development of the project archive must address this gap.

NATURE OF RESPONSE	NAT BODY	COUNTY COUNCIL	DISTRICT COUNCIL	UNIV	UNIT	MUS	NAT SOC	LOC SOC	PROF GRP	INDIV	NUMBER	PERCENT
Documents submitted	306	31	21	29	55	0	18	18	9	4	491	70%
Information re documents	5	46	4	5	4	1	3	0	0	0	68	10%
Positive information	15	10	1	14	17	0	2	7	2	2	70	10%
Negative response	20	9	1	3	6	5	3	24	0	0	71	10%
<b>Total:</b>	<b>346</b>	<b>96</b>	<b>27</b>	<b>51</b>	<b>82</b>	<b>6</b>	<b>26</b>	<b>49</b>	<b>11</b>	<b>6</b>	<b>700</b>	
<b>Percent:</b>	<b>49%</b>	<b>14%</b>	<b>4%</b>	<b>7%</b>	<b>12%</b>	<b>1%</b>	<b>4%</b>	<b>7%</b>	<b>2%</b>	<b>1%</b>		

Table 2: Main categories of response received during course of initiative

### 3.1.2 Geographical scope and range

Over half the documents received have a national scope. The small number from Scotland, Wales, and Northern Ireland reflect only that the survey was focused on activity in England. This initiative should be extended in partnership with sister organisations to cover the whole of the United Kingdom. The principal geographical scope of the remaining documents is either the county or the town. A smaller number of documents relate to regional groupings of counties, or other areas, or local areas within counties (Table 3).

	NUMBER	PERCENT
<b>SCOPE</b>		
<b>1. NATIONAL</b>		
<b>NATIONAL - ENGLAND</b>	358	49%
<b>NATIONAL - SCOTLAND</b>	8	1%
<b>NATIONAL - WALES</b>	2	<1%
<b>NATIONAL - N.IRELAND</b>	4	<1%
<b>TOTAL</b>	372	51%
<b>2. REGION (CBA region or group of counties)</b>	50	7%
<b>3. COUNTY</b>	106	14%
<b>4. SUB-COUNTY (discrete part of county)</b>	50	7%
<b>5. TOWN (urban area)</b>	99	14%
<b>6. AREA</b>	50	7%
<b>TOTAL:</b>	727	

**Table 3: Geographical scope of documents**

Of the documents with a national English, regional, and county coverage (Table 4), almost two-thirds are of national scope. The remainder are fairly evenly distributed among the regions and counties, with slight variations probably reflecting the distribution of the resource related to different levels of archaeological activity. Some regions and counties have clearly been better served than others, and a small number of counties apparently have no frameworks or strategic documents. The discipline should be encouraged to fill these gaps, and to extend the coverage of regional and county frameworks where it is considered inadequate.

ENGLAND - NATIONAL SCOPE	REGIONS	COUNTY	NUMBER	PERCENT
			308	67%
	<b>North - general scope</b>		4	
		Cleveland	0	
		Cumbria	2	
		Durham	2	
		Northumberland	1	
		Tyne & Wear	0	
		<b>Total: 9</b>		2%
	<b>North West - general scope</b>		2	
		Cheshire	4	
		Greater Manchester	2	
		Lancashire	2	
		Merseyside	0	
		<b>Total: 10</b>		2%
	<b>Yorks/Humbs - general scope</b>		2	
		Humberside	3	
		North Yorkshire	0	
		South Yorkshire	4	
		West Yorkshire	3	
		<b>Total: 12</b>		3%
	<b>East Anglia - general scope</b>		5	
		Cambridgeshire	1	
		Northfolk	2	
		Suffolk	1	
		<b>Total: 9</b>		2%
	<b>Mid Anglia - general scope</b>		1	
		Essex	4	
		Hertfordshire	2	
		Middlesex	0	
		<b>Total: 7</b>		2%
	<b>Midlands - general scope</b>		1	
	<b>East Midlands - general scope</b>		3	
		Derbyshire	5	
		Leicestershire	6	
		Lincolnshire	2	
		Nottinghamshire	3	
		Rutland	1	
		<b>Total: 20</b>		4%
	<b>West Midlands - general scope</b>		2	
		Hereford + Worcs	4	
		Shropshire	2	
		Staffordshire	2	
		Warwickshire	0	
		West Midlands	1	
		<b>Total: 11</b>		2%
	<b>South Midlands - general scope</b>		3	
		Bedfordshire	2	
		Buckinghamshire	2	
		Northamptonshire	4	
		Oxfordshire	0	
		<b>Total: 11</b>		2%
	<b>London - general scope</b>		8	
		London boroughs	9	
		<b>Total: 17</b>		4%
	<b>South East - general scope</b>		3	
		East Sussex	1	
		Kent	2	
		Surrey	2	
		Sussex	2	
		West Sussex	1	
		<b>Total: 11</b>		2%
	<b>South West - general scope</b>		3	
		Avon	1	
		Cornwall	2	
		Devon	1	
		Gloucestershire	5	
		Somerset	1	
		<b>Total: 13</b>		3%
	<b>Wessex - general scope</b>		7	
		Berkshire	2	
		Dorset	3	
		Hampshire	3	
		Isle of Wight	2	
		Wiltshire	3	
		<b>Total: 20</b>		4%
<b>TOTAL:</b>			<b>459</b>	

**Table 4: Geographical distribution of regional and county frameworks**

The distribution of frameworks of local scope obviously relates very closely to local circumstances and local interest and necessity. Some areas are well covered, and others not at all (Table 5). The general distribution of local frameworks and strategies correlates broadly with the known archaeological resource, but there are also significant gaps which should be filled. In order to identify those areas which might merit a separate framework, it will be necessary to carry out an assessment of the local resource (perhaps as part of a regional or county framework).

	REGIONS	COUNTY	NUMBER	PERCENT
	North			
		Cleveland	2	
		Cumbria	5	
		Durham	4	
		Northumberland	4	
		Tyne & Wear	7	
		Total: 22		11%
	North West			
		Cheshire	3	
		Greater Manchester	1	
		Lancashire	2	
		Merseyside	1	
		Total: 7		3%
	Yorks/Humbs			
		Humberside	6	
		North Yorkshire	20	
		South Yorkshire	0	
		West Yorkshire	0	
		Total: 26		13%
	East Anglia			
		Cambridgeshire	3	
		Norfolk	3	
		Suffolk	2	
		Total: 8		4%
	Mid Anglia			
		Essex	7	
		Hertfordshire	5	
		Middlesex	2	
		Total: 14		7%
	East Midlands			
		Derbyshire	2	
		Leicestershire	2	
		Lincolnshire	10	
		Nottinghamshire	5	
		Total: 19		9%
	West Midlands			
		Hertford & Worcs	7	
		Shropshire	6	
		Staffordshire	4	
		Warwickshire	2	
		West Midlands	4	
		Total: 23		11%
	South Midlands			
		Bedfordshire	1	
		Buckinghamshire	2	
		Northamptonshire	2	
		Oxfordshire	5	
		Total: 10		5%
	London			
			9	
		Total: 9		4%
	South East			
		East Sussex	4	
		Kent	3	
		Surrey	4	
		West Sussex	1	
		Total: 12		6%
	South West			
		Avon	9	
		Cornwall	3	
		Devon	6	
		Gloucestershire	8	
		Somerset	4	
		Total: 30		15%
	Wessex			
		Berkshire	6	
		Dorset	5	
		Hampshire	9	
		Isle of Wight	1	
		Wiltshire	5	
		Total: 26		13%
	<b>TOTAL:</b>		<b>206</b>	

Table 5: Distribution of local frameworks by County (Appendix 8.3)

### 3.1.3 Content

The diversity of many of the frameworks is reflected in the wide variation of periods covered (Table 6). Over half are multi-period, and many cover the transition from one period to the next. The chronological distribution of frameworks undoubtedly reflects the interests of originators, the perceived importance of certain topics, and the relative popularity of some periods, as well as practical necessity. The full range of the archaeological resource is not well reflected, and some periods are certainly under-represented. Obvious gaps can be identified, and steps taken to achieve a better balance.

PERIOD	TOTAL	PERCENT
<b>MULTI-PERIOD</b>	390	54%
<b>PREHISTORIC - R-B</b>	5	1%
<b>PREHISTORIC</b>	25	4%
<b>PALAEOLITHIC</b>	3	<1%
<b>PALAEO - MESO</b>	2	<1%
<b>MESOLITHIC</b>	2	>1%
<b>NEOLITHIC</b>	21	3%
<b>NEO - BRONZE AGE</b>	12	2%
<b>NEO - R-B</b>	1	<1%
<b>BRONZE AGE</b>	18	3%
<b>BRONZE AGE - IRON AGE</b>	6	1%
<b>IRON AGE</b>	19	3%
<b>IRON AGE - R-B</b>	4	<1%
<b>ROMANO-BRITISH</b>	60	9%
<b>R-B - MED</b>	1	<1%
<b>R-B - SAXON</b>	2	<1%
<b>SAXON</b>	13	2%

SAXON - MED	11	2%
MEDIEVAL	66	10%
MED - P-MED	25	4%
MED - MODERN	3	<1%
POST-MEDIEVAL	25	4%
P-MED - MODERN	6	<1%
<b>TOTAL:</b>	720	

**Table 6: Chronological range of framework documents**

The list of specific topics and subjects covered is also unrepresentative of the resource (Table 7). A number of subjects are quite well represented, but others are under-represented or entirely absent. Obvious gaps should be identified, and appropriate steps taken to achieve more balanced cover.

SUBJECT MATTER	TOTAL	PERCENT
AERIAL PHOTOGRAPHY	2	<1%
ARCH BIBLIOGRAPHY	3	<1%
ARCH COLLECTIONS	13	3%
ARCHAOMETRY	3	<1%
BUILDINGS	6	1%
BURNT MOUNDS	1	<1%
CAVES	1	<1%
CERAMICS	11	2%
CHURCH ARCHAEOLOGY	2	<1%
COASTAL ARCHAEOLOGY	3	<1%
CONSERVATION	2	<1%
DENDROCHONOLOGY	2	<1%
ENVIRONMENTAL ARCH	22	5%
EXPERIMENTAL ARCH	2	<1%
FINDS	1	<1%
FLOOR TILES	1	<1%
FRONTIER WORKS	2	<1%
GARDEN ARCHAEOLOGY	1	<1%
GENERAL ARCHAEOLOGY	195	43%
HISTORIC LANDSCAPES	1	<1%
HISTORIC RESEARCH	1	<1%
INDUSTRIAL ARCHAEOLOGY	31	7%
LANDSCAPE ARCHAEOLOGY	1	<1%
LINEAR EARTHWORKS	1	<1%
LITHIC STUDIES	3	<1%
MARITIME ARCHAEOLOGY	3	<1%
METALLURGY	3	<1%
MOATED SITES	1	<1%
MOSAICS	1	<1%
ROCK ART	1	<1%
RURAL ARCHAEOLOGY	1	<1%
RURAL SETTLEMENT	4	<1%
SETTLEMENT/CERAMICS	1	<1%
SETTLEMENTS	5	1%
SOILS	4	<1%
URBAN ARCHAEOLOGY	121	27%
<b>TOTAL:</b>	456	

**Table 7: Main subject areas of frameworks**

### 3.1.4 Function

The range of documentation was extremely diverse, and could not be easily classified except in summary fashion (Table 8). The large number of management frameworks is enhanced by the 235 MPP Single Monument Class descriptions, which are the basis for the management of scheduled monuments (Appendix 8.2). Of the remaining documents the greatest proportion serve mainly research rather than management imperatives, and the small number of universal frameworks that fulfil both requirements is noteworthy. This emphasises the apparent dichotomy between research and management. The development of universal frameworks will help overcome this problem.

FUNCTION	TOTAL	PERCENT
MANAGEMENT	320	44%

<b>RESEARCH</b>	391	53%
<b>UNIVERSAL</b>	21	3%
	<b>732</b>	

**Table 8: General function of framework documents**

The distribution of frameworks according to their general scope by function and period also highlights gaps and imbalances that should be redressed (Table 9).

SCOPE	FUNCTION	PERIOD	TOTAL
NATIONAL	Management	Multi-period	57
		Palaeolithic	2
		Neolithic	20
		Bronze Age	15
		Iron Age	17
		RB	42
		Saxon	12
		Medieval	51
		P-Medieval	35
		<b>Total:</b>	<b>251</b>
	Research	Multi-period	73
		Bronze Age	1
		Iron Age	2
		RB	7
		Saxon	1
		Medieval	11
		P-Medieval	10
	<b>Total:</b>	<b>105</b>	
	Universal	Multi-period	3
		Medieval	1
<b>Total:</b>	<b>4</b>		
REGION	Management	Multi-period	1
		<b>Total:</b>	<b>1</b>
	Research	Multi-period	39
		Palaeolithic	1
		Bronze Age	1
		Medieval	1
	<b>Total:</b>	<b>42</b>	
	Universal	Multi-period	3
		<b>Total:</b>	<b>3</b>
	COUNTY	Management	Multi-period
Medieval			1
<b>Total:</b>		<b>16</b>	
Research		Multi-period	70
		RB	3
		Medieval	2
		P-Medieval	4
<b>Total:</b>		<b>79</b>	
Universal		Multi-period	3
		<b>Total:</b>	<b>3</b>
LOCAL	Management	Multi-period	35
		RB	1
		P-Medieval	2
	<b>Total:</b>	<b>38</b>	
	Research	Multi-period	102
		Mesolithic	2
		Neolithic	1
		Bronze Age	1
		RB	7
		Medieval	5
P-Medieval	2		
<b>Total:</b>	<b>120</b>		
Universal	Multi-period	9	
	<b>Total:</b>	<b>9</b>	
<b>TOTAL:</b>		<b>690</b>	

**Table 9: Breakdown of frameworks by scope, function, and main period**

The distribution of frameworks by function and period within the regions also shows considerable variation which does not always reflect the underlying distribution of the archaeological resource.

REGION	FUNCTION	PERIOD	TOTAL	
NORTH	Management	Multi-period	1	
		RB	1	
	Research		Total:	2
		Multi-period		23
		RB		3
NORTH WEST	Management	Medieval	3	
		P-Medieval	1	
	Research		Total:	11
		Multi-period		1
YORKS/HUMBSIDE	Management	Multi-period	5	
		P-Medieval	2	
	Research		Total:	5
		Multi-period		25
		Neolithic		1
EAST ANGLIA	Management	RB	1	
		P-Medieval	1	
	Research		Total:	28
		Multi-period		4
MID ANGLIA	Management	Multi-period	3	
			3	
	Research	Multi-period	12	
EAST MIDLANDS	Management	Multi-period	5	
			16	
	Research	Multi-period	1	
		Mesolithic		29
		RB		1
WEST MIDLANDS	Management	P-Medieval	2	
			1	
	Research		Total:	33
		Multi-period		2
SOUTH MIDLANDS	Management	Multi-period	2	
			7	
	Research	Multi-period	19	
		RB		2
		Medieval		1
LONDON	Management	P-Medieval	1	
			1	
	Research		Total:	23
		Multi-period		1
SOUTH EAST	Management	P-Medieval	1	
			2	
	Research		Total:	13
		Multi-period		6
		Multi-period		12
SOUTH WEST	Management	Medieval	1	
			1	
	Research		Total:	13
		Multi-period		30
WESSEX	Management	P-Medieval	1	
			31	
	Research	Multi-period		12
		Multi-period		28
		Mesolithic		1
WESSEX	Management	Bronze Age	2	
		Medieval	1	
	Research		Total:	32
		Multi-period		3

Table 10: Breakdown of regional frameworks by function and period

### 3.1.5 Conclusions

- There was a good response to the survey which was generally representative of the discipline, although museums and individuals are under-represented; further work should address this gap.
- The survey focused mainly on England. The initiative should be extended in partnership with sister organisations to cover the whole of the United Kingdom.

- Coverage of regional and county frameworks should be extended where gaps have been identified and where it is considered inadequate.
- In order to identify those areas which might merit a separate framework, it will be necessary to carry out an assessment of the local resource (perhaps as part of a regional or county framework).
- The content of existing frameworks is unrepresentative of the archaeological resource; the discipline should consider extending the geographical scope of frameworks to achieve a better balance.
- The development of well-constructed universal frameworks will help to overcome the dichotomy between management and research.

## 3.2 National bodies

The documents assessed in this group are very diverse, reflecting their origin rather than any unity of content or function, and are very wide-ranging in scope.

### 3.2.1 UK remit

#### 3.2.1.1 Council for British Archaeology

Since 1945, the CBA has often taken the lead in setting the national research agenda for British archaeology. One of its first acts was the publication of *A survey and policy of field research in the archaeology of Great Britain* (1948). This was the first real research framework for British archaeology, which stands up remarkably well today. A detailed survey of each period is followed by recommendations for future work; although the intended second volume (post-conquest to post-medieval) was never completed, this is probably the longest and most comprehensive general framework document produced for this country. Thirty-five years later, the CBA published *Research objectives in British archaeology* (1983), organised by topic (reflecting the CBA's then specialist committee structure), which concentrates entirely on research objectives. Some topics were at a more advanced stage of development than others, and two more detailed topic-based documents for archaeological science and urban archaeology were published subsequently. The former has a strategic scope and concentrates on research objectives; the latter comprises detailed frameworks and priorities. Both documents were influential, but are no longer current, and there has been no attempt to update them or produce a new version of the 1983 document. A range of other CBA documents have been published that address specific topics or periods (including conference proceedings), but these are varied in quality, sometimes unfocused, with little or no supporting data, and are generally lacking in authority or cohesiveness. Exceptions include documents based on surveys (effectively frameworks) which also discuss priorities (ie *Historic Churches: a wasting asset* (1977) [380]). A noteworthy attempt to address the issue of policy at a regional level is represented by *Wessex and Archaeology: opportunities, priorities and management in the 1990s and the new millennium* (1994) [103], produced by the CBA Wessex Group.

#### 3.2.1.2 Institute of Field Archaeologists

The IFA and its special interest groups is in good position to promote the creation of topic-based research frameworks but has yet to realise that potential. The Maritime Affairs Group has produced a discussion paper [639] in response to the survey which includes a list of requirements stressing the need for an integrated series of period and topic reviews to form the basis for a future framework.

#### 3.2.1.3 Society of Museum Archaeologists

The Society for Museum Archaeologists has recently published a Forward Plan for 1995/96 - 1997/98 which outlines the aims and past achievements of the society, and defines a chronological framework for practical actions that can be undertaken to achieve these aims. The society places a strong emphasis on the role of

museums within the essential unity of the discipline to foster cooperation with other archaeological organisations and to campaign for integrated nationwide archaeological coverage.

#### 3.2.1.4 The Council for Independent Archaeology

The Council for Independent Archaeology has published proposals for the role of local societies in PPG-16, which highlights some of the problems faced by many local societies. The need for national societies, regional groups, county societies, and local societies to come together with universities and other bodies to participate in research is emphasised, as is the very valuable contribution that can be made by independent archaeologists to the life of the discipline.

### 3.2.2 National remit

#### 3.2.2.1 English Heritage

Strategic priorities for central government funding of archaeology were developed in the 1970s. The national period and topic societies submitted research priorities to the Ancient Monuments Board, and in 1978 the Board first proposed the linking of funding to national research strategies (*Towards a conceptual framework for British field archaeology* (1978)). This approach was outlined in a paper which forecast the adoption of that policy in 1980 and beyond (Wainwright 1978). Successive policy statements on rescue grants were issued which emphasised the need for proper research designs (Inspectorate of Ancient Monuments 1982, 1984, English Heritage 1984, 1985, 1986, 1987). The period societies continued to submit papers throughout the 1980s and, in most cases, published revised versions of these. All this activity culminated in the circulation of a consultative document, *Developing frameworks: policies for our archaeological past 1979 - 1999* in 1990, which was subsequently published as *Exploring our past* (1991). Together with *Management of Archaeological Projects* (1991) these papers defined a strategic policy framework for the 1990s for the allocation of English Heritage funds in response to the fundamental changes in procedure and practice implicit in PPG-16. That programme - the Archaeology Commissions Programme - covers a variety of activities relating to the identification, protection, better understanding, management, and recording of archaeological sites, buildings, and landscapes, and increasingly concentrates English Heritage's own resources on strategic objectives. Summaries of English Heritage funding in support of *Exploring our past* appear in *Archaeology Review* which since 1988 has provided an annual review of archaeological activities within English Heritage. A central recommendation of *Exploring our past* was the creation of regional syntheses to assess results of previous work, to identify and quantify threats to the regional resource, and to judge the suitability of particular regions for addressing major research problems.

In 1984 the archaeological resource was quantified for the first time in *England's archaeological resource* which, together with *Ancient monuments in the countryside* (1987), which reviewed management pressures on different landscape forms and recommended management frameworks, provided the background for the Monuments Protection Programme.

The Monuments Protection Programme has produced a wide range of documentation in pursuit of its objectives. The **Single Monument Class Description** is an assessment and a management tool which includes a summary of the current state of knowledge for each monument class, and comprises a framework for the protection of single monuments. There is no strategic element beyond a general statement concerning the future management of monuments. There is a significant range of variation in Single Monument Class Descriptions, because all monument types are described within the same format, in documents of similar size. Some are inevitably more authoritative than others, and there are significant differences in the quality of documents prepared by different authors. The Monuments Protection Programme Industry Reports are similar to Single Monument Class Descriptions, and the level of detail is universally high. Many also contain sections on priorities and recommendations which, although concentrating on management issues, do highlight potential areas for future research. A statement has recently been published outlining the approach of the Monuments Protection Programme to Industrial Archaeology (Stocker 1995).

A number of documents relating to specific regions have been produced by English Heritage, which vary enormously in scope and content. These include regional or county frameworks (ie *Archaeology in Kent* (1989), *Priorities for the East Midlands: some suggestions* (1993)) and internal documents (*Archaeology in York: an*

assessment (1984), as well as studies funded by English Heritage (*York development and archaeology study* (1991), and *A strategy for coastal archaeology in Northumberland* (1994)).

English Heritage has also produced subject reviews including *Environmental archaeology: a regional review* (1984 and 1987), which provided detailed regional summaries of past work together with recommendations for future priorities. These will be superseded by new reviews now being commissioned, which will cover the north, the midlands, and the south. Reviews of other topics (notably ceramic studies) also set out the current state of knowledge and identify priorities for future work, and although they include detailed discussion and recommendations concerning methodology, professional conditions, and standards, are clearly research frameworks. In addition, English Heritage has commissioned and published artefact reviews (Fulford and Huddleston 1991, *The current state of Romano-British pottery studies: a review for English Heritage* [10], and Mellor 1994, *Medieval ceramic studies in England: a review for English Heritage* [631]).

During the course of its work, English Heritage produces a very wide range of less formal and often internal documentation or briefing papers, which fulfil many of the functions of research frameworks or strategies. Much of this material remains current long after its original use, and is clearly of considerable interest and value to the discipline, but is often unavailable.

### 3.2.2.2 The Royal Commission on the Historical Monuments of England

The RCHME has recently published a Strategic Plan which provides the context, but not the detail, for embarking on a new strategy for the next five years, covering all the areas in which the Commission is involved. To achieve its objectives and responsibilities the Commission is focusing its efforts on selective programmes and a number of priorities have been defined (expressed more tactically in its Corporate Plan and in its annual Business Plan), based on internal strategies concerning future work programmes. One of the principal targets of the Commission is to complete the consolidation and concordance of the Inventory of archaeological and maritime sites and historic buildings, and this is of particular significance for any future assessment of the archaeological resource in national, regional, or local contexts. The Strategic Plan includes criteria for future survey programmes, and more explicit and detailed strategies following the principles set out in the Plan will pave the way for specific projects generated either by internal or external requirements. Thematic or geographical projects of national significance, aimed at collating and upgrading data held in the NMR, will create a consistent database for the use of the discipline, enabling effective resource assessment and the formulation of national research frameworks for specific topics.

### 3.2.2.3 Scotland, Wales, and Northern Ireland

A small number of documents have been submitted by Historic Scotland, CADW, the Environment Service, Department of the Environment for Ireland, the Royal Commission on the Historical Monuments of Scotland, and the Royal Commission on the Historical Monuments of Wales. This material includes corporate plans comprising only very broad policy statements, and strategic documents which outline funding policy and general priorities. In Scotland, period reviews were carried out in 1978, defining the current state of knowledge and setting out research priorities (*Rescue archaeology in Scotland*); this was followed in 1984 by an assessment of the success of the earlier objectives (*The research relevance of the Scottish Development Department's rescue archaeology programme*), and in 1992 by *Research themes and rescue archaeology* which summarises the achievements made since 1978 and discusses the future implementation of research and management strategies. A statement setting out the priorities for Historic Scotland's archaeology programme is currently under preparation. CADW have recently outlined funding policies and priorities (*A strategic framework for funding archaeological work in Wales*, 1994), and broad strategies for the management of historic monuments in Northern Ireland are set out in *The Environment Service Corporate Plan 1994-97*, 1994.

### 3.2.3 Conclusions

- The coverage of current research frameworks for specific topics in a national context is uneven.
- Only environmental archaeology has a real research framework in a topic-based and regional context which is actively being updated. The structure of the frameworks being generated by the English Heritage Ancient Monuments Laboratory and its contractors comprising a review of past work, an

assessment of potential, and a statement of research priorities, provides an excellent model.

- The CBA has played a significant part in the creation of topic-related research frameworks and, because of its broad membership and regional structure, could be well placed to play an important role in future work.
- No national body is systematically attempting to develop regional research frameworks.
- Documents published by the CBA provide some excellent models for structure and content. English Heritage's *Exploring our past* also provides a thematic structure for future national frameworks. Any framework should justify the themes it sets through reference to national frameworks for each period and topic.

### 3.3 Curators

The documents examined in this category fall into two main groups: general frameworks written by local government curators and papers directly related to the planning process. Only those directly concerned with the planning process form a cohesive and easily recognisable group, although other documents associated with local government and related organisations are closely related.

General frameworks were being drawn up by local government employees (museum staff, local authority units, and county and district archaeologists) throughout the 1970s and by the early 1980s commonly contained local government policy statements. During the 1990s local planning authorities began producing local plans which often included extensive statements of archaeological policy. These changes to the structure, form, and content of local government plans were paralleled by changes resulting from the implementation of PPG-16. The recognition of archaeology as a significant resource by local authorities during the 1970s and early 1980s had resulted in the employment of archaeologists who began to audit the local resource. There has been a corresponding growth in related documentation (in the form of general frameworks or management documents) concerned with specific problems or objectives. In this context some local government archaeology officers are now developing a new generation of frameworks and are coming together to formulate regional frameworks.

#### 3.3.1 Guidelines

Prior to 1990 there was no standardisation of local authority documents, and the Sites and Monuments Records were rarely used to enhance and promote supporting documentation. Two recent guidance papers will undoubtedly change this situation.

1. *Archaeology: executive summary (the association of district councils, 1993)*  
sets out the intended policy of district authorities towards the archaeological resource and includes a number of significant objectives: the need for fieldwork to enhance the Sites and Monuments Record and to ensure that new sites are brought within the scope of appropriate archaeological policies, and the need to carry out research using Sites and Monuments Records to gain an understanding of the historic development of appropriate areas.
2. *The need for regional archaeological strategies (Association of County Archaeology Officers, 1994)*  
This states the case for regional archaeological frameworks formulated by county curators, and provides a useful model for a regional framework supported at county level, utilising available regional and local archaeological resources.

#### 3.3.2 1970 - 1985

During this period the first local government archaeology officers were appointed and field units (often based in local authorities) were being established to deal with the increasing pressures of rescue excavation. The initial involvement of local authorities in the creation of archaeological frameworks was limited,

although the momentum to produce policy statements gathered pace. The main component of all documents is a summary of the archaeological resource, and they frequently include sections describing requirements for future work, but rarely prioritise objectives. Despite much detail, many of these documents have subsequently been ignored or forgotten. Copies were obtained from the CBA library, rather than local government archaeology officers, suggesting that much of this work is now considered obsolete.

By the late 1970s and early 1980s many surveys were produced by local authorities and, although mainly summaries of the archaeological resource, they increasingly contained policy statements for the protection and enhancement of the resource (ie *Hampshire's heritage and a policy for its future* (1979), and *Historic towns in Essex: an archaeological survey of Saxon and medieval towns, with guidance for their future planning* (1983)). Simple resource summaries were also produced and some (ie *Leicestershire archaeology: the present state of knowledge, Vol.3. Industrial archaeology* (1983) are in sufficient detail to allow revision relatively easily. *Archaeology in York: an assessment* (1984) is an excellent example of the quality of the work carried out and has formed the basis for more recent frameworks, demonstrating the potential of this material.

### 3.3.3 1985 - present

During the mid 1980s the volume of documentation decreased until the publication of PPG-16 in 1990 when it increased considerably. Local plans began to take account of archaeology as a matter of course (ie the *Avebury Local Plan* (1992). Although these are usually confined to policy statements, they nevertheless have a profound effect on the process of development and the preservation of the archaeological resource. Many local authorities now publish supporting documents for their archaeological policies (eg *York development and archaeology study*, which built directly on previous work and is supported by the explanatory document *Conservation policies for York: archaeology*). The York example is noteworthy in that the city council accepted that the frameworks outlined in the document will form the basis for future work. This appears to be the furthest that a local authority has gone in recognising the importance of archaeological frameworks and demonstrates the level of commitment that can be achieved for positive preservation policies acting in tandem with a structured research programme.

A number of strategic documents are targeting developers (*Archaeology and development* (1994), and some local authorities are also reaching a wider audience with general archaeological management frameworks. These are often period-based resource summaries and policy statements, designed to explain and increase support and understanding for local archaeological policies (eg *An archaeology strategy for Cheshire* (1991). Some cover geographical areas or environmental zones within the jurisdiction of local authorities (eg the integrated report and management strategy for the Northumberland coast line, *A strategy for coastal archaeology in Northumberland* (1994).

A number of local government archaeology officers are working on the creation of more general research frameworks. The most advanced is the Five Counties Initiative in East Anglia, where draft county frameworks have already been produced as the first step in updating the regional research framework originally produced by the Scole Committee in 1973. These review the resource by period and suggest strategies for future work

Management frameworks are also being produced by other authorities and organisations. *New National Forest: archaeological and historical study: a summary report* (1992), summarises the results of an archaeological study in the area of the New National Forest and presents a mitigation strategy for the proposed tree planting program. *Yorkshire Dales National Park: the lead industry* can be compared with the relevant Monuments Protection Programme documentation. The MPP provides a national framework for all monuments in a particular class, which could also form the basis for local management strategies.

### 3.3.4 Conclusions

- Much material produced in the past has been forgotten, or is considered irrelevant and/or out of date, and the project team has not had access to all pre-1985 documentation.
- Only a few counties or cities (eg York, Hampshire, Essex) have a continuous sequence of documents spanning recent decades. Many documents compiled over ten years ago have subsequently been ignored, and in some areas documents earlier than 1990 do not appear to exist. The lack of continuity

can probably be ascribed to changes in local government priorities regarding archaeological frameworks.

- There is increasing pressure from the European Community and central government to evolve and implement conservation policies in relation to planning procedures, and to conduct environmental audits (including on archaeology). Local government plans together with supporting documentation will therefore continue to be produced as required.
- Only a small number of documents can realistically be described as regional frameworks, eg *the Scole Report* (1973) which is being revised by the local government archaeology officers of East Anglia.
- Other regional frameworks have been produced in response to specific management needs (eg *The planting of the New National Forest* [136]) and cover particular locations or areas, rather regions.
- There is some progress in the development of county frameworks and strategies (eg Hampshire, Hertfordshire, Northamptonshire), although there is little consistency in approach.
- There is a trend towards the development of resource management frameworks integrated with and driven by the demands of the planning process.

## 3.4 Universities

Responses from university Departments of Archaeology were disappointing. Few documents were submitted, and the majority were not relevant to the issues being addressed. Most summarised current research projects either in progress or which have already taken place. Inevitably, projects were related to the research profiles of specific individuals or institutions, and do not refer to general research frameworks on which they may have been based.

## 3.5 Contractors

Documents submitted by contractors overlapped considerably with those of local authorities; this was especially true of pre-1985 documents which reflected closer structural links with local authorities. During the late 1980s and early 1990s, field archaeology units generally disengaged from the planning process and began to produce internal management or business plans as well as documentation prepared for prospective clients. At the same time, and partly in response to structural and organisational changes within English Heritage, many units evolved new methodologies for the formulation of project proposals and research designs.

### 3.5.1 Management plans and annual reviews

Predominantly produced in the late 1980s-1990s, these are mainly management frameworks and/or strategies, which lay out a structure for the everyday business of an organisation together with objectives for the future. Some also contain substantive sections detailing objectives for data collection and future research (eg *Cornwall Archaeology Unit Forward Plan* (1990)).

In contrast, annual reviews usually comprise a précis of work undertaken during a given year and are not usually relevant; occasionally they include organisational research objectives (eg the *Annual reviews of the Cotswold Archaeological Trust*).

### 3.5.2 Strategic documents prepared for local authority clients

Some contractors have been commissioned to produce strategic documents on behalf of local authority clients (eg *An archaeological survey of Scarborough* (1987), although it is difficult to estimate the range and volume of this material because many such documents are confidential.

### 3.5.3 Joint research frameworks

A number of field units based within universities (eg Birmingham University Field Archaeology Unit, Lancaster University Archaeology Unit) often incorporate research aims into their organisational and project documentation because of their position within the university environment. At least one university department is actively working in partnership with professional field archaeology units to produce a research framework for a longer-term regional and thematic programme of research (*The Tyne Solway Ancient And Historic Landscapes Research Program* (1993). This project was established jointly by the departments of archaeology and geography at the University of Newcastle upon Tyne in order to integrate their own research and that of other organisations and individuals working in the Tyne Solway corridor. There are also indications that some contractors are beginning to plan cooperative research programmes and joint initiatives.

#### 3.5.4 Regional frameworks

Contractors participate in the formulation of regional frameworks in a number of different *fora*. The East Midland Committee of Field Archaeologists developed a series of regional priorities (*Priorities 1977*) which is comparable to the *Scole Report*, although much less integrated. The five-year reviews and policy statements produced by the Trust for Wessex Archaeology should also be considered in this category (*A policy for archaeological investigation in Wessex 1981 to 1985* (1981) and *Archaeological investigation in Wessex; a five-year review* (1986).

#### 3.5.5 Project proposals/research designs

A number of documents submitted set out research or management frameworks for proposed research projects (eg *Outline proposal for a study of the hinterland of Roman Carlisle* (1993), and *Settlement and environment on the south eastern Stafford gravels: new approaches to a threatened resource* (1993). In some cases contractors have proposed projects to create research frameworks (eg *The archaeology of the West Midlands: overview and research strategies: Prehistory* (1994).

### 3.6 Special interests

#### 3.6.1 National period societies

In the mid 1970s the national period societies submitted statements of research priorities to the Ancient Monuments Advisory Committee. These were generally concise documents, based on current gaps in knowledge and the societies' own research interests, and provide insight into the research needs of the 1970s. Later submissions to AMAC formed the basis for a number of published policy statements in the mid-late 1980s.

##### 3.6.1.1 The Prehistoric Society

In the mid 1970s two topic-related documents present specific cases for the prioritisation of research for round barrows and the Neolithic period. *National priorities for prehistoric archaeology* (1981) is an early version of *Prehistory, priorities and society: the way forward* published by the society in 1984. It is much more comprehensive than the published statement, and includes detailed justification for the priorities agreed by the society. A revised policy document, *Saving our prehistoric heritage: landscapes under threat* (1988) differs little from the 1984 version except for the inclusion of a five-year plan. An accompanying submission prioritises funding in the context of rescue archaeology, but without detailed supporting documentation. Although sometimes lacking background detail, the Prehistoric Society has, throughout this period, made a consistent and positive contribution to the debate about research priorities.

##### 3.6.1.2 The Roman Society

The first draft of the Society for the Promotion of Roman Studies' policy document *Priorities for the preservation and excavation of Romano-British sites* (1985) is dated 1983, and as is the case with the

Prehistoric Society it contains a much greater level of detail than the published version, which also limits the effectiveness of the final document. The 1985 document is disparate in its content and its coverage is so comprehensive that it fails to achieve any prioritisation for the themes of Roman archaeology.

### 3.6.1.3 Society for Medieval Archaeology

In 1987 the Society for Medieval Archaeology published a concise and well-structured strategy for medieval archaeology which includes a summary framework for priorities and policies (*Archaeology and the Middle Ages* (1987). Other documentation setting out priorities for sampling medieval towns and research priorities in rescue archaeology provides little or no supporting evidence for the selection of priorities.

### 3.6.1.4 Society for Post-Medieval Archaeology

The Society for Post-Medieval Archaeology has published a very summary statement setting out the society's strategic research interests (*Resource priorities for post-medieval archaeology*, (1988). This is currently being revised.

### 3.6.1.5 Association for Industrial Archaeology

In 1991, the Association for Industrial Archaeology published *industrial archaeology: working for the future* with the express purpose of persuading funding bodies to increase the level of financial support for industrial archaeology by recommending priorities for research and conservation. The approach adopted is generalised and does not address priorities, and should only be considered a first step in the development of research frameworks for industrial archaeology.

## 3.6.2 Local and county societies

The response to the survey by local and county societies was limited, and only a small number of relevant documents was submitted, including site- and project-specific as well as more general material such as *A policy for archaeological investigation in Wessex*, (Wessex Archaeology Committee 1981), and *Wessex and archaeology - opportunities, priorities and management in the 1990s and the new millennium* (Forum for Archaeology in Wessex and the CBA, 1993).

A number of county societies have produced county overviews, and *The archaeology of rural Dorset. past, present and future* (1982) is an example of what can be achieved by cooperative work carried out under the umbrella of an active county society. This comprises a thorough review of the county, examining processes of natural decay, agricultural damage, and period reviews, and concludes with a policy overview intended to address problems relevant not just to Dorset but to the discipline as a whole. The establishment of a regional forum for Wessex archaeology continues to promote active discussion in county and regional contexts.

Two documents produced by the Wiltshire Archaeological and Natural History Society cover the countryside and towns of Wiltshire, and together provide a relatively comprehensive framework for the county. *Archaeology in the Wiltshire countryside* (1976) examines the results of a period survey of the status and preservation of sites in rural Wiltshire, and makes policy recommendations based on a comprehensive account of opportunities and research priorities. *Wiltshire towns: the archaeological potential* (1976) presents the evidence to enable decisions to be made about the effective distribution of archaeological resources. It summarises an outline of the evidence, a bibliography, and a definition of the basic research questions for each town, and makes recommendations for future work.

Most initiatives carried out by county societies are at least 15-20 years old and the general absence of new material demonstrates that an important source of commitment and enthusiasm, as well as a considerable wealth of expertise, is being lost to the discipline.

## 3.6.3 Special interest groups

A wide range of special interest groups provided information and documentation, representing activity at different levels and scales; only a sample of this material is summarised here. Some special interest groups have been very active in setting and pursuing research strategies relevant to their interests, while others only exist as discussion groups and information exchanges.

The Medieval Settlement Research Group has been active in devising research strategies throughout its existence, and has produced four documents between 1984 and 1993 which provide a useful insight into the development of research attitudes during this period. Two memoranda prepared in 1984 examined approaches to the excavation and the preservation of rural medieval village sites and jointly made the case for the preservation of deserted medieval villages using management agreements and the excavation a small number of carefully selected sites over a long period to address outstanding research questions (*The preservation of deserted medieval village sites* and *the excavation of medieval settlement sites*). These proposals exemplify the formulation and implementation of carefully constructed strategies, and demonstrate what can be achieved by the well informed and well focused efforts of a special interest group. The group's statement of excavation policy in 1988 moves away from the earlier proposals and suggests the formation of a coherent medium-term research strategy based on survey, assessment, and evaluation of a representative selection of the best-preserved examples of threatened sites in order to collect the data necessary for the formulation of a more detailed research strategy. The current strategic Monuments Protection Programme project, *Mapping the diversity of medieval settlement*, which aims to define settlement zones in order to provide a national framework for regional studies originated with a project design proposed by the group. That these policy and research proposals have changed and evolved is not surprising; what is important is that the group have continued to discuss and engage relevant issues to provide a clear focus to the work of specialists.

Some special interest groups are still formulating resource assessments, albeit sometimes in considerable detail, and have yet to address strategic and policy issues. As well as collective work carried out by special interest groups, some important topics have also been addressed by individuals. *Mining sites in Britain: priorities for research and preservation* (1991), for example, aims to set the foundation for a corpus of well-recorded and published excavation reports on mining sites of all periods and types. Work of this nature demonstrates the fundamental importance of properly documenting and characterising the resource before strategic and policy issues can be addressed. It also identifies potential as well as emphasising the need to identify areas and topics where previous work has been so limited that almost any well-designed research will significantly advance understanding.

Many special interest groups are concerned with the study of artefacts, and while the research output of such groups is high (particularly in the form of conference proceedings), few have developed research frameworks. The Prehistoric Ceramics Research Group has issued a general policy statement that outlines a number of basic objectives, but which deliberately does not define a research strategy other than identifying key priorities (*The study of later prehistoric pottery: general policies* (1991)).

Special interest groups are currently quite active and have produced more documents during the last five than over the past 20 years. However, the sample examined is quite small, and very diverse. Many wish to develop research frameworks relevant to their own interests, but much of this work is carried out in a vacuum, with little reference to work already undertaken for other related topics. The differences of approach are striking, and hinder the usefulness of such documents to the discipline as a whole.

## 3.7 Conclusions

- All 727 documents received have been examined; this represents a proportion of the total number of relevant documentation that must exist. Some irrelevant material has been submitted, but the project archive includes details of most key works and is probably a representative sample. Some significant material may have been missed.
- Frameworks have been produced from many sources, the range of documentation was extremely diverse, and it is difficult to identify any underlying unity.
- There is little evidence of communication and cross-fertilisation between individuals and organisations, and potentially valuable material has been lost or forgotten.
- Many documents lack corroborative material, and priorities are often unjustified and ordered without reference to assessment of the resource and therefore do not necessarily reflect the needs of the

discipline.

- The lack of a clear definition of what constitutes a research framework demonstrates an absence of consensus, although the material serves so many different functions that there may be no good reason to expect consistency or shared aims.
- The coverage of national frameworks for specific topics is uneven, and whole counties, regions, natural areas, and topics lack any framework at all; many which do exist are out-of-date or unusable.
- There are no systematic attempts to develop regional or county frameworks, although a number of excellent models for such documents exist.
- Thematic or chronological gaps may be linked to the uneven distribution of practising archaeologists than to actual gaps in knowledge.

## 4. General perceptions

### 4.1 General issues

#### 4.1.1 Introduction

The project was enthusiastically and almost universally welcomed; it was considered a timely and useful contribution to a debate that many felt had gone on too long without resolution. The hope was repeatedly expressed that the English Heritage initiative would galvanise the discipline into addressing perceived problems and finding workable solutions. Everyone contacted (individuals and representatives of organisations) expressed support, and declared a willingness to engage in the debate, and actively to contribute to the implementation of solutions.

A number of common issues emerged of fundamental concern to most parts of the discipline, and these have been summarised. There was considerable unanimity over many issues, especially the identification of problems, but this was not universal. Inevitably differences occurred within and between different sectors of the discipline, and those engaged in different areas of archaeological work often placed a very different emphasis on particular issues.

This section of the report records the wide range of perceptions gathered during consultations, arranged thematically and, where appropriate, by functional sector.

#### 4.1.2 Aims and purpose

Whatever solutions are ultimately agreed, there was complete unanimity that local, regional, and national research frameworks are required, and that these should be pragmatic, flexible, and dynamic documents that should not in any way prescribe future agendas or work programmes. There was a strong body of opinion that the formulation of frameworks should be shared by the entire discipline. Discussion about how to achieve this ranged widely, and no obvious solution emerged, but there was agreement that this process presented an ideal opportunity to strengthen and exploit the academic skill present throughout the discipline, and to marry the technical excellence and project management skills present in field units with the high academic standards of the universities. There was almost universal agreement on the need to stimulate a wide-ranging debate about archaeological priorities at all levels, and this should also be an integral part of any future initiative.

#### 4.1.3 Scale

There was a great deal of discussion about the criteria that should be employed in the geographical definition of local and regional frameworks. The opinion was often expressed that there was a need to make a pragmatic distinction between academic requirements (usually regionally based) and practical realities expressed by local government boundaries.

It was considered that regional research frameworks require a geographical coherence but must also relate to current political and administrative boundaries if they are to be relevant to the management of the archaeological resource through the planning process. The point was often made that, whatever criteria were employed (topographic, cultural, historic, or modern political), any boundaries would be more or less arbitrary. Several respondents suggested that use of the term *regional* would encourage dubious territorial arguments, and preferred *area*. A number questioned the need for a regional context at all, and argued that there has always been a local distinctiveness with a direct cultural link connecting the local with the national, but that, conversely, national concerns are often not very important locally. Many felt strongly that there were too many different *regional* structures already in existence (ie EH, CBA, IFA, RCHME), and that a current organisational structure such as the Council for British Archaeology (a body with a UK-wide remit and the relevant research aspirations) should be utilised. It was also frequently suggested that a

grouping of several adjoining counties is likely to define as good a region (for England) as any other, and would also permit the study of developments within, and across, ancient boundaries.

There was also a strong body of opinion that local government and administrative units do not reflect present-day topographical areas or past cultural or political zones and are not therefore a suitable basis for the development of research frameworks. There was considerable agreement that the discipline should move away from a predominantly site-specific approach, and continue the trend to wider-scale survey as a starting point for subsequent enquiry. It would then be possible to follow thematic priorities within logical and regional frameworks (river valleys, themes through time, etc).

Opinions varied whether there is any advantage to a regional rather than a county approach. Regions (however defined) cross administrative boundaries, and create a wider context for the justification of decisions but may make little or no archaeological sense. County diversity was sometimes seen as hindering understanding in a regional context. Some considered both a regional and a county-based approach to be wrong, and that frameworks should be based on landscape types defined by multiple criteria leading to a definition of regions by the chronological study of major landscape blocks.

Views therefore divided between concerns to establish logical and consistent geographical regions relevant to the pursuit of particular academic research questions, and the need for regions to be defined by administrative boundaries. One of the challenges that faces the discipline in the context of current discussions is how best to achieve a useful and workable balance between these two sometimes conflicting perceptions.

#### **4.1.4 National strategy**

There is general agreement that there is a pressing need to promote the articulation and dissemination of research frameworks, rather than attempting to devise specific agendas or strategies. It is felt that the priority must be to establish what has been learnt about the archaeological resource, and to make that knowledge accessible. The impact of major reviews, such as the Monuments Protection Programme or the Monuments at Risk Survey, in identifying topics where current knowledge is inadequate to support the development of policies or identify appropriate actions is widely recognised, as is the need for general access to the data generated by such projects.

It has been suggested that there is an intellectual vacuum at the heart of conservation strategies. Whether this is accepted, there is a genuinely felt need for the formulation of **conservation** strategies, as distinct from **research** strategies, that are threat- or issue-led rather than thematically based, that are directly related to planning frameworks, and that are publicly accountable as supplementary planning advice. At present it is widely felt that there is no coherent framework for defending and protecting archaeological remains which are not of national importance, and that there is a need to ensure the provision of more explicit advice than is currently available. The perceived need may therefore be not for research frameworks but for policies and strategies which integrate research findings with planning procedures in order to aid those who have to channel limited resources to the most appropriate projects. The view was often expressed that the process of producing research frameworks may be more important than any potential product. Certainly it was considered essential by many respondents that conservation-led issues should be a primary component of English Heritage's own strategic agendas. There were also significant concerns that archaeology was as yet insufficiently integrated with other components of the conservation world, and that, although there were valuable organisational contacts, the archaeological awareness of other bodies at officer level could only realistically be increased by developing staff exchanges, joint training, and joint research.

#### **4.1.5 Conclusions**

- There is an accepted need for flexible, non-prescriptive, local, regional, and national research frameworks.
- There should be a wide ranging debate about archaeological priorities and the development of consistent conservation and research.

- A balance must be found between the practical requirements of local government archaeology officers and the definition of coherent geographic and academic regions.
- Existing regional organisational structures should not be unnecessarily duplicated.
- Regional and local research frameworks must be capable of integration with other archaeological frameworks in a United Kingdom and pan-European context, and with other types of environmental frameworks within England.

## **4.2 Curators**

### **4.2.1 Policy and strategy**

There is a widespread perception that existing national, regional, and local research strategies are weak, and the need for new frameworks and strategies has been formally endorsed by the Association of County Archaeology Officers and the Association of District Archaeology Officers. Relevant strategies are implicit in the work of most county and district archaeological officers, but these vary in the degree of formalisation and often include policies which have not been explicitly stated or set down. A considerable amount of guidance already exists throughout most of England, but in separate publications. It takes a variety of forms, has no standardised format, and the nature of the topics and the geographical scope also vary widely. It is essential that the discipline at large is aware of earlier studies and documentation, even when no longer current, if only to define areas of ignorance and suggest potentially productive lines of research.

### **4.2.2 Local government conservation policies**

There is widespread recognition and approval for the current shift in existing state funding towards strategic studies (particularly those aimed at poorly understood or inadequately documented aspects of the resource). However, there is also a concern that developer-funded archaeology has subverted the essentially academic basis of the discipline and restricted research opportunities by diverting too much effort into what are perceived by some as straight-forward developer-funded recording exercises rather than research, and by diminishing the frequency with which large-scale excavations are undertaken. Concerns were also frequently expressed that there has been a constant erosion of local research because of the current commercial focus of much archaeological activity.

Research frameworks are considered by many to be important, not just in relation to traditional academic research or work commissioned directly by English Heritage, but to inform the whole development control process as a basis for selecting sites for preservation in a local and county context. It is widely recognised that the case for preservation is not as easily sustained in a local context as in a national. Curators are under increasing pressure to justify recommendations, and in the absence of agreed guidelines have to exercise a considerable degree of professional judgement. Many expressed a need for practical help in everyday decision making, and it is widely felt that research frameworks are needed to support decisions especially when challenged at public enquiry. Most current planning policies (including structure plans etc) are not explicitly built on a research base, and the development of coherent local government curatorial policies which addresses clearly-defined yardsticks is considered by many to be a priority. Curatorial action is often limited to short-term decisions and responses, and there was a strongly expressed desire to restore a long-term perspective to the discipline. There was, however, no broad consensus as to whether formal frameworks should be created, or to what extent this process should be underpinned by a consistent methodology. There were indications that, while the merits of such an approach were widely accepted, it may be neither practical nor possible to agree the means to achieve this. It was agreed that frameworks or policies must be academically and professionally credible and developed by those with appropriate specialist knowledge, but there will be considerable debate about how this may best be achieved.

Some local government archaeology officers suggested that the relationship of research priorities to the development control process was either irrelevant or at best opportunistic. There is a wide perception that opportunities for large-scale rescue excavation are diminishing, and some respondents felt that this should be redressed by targeting central funds towards research projects aimed at quantifying the archaeological resource (such as the English Heritage Monuments at Risk Survey) and addressing specific questions which

should be agreed in a regional context. It would then be necessary to balance the needs of the curators with other local interests in order to maintain the balance between conservation and excavation. In this context, perceived problems related to the implementation of PPG-16 were considered by some to be an unnecessary distraction from the broader issues.

Development sets its own agenda, and planners want access to policies which form a benchmark against which resources can be managed. As the pressures of development increase, policies will need to be academically justifiable and pragmatic. Many local government archaeology officers are anxious that tenders for archaeological work to be carried out under the aegis of PPG-16 should be matched against agreed research objectives set out in a well thought out regional policy document. Local government archaeology officers also wanted to use such frameworks to support the formulation of site management policies, by aiding the selection of areas for intensive work.

#### **4.2.3 The need for strategic policies**

Curators expressed the need to enhance the credibility of the development control process by demonstrating that it has identifiable and accountable objectives and targets, and to demonstrate to prospective developers that the discipline has an intelligible rationale for the requirements they are expected to fulfil. It was considered that the development of strategic policies to underpin the objectives of specific projects (developer funded or not) would achieve this, and provide guidance and support for the prioritisation of decisions in the design of archaeological work. It was thought that this would increase cost-effectiveness and value for money while legitimately maximising the intellectual return on expenditure. Local Plans, design briefs, and other forms of strategic documentation are considered by curators a suitable *locus* to summarise the results of archaeological work, and to set out future aims and objectives. In this context, once the appropriate frameworks and guidelines have been established, policy documents can be used to define essential research requirements and provide a basis for a dialogue on how these may be achieved, as well as relating strategy to identified longer-term threats. Regular review of the relationship between strategic aims and objectives, and results was considered important to highlight those areas which are not being addressed through developer funding, but which should be targeted through other academic or commissioned work. Many local government archaeology officers wished to see strategies related to Local Plans, and considered it essential that they should also address management and preservation issues.

#### **4.2.4 The role of local government archaeology officers and the nature of regional research frameworks**

It is widely accepted that the responsibility of Local Government Archaeology Officers is to investigate the past in order to increase understanding at the same time as managing as effectively as possible the archaeological resource of the area for which they are responsible. There are often tensions between these functions. Local priorities sometimes only relate to individual counties and districts, and regional research frameworks may therefore need to be quite simple in order to integrate different local perspectives and priorities. The view has often been expressed that, to be politically acceptable in local authorities, such documents should not be labelled research frameworks at all, regardless of their actual and legitimate research function. This would devalue their acceptability and usefulness in planning circles where it is considered essential that they are regarded as a management tool. Nevertheless, local government archaeology officers have to take decisions with reference to research-driven goals in order to maintain the academic relevance of the discipline and to demonstrate the interdependence of conservation and academic archaeology.

A number of respondents did not accept that development control should be used as an instrument for directing attention at any particular research problem, and considered any link between research priorities and field opportunities to be fortuitous. A minority view was that, unless research frameworks were kept entirely separate from planning policy frameworks and the planning process, there would be a very real danger of inconsistency across the country. Other curators considered that local authorities can legitimately, and in some cases willingly, adopt the role of a local research council, exercising a growing influence over those who sponsor archaeological work through the planning process. In such cases the local government archaeology officer occupies a pivotal position in influencing what is studied at a local level, and one element of the role of the local government archaeology officer is to close the gap between strategic questions and the data derived from developer-funded projects. Many consider that the best means of supporting local government archaeology officers is to ensure that they have an appropriate level of support

to carry out their practical functions, and to underpin their policy role by establishing formal, and officially sanctioned, research frameworks.

#### 4.2.5 Perceived problems

There was agreement that appropriate policies and strategies which integrated regional and local research objectives with the development control process would lead to a better acceptance of the research values of developer-funded projects. The need for considerable resources to collate and synthesise the available material in order to achieve these objectives was also widely recognised. There was, however, no similar agreement about the mechanisms necessary to achieve this. Concerns were also expressed, particularly amongst contractors, that many practical problems in the commercial sector revolve around the difficulty of matching tenders to briefs and specifications within an appropriate research context. Many felt that in practice it would be difficult to reconcile the application of formal research frameworks with the now widespread process of assessment and evaluation as carried out under PPG-16. There was some recognition, however, that adoption of broad-based regional research frameworks created in the regions with the active involvement of all participants could contribute to easing many current tensions.

For many English counties, some years have now elapsed since the last coherent statement of research aims. Often little has been done in the interim to address those aims by setting up new projects developed or supported by such strategies, by undertaking assessments of the achievements of previously established research priorities, or by conducting a review of progress coupled with the development of new aims. After 30 years of constant archaeological work, there is widespread concern that there is still too much ignorance of the basic archaeological resource, and this is sometimes taken to demonstrate a lack of real commitment to research goals, although the reasons may in fact be more pragmatic and resource-based.

#### 4.2.6 Conclusions

- Research frameworks are needed to support curatorial decisions.
- Appropriate, justifiable, and agreed regional criteria must be established, so that the political case for preservation within a regional framework can be made to local planning authorities.
- Strategies should be related to Local Plans, and address management and preservation issues.
- PPG-16 is generally considered to be working well in most quarters (*Archaeology and planning: review of the implementation of PPG-16*), and concerns may only reflect lack of confidence in the future in a rapidly changing discipline.
- There is a general lack of awareness of existing research frameworks and strategic studies and documentation. This material should be made widely available to define areas of ignorance and suggest potentially productive lines of research.
- The function of frameworks should be to provide academic coherence to the design and analysis of archaeological work to allow effective integration of the public, private, and independent sectors.
- Frameworks will permit curators in national, regional, and local contexts to assess whether the exploitation of the archaeological resource is justifiable in any particular set of circumstances and, if so, to define appropriate and acceptable levels of recording and analysis.
- Research frameworks and associated strategies and policies must be academically and professionally credible, and developed by those with appropriate specialist and local knowledge.
- Frameworks should be mutually agreed by curators, contractors, university-based academics, and independents. The close cooperation and coordination of research within individual counties is vital to this process.
- Archaeological strategies cannot be developed in a vacuum and other disciplines should be closely involved.

- There is widespread concern that there is too much ignorance of the archaeological resource.

## **4.3 Universities**

### **4.3.1 Concerns for the state of British archaeology**

Concerns are increasingly being expressed in the academic sector about the general state of British archaeology (Barrett 1995). These often focus on the perceived lack of vision, the absence of a broad intellectual and practical framework, and the need for all sectors of the discipline to find common ground.

The separation of theory from practice over the last 30 years is considered by some to be especially negative and is often associated with changes in approaches to handling data (from the subjective to the objective). It is argued that reliance on objectivity through over-detailed cataloguing and interrogation has resulted in the ascendancy of routine procedures coupled with routine observations which then limits interpretation and understanding. This perception concludes that field archaeology may be accumulating too much data, without responding to, or engaging with, ideas. At the same time, the curation and management of the archaeological resource are also thought to have achieved an unnecessary primacy over the requirements of archaeological understanding, and this is seen by some as contributing to the increasing fragmentation and lack of confidence in the discipline.

### **4.3.2 The relationship of research and fieldwork**

It is generally accepted in many quarters that the reciprocal relationship between research output and fieldwork does not always function properly; what should be a dynamic association of mutual benefit is not occurring because of difficulties of communication and feedback. There appear to be fewer resources available in the academic sector for synthesising existing work and disseminating results. Conversely, many consider that field archaeology is not sufficiently informed by developments in archaeological theory. Both trends are seen as exacerbating the perceived fragmentation and separation of the various sectors of the discipline. There is agreement that the discipline should not remain divided. There is a very strong body of opinion that the development of field projects (whether in the private, public, or developer-funded sector) should, in addition to the recording and recovery of data, take into account the costs of engaging research issues and contemporary research developments. Some suggest that the perceived fragmentation of the discipline actually masks an underlying unity of purpose, but that research and fieldwork must be made mutually relevant if the developing gulfs are somehow to be bridged.

Many across the discipline wish to see university departments encouraging and expanding contacts between archaeologists, to discuss ideas and through the organisation of and participation in research seminars. It has been suggested that the different requirements of research and development-led excavation can converge, for example in an active field programme that promotes the development of predictive methodologies as a research tool with the objective of matching the quality of archaeological deposits with research agendas linked to development control. There is a widespread belief articulated particularly strongly in the academic community that the discipline as a whole needs to accept the principles that promote research, not simply to establish priorities for future work but as a statement of what is valuable to the archaeological community.

### **4.3.3 University-based fieldwork**

There has been a recent shift in the pattern of fieldwork undertaken by most university departments of archaeology. The present pattern of research funding has caused many in the academic community to disengage from excavation work in England and obliged universities to work abroad. Higher Education Funding Council ratings exercises have also encouraged university departments to seek an international dimension for much of their research, and the increasing trend towards course modularisation also places limits on the ability of universities to conduct fieldwork. It may therefore not be practical for all university departments of archaeology to engage in research activity in international, national, regional, and local contexts at the same time. Local government archaeology officers are sometimes criticised for not encouraging university departments to carry out research within their own localities and many departments

clearly feel alienated from the general thrust of fieldwork in this country. Departments now face considerable financial and competitive pressures within the higher education sector, and this may also contribute to the perceived reluctance to participate in the day-to-day business of field archaeology. Because of these divergent pressures, the career trajectories of academic and field archaeology may no longer fit easily together. This increased divergence and subsequent lack of mobility has further exacerbated feelings of fragmentation and isolation within the discipline.

#### **4.3.4 The impact of curatorial policies**

Many academic respondents consider curatorial issues to have disengaged from the main objective of archaeology enquiry - understanding the past through the observation and interpretation of provisional datasets, although curatorial policies are also often regarded as a positive means of preserving and managing the archaeological resource until such time as it may be appropriate to undertake investigative excavation. Many throughout the discipline consider that if the objectives are to be achieved fundamental changes are necessary to the way in which archaeology is practised and taught, including the relocation or realignment of many of its techniques to new objectives.

#### **4.3.5 The funding of field research**

The role of local government archaeology officers in shaping the future direction of policy and research in their counties and regions has been noted. Some academic respondents regard this, together with the centralised funding power of Non-Departmental Public Bodies such as English Heritage and the Royal Commission on the Historical Monuments of England, to be an over-restrictive situation which stifles freedom of research. It has even been suggested that the presumption in favour of preservation contained within PPG-16 is a denial of the right to undertake independent fieldwork. These concerns, however, relate to perceptions, not necessarily very widely held, about the availability or otherwise of funding for archaeological field research, and perhaps focus overmuch on individuals' perceptions of the suitability of contracting units to carry out field research. In the past, rescue imperatives often provided the only justification needed to initiate field research; today the process is multi-dimensional and much more difficult, and involves the formulation of complex arguments and justifications in order to obtain the necessary opportunity and funding. The problems may, therefore, not be as extreme as perceived in some quarters, and probably relate more to restricted opportunity than to a fundamental structural or philosophical defect in the organisation of archaeology.

#### **4.3.6 The need for research frameworks**

It has been argued that any model of research frameworks requires the creation of an over-formal structure that may not encourage innovative thinking. Some in the academic sector feel this would inhibit the development of exciting and productive research and suggest that the entire concept of research frameworks should be abandoned in favour of fostering a better research climate. Many consider that the most significant advances in research are often achieved by individuals with a personal commitment to a specific topic or subject, rather than by a formal structure of frameworks, agendas, and strategies. In this context, it has been suggested that the discipline may benefit more from fostering the right general climate of approach than by creating formal and rigid structures. If structures are necessary, it was frequently suggested that they should be sufficiently loose to enable individuals to achieve their own research objectives at the same time as relating their work to the wider intellectual framework of the discipline.

#### **4.3.7 Implementing research frameworks**

Many regard the establishment of research frameworks only as an intermediate step towards improving the research performance and output of the discipline as a whole. It is considered equally important (particularly in the academic community) to establish the means to undertake and deliver required programmes of work. It is felt that, if the correct mechanisms could be implemented, this would encourage more university-based archaeologists to participate. The point was also made that much British archaeology is of international significance, but is often under-represented and under-exploited in an international context. Many considered it important that some element of funding should be applied in broad strokes to

researching and exploiting the archaeological resource at this higher level, and that wherever possible work should be made relevant to the international dimension.

#### **4.3.8 Conclusions**

- Many concerns lie outside the specific consideration of research frameworks, but moves to develop frameworks creates an opportunity to address these issues.
- The developing gulfs between universities and field archaeology must be bridged, so that research and fieldwork are made mutually relevant.
- The discipline needs to accept the principles that promote research, not simply to establish future priorities but as a statement of what is valuable to the archaeological community.
- The academic community is generally agreed on the need for broad frameworks which will encourage the development of questions that go beyond the simple justification for data collection.
- Dialogue between university departments of archaeology, curators, contractors, and independents should be increased.
- The development of field projects (whether in the private, public, or developer-funded sector) should always include the costs of engaging in relevant research.
- Structures to develop research frameworks should be sufficiently loose to enable individuals to achieve their own research objectives at the same time as relating their work to the broader intellectual framework of the discipline.

## **4.4 Contractors**

### **4.4.1 General perceptions**

The need for research frameworks is widely recognised by field archaeologists, and the current initiative has been welcomed by the Institute of Field Archaeologists and the Standing Conference of Archaeology Unit Managers. There is, however, some lack of clarity about the context and function of fieldwork in archaeology today. Individual perceptions are often very different, occasionally descending to caricature. The Institute of Field Archaeologists is considered by many to represent the interests of only a very limited sector of the discipline - 'professional' field archaeology as broadly practised today by contractors. Numbers of contractors consider that they are not engaged in research, nor in any form of interpretative process beyond the simplistic collection and recording of data.

### **4.4.2 The relationship of fieldwork and research**

It is universally accepted that it is essential to record significant archaeological deposits that will otherwise be destroyed, but many academics and some contractors have suggested that field archaeology now concentrates too much on recording data without focusing on the questions necessary to understand that data. Many outside the contracting sector and some within it feel that contractors do not always exploit their data to best effect, and that they often do not have adequate or appropriate facilities and opportunities to carry research programmes through. There are widespread concerns that existing data are not being properly used to advance research and this is exacerbated by the ever increasing quantity of new data being recorded.

Many units have stated that they do try to pursue the research agendas published by English Heritage, the national period societies, and other archaeological bodies, but that their aspirations to research the material available to them are limited by the constraints of commercial work. A number of local authority-based units do see themselves as having a more developed view of research because of their local base, although changing circumstances are eroding this connection.

Contractors are therefore often perceived as having actively and deliberately disengaged from the process of research in order to pursue the competitive marketplace. Although field units are able to initiate projects, this is limited by the need to compete for funds and most projects are now conducted in response to planning decisions. Some contractors feel that these problems are compounded because there are restricted opportunities for them to contribute to the formulation of the research objectives that should be contained in project briefs. Contracting units report that they often experience considerable difficulties in sustaining the case for elements of work that may be related to legitimate and acceptable research objectives to clients who do not share their views, and whose overriding objective may be to limit archaeological costs to the minimum. Many contractors wanted a greater emphasis placed on the identification and implementation of research objectives in development-led fieldwork by curators, in order to persuade commercial clients of their responsibilities in this sphere.

#### **4.4.3 The role of curators**

It was widely felt among contractors that curators often do not pay sufficient attention to the relevance of particular projects to a wider research framework and that not enough emphasis has been placed on this element of the curatorial role. It was considered that briefs and specifications in particular should include a much more forceful research statement than is often the case at present, so that contractors are fully aware of the issues and objectives that should be taken into account in formulating project designs. The mechanism for validating most projects has shifted to local government archaeology officers, and there is real concern among contractors that the research values which ought to underpin fieldwork are either unavailable or not sufficiently advanced to be an effective tool in the hands of curators.

#### **4.4.4 Fieldwork and PPG-16**

Although contractors consider that to some extent they have disengaged from the research process, this situation is not, despite the opinions of some respondents, a direct result of PPG-16, but of limitations in its implementation. Most curators and contractors consider that more effective research values can be reintroduced by ensuring the proper and effective implementation of PPG-16 through appropriate mechanisms.

Many consider that the problem of creating an appropriate research culture in field archaeology centres on the nature of project designs. It is widely acknowledged that the formulation of well composed and properly justified research designs will ensure that all archaeological projects, whatever their genesis, should achieve their potential, and that objectives should be clearly defined, and sustainable, and attainable. In practise, however, many feel that the relationship between methods, materials, and objectives is often not properly exploited, with inevitable consequences on the quality of the research product. The formulation of agreed research frameworks is considered fundamental to this process and would underpin the development of a more effective research culture in field archaeology.

#### **4.4.5 Methodology and standards**

There is a clearly expressed desire from all sectors of the discipline for the regular monitoring and analysis of the results of assessments and evaluations, in order to assess the methodological and academic potential and impact of this work. The widespread absence of formal regional and county frameworks militates against the effective exploitation of these results. Many consider it absolutely essential in the wake of the information explosion of the 1970s and 1980s to apply new techniques of data handling to this material to stimulate radical thinking about the kinds of research questions the discipline should be considering. To aid this process many consider it important to encourage critical assessments of existing methodologies, as well as research into new ones.

There are widespread concerns that practical and academic standards among contractors are sometimes inadequate, although there is a lack of clarity regarding the respective roles and responsibilities of local government archaeology officers and the Institute of Field Archaeologists in maintaining and enforcing standards. Some contractors are also concerned that there is no explicit quality control of the curatorial process.

#### **4.4.6 Conclusions**

- Contractors are often perceived as having actively and deliberately disengaged from the process of research in order to pursue the competitive marketplace.
- Major concerns focus on the identification and implementation of research objectives in development-led fieldwork, and of the need to persuade commercial clients of their responsibilities in this sphere.
- The research values which should underpin all fieldwork are considered unavailable, or insufficiently advanced to be an effective tool in the hands of curators.
- The implementation of effective research values would introduce an element of selectivity to fieldwork that would benefit the discipline and the sponsors of field projects.
- The proper and effective implementation of PPG-16 will encourage contractors to have more effective research values and the development of agreed research frameworks will underpin a more effective research culture in field archaeology.
- Critical assessments of existing, and research into new, methodologies should be carried out in tandem with the development of research frameworks.
- There is little resource available to curators and others to consider the development of frameworks and to establish achievable research priorities.

## **4.5 National organisations, societies, and special interest groups**

It was possible to consult with representatives of a number of different societies and groups including national organisations and societies, national period societies, regional groups of national organisations (CBA, IFA, ACAO), and special interest groups with a specific subject or thematic remit. Opinions expressed sometimes reflected sectional interests and concerns, although some common themes did emerge.

### **4.5.1 Membership**

Members of national period and county societies often feel that discussions and decisions taken by governing committees are irrelevant to their concerns. Frequent complaints centre on the lack of internal communication and consultation and societies clearly need to re-examine their roles and functions in relation to their members. These issues must be addressed or societies will become increasingly irrelevant as membership becomes less attractive, and rolls continue to decline. This trend is all the more surprising and worrying, because the public demand for archaeology through the media and in education continues to be very high.

The very mixed membership of societies is widely regarded as a considerable strength, but at the same time is perceived by some as a potential source of weakness.

### **4.5.2 National societies**

The national societies expressed concerns about the proliferation of special interest groups, which are regarded as weakening the position and strength of the national bodies. Some national societies are trying to coordinate existing interests to encourage regional groups to pursue a common purpose.

National period societies recognised that they should be well placed to provide guidance on the setting of academic priorities, but officers indicate that the development of such strategic policies probably could not be achieved through committees working to a consensus. Past attempts to do this are generally considered unsatisfactory, as they attempt to represent a cross-section of all interests with little or no selectivity. Such documents serve little useful purpose to archaeologists who have to make decisions based on estimates of significance.

The national period societies possess the intellectual resources to offer the discipline its intellectual base, and disappointment was frequently expressed that this potential had rarely if ever been achieved. A number of correspondents felt that the national period societies should assume a coordinating role, balancing and representing the interests of related special interest groups, and that this might counter some of the current divisive tensions within the discipline.

#### 4.5.3 Regional groupings

There is no consistent structure of active regional archaeological groupings for the whole of England. CBA regional groups meet regularly, but often with a membership that belies the organisation's potential as a unifying and integrating force, and in some areas are considered even by their members to be ineffective with no clearly defined function. Some regions have an active IFA regional group, although coverage is not uniform across the country.

In some regions, groupings of local government archaeology officers meet regularly to discuss relevant issues of common concern, but debate is often limited to practical and policy issues without examining regional policies or research issues. Such meetings are, however, a good vehicle for the adoption of shared approaches of professional concern.

Within these various regional groups, concern is often expressed that the regional perspective should not prevent or override local concerns or issues. It is recognised that on many occasions regional and local views will coincide, but that there will be occasions when they do not.

#### 4.5.4 County societies

Many county societies report that roles pertinent in the past are no longer relevant, and they are experiencing problems finding a suitable role in the life of the discipline today. Publication is considered an important activity, but possibilities are increasingly limited.

Many county societies are experiencing severe membership problems reflected by an increasingly older membership no longer being augmented by new blood from the independent or professional sectors. This has been causing concern for some time. It is worth noting in the context of research frameworks because county societies are widely regarded as providing excellent opportunities for diverging parts of the discipline to come together and discuss and debate in appropriate *fora* relevant issues in a county context. It has been suggested that the establishment of medium- to long-term research excavations carried out under the auspices of county societies over periods of about five years would do much to redress this problem by actively involving and reintegrating independent and professional archaeologists with students of the subject in a common enterprise. It is accepted that such projects would have to be justified and sustained in the context of agreed research frameworks.

#### 4.5.5 Special interest groups

Many special interest groups are concerned that, despite recent advances, national standards of working practise and methodology still need to be established for many areas. There is also a widely expressed desire for regionally based surveys of the relevant subject matter outlining its potential in local, regional, national, and international contexts. Many groups have published various policy papers, including research priorities, but most agree that there is still a need to establish appropriate assessment methodologies relevant to each topic. In particular, it is frequently emphasised that there remains a need for the synthesis and interpretation of work before relevant research themes can be identified with confidence.

The range of problems experienced in artefact research was considered typical of the issues of common concern to special interest groups in general. Artefact work is generally seen as a service-based industry defined and framed by needs expressed in the context of research designs produced by third parties. In the past, much work has concentrated on the production of traditional *corpora* of very large volumes of material, and there is a growing awareness that this may not be required today. New priorities relate particularly to the need to identify areas of research that are currently undervalued, and especially to make artefact research more relevant to the requirements of the discipline as a whole. For some subjects, there has been an apparent reluctance to develop frameworks despite the fact that research has expanded far beyond

the chronological and cultural concerns foremost in the past. Interest is increasingly being shown in the functional, economic, and social aspects of material, and its integration with other aspects of archaeological analysis. There is increasing recognition among specialists that the abundance of data demands a critical selection of material for detailed study and analysis if the key issues of regional diversity are to be addressed. In this context it is generally acknowledged that data will have to be organised to standards that will permit reliable inter-site comparisons, and many consider the establishment of regional reference collections an essential element of this process.

In the context of small-scale field evaluation it is often considered difficult to justify research that may be appropriate to the material in question, and there is a perceived reluctance on the part of developers to pay for analysis and publication, particularly because current assessment methodology (MAP2) already provides a considerable amount of detail, and developers often see no necessity for further work. Because of these financial pressures, contractors sometimes make uninformed decisions in ignorance of the significance of material; this adds to the sense of isolation felt by specialists. There is widespread agreement that to overcome these problems it is essential to develop explicit frameworks that demonstrate the significance of different classes of material and allow research priorities to be formulated. To support problem-oriented briefs produced by curators, most specialists feel that frameworks need to be sufficiently detailed but without being prescriptive. Specialists also wish to see the appropriate emphasis in processing material through to the archive/retention stage of a project, and a mechanism to help non-specialists focus on what is useful and significant. The fundamental problem perceived by most specialists is not whether frameworks are necessary, but rather how to find appropriate resources and mechanisms for their creation and dissemination.

Respondents pointed to the need for frequent discussion and debate at meetings and seminars, and special interest groups provide rare opportunities for archaeologists practising in different sectors of the discipline (universities, museums, field units, etc) to come together in *fora* to discuss relevant issues.

#### **4.5.6 Diversity and fragmentation**

One of the great strengths of the discipline is that it comprises a very wide range of individuals and groups, paid and unpaid, working in different contexts. However, this very diversity is perceived by many as threatening stability by eroding an essential unity of purpose through increased fragmentation. Today, at least partially as a result of these pressures, there are many more archaeologists working alone as specialists or consultants. Many feel a sense of isolation and, although this is particularly keen among artefact specialists, the problems are shared with other groups.

Independent archaeologists are increasingly concerned that they are not fulfilling their role to best effect; this perception is considered (rightly or wrongly) to be deliberately fostered by contracting units. Certainly, the achievements of the independent sector are often overlooked, although difficulties in gaining access to the results of private research are also widely acknowledged.

#### **4.5.7 Conclusions**

- The national period societies possess the resources to provide the discipline with an intellectual base, although this has rarely been achieved.
- There is no regional structure that fully represents all the constituent parts of the discipline. The Council for British Archaeology regional groups provide a foundation from which this could be developed.
- The regional perspective should not override local concerns or issues.
- Specialists sometimes experience difficulties in ensuring that sufficient attention is paid to appropriate levels of analysis and research in assessments and evaluations. Research frameworks will help redress this situation.
- Societies and special interest groups provide excellent opportunities for bringing together the different interests among their membership and uniting their common interests to common goals.

## 4.6 The content of research frameworks

### 4.6.1 Common ground

Many respondents feel that it is first necessary to agree the desirable qualities of a research strategy, and only then to proceed with discussion concerning its structure and implementation. There is considerable agreement over many issues:

- the need to take stock and assimilate the vast amount of evidence accumulated during the last few decades
- the need systematically and consistently to assess the available archaeological resource as a preliminary to any consideration of strategy or policy
- the need, now that national themes have, to some extent, already been addressed, to carry out a higher level of synthesis before detailed regional frameworks can be developed as a raft of synthesised achievement on which future national strategy can be based
- the need to establish a series of regional surveys which would highlight the gaps in knowledge, and enable a closer definition of future research priorities
- the need for a published directory of all research in progress (not just the higher education sector)
- the need to feed the results of archaeological work regularly back into the development control cycle to inform future decision making
- the need for frameworks to form an improved base for good decision making and as a tool for the development of archaeological policy
- the need to avoid the creation, by whatever mechanism, of a detailed agenda or prescriptive set of strategies

There is, however, little unanimity about the mechanisms to achieve these objectives, the specific nature and purpose of frameworks, or the intended function and objectives of future strategy or policy. Mechanisms to develop research frameworks will have to be flexible, facilitating the ongoing development of new research relevant to the opportunities and circumstances of the time, although some respondents expressed a desire for formal and explicit policies to help channel the resource more effectively and give the discipline more confidence to face its problems. Many considered that the process of defining regional and local research frameworks would prove as important as any potential outcome, and that it is more important to consider the relevant issues thoroughly than to find actual solutions.

### 4.6.2 Quantification

It is widely felt that as far as possible the quantification of the archaeological resource should be based on existing terminology and definitions and should contain an assessment of the sufficiencies and deficiencies of the record, together with an assessment of the current state of knowledge. Much of the archaeological resource can now be reliably quantified, and it will be important to continue to generate appropriate data from fieldwork to feed predictive models of the disposition and character of the resource. Frameworks will need to identify weaknesses in the local record so that appropriate sampling strategies can be prioritised. Excavation is often biased towards the scarce and unusual, with the frequency of investigation occurring in inverse proportion to rarity, and it is felt in many quarters that this trend should not continue unchecked. There is general agreement that curators should continue to take a considered view of the relevant issues and priorities so that future research strategies explicitly underpin the need for destructive investigation of unthreatened as well as threatened sites.

### 4.6.3 Integration

The problems of insularity in the regions and within counties were frequently highlighted, and concerns were expressed that integration within the discipline and with other related disciplines was simply not being achieved. Many respondents stressed the need to maintain an integrated and inter-disciplinary approach which pays sufficient regard for the long-term trajectory of much research. It is considered important that the strategic focus for research should be multi-period and multi-disciplinary, based on a matrix of site specific studies, themes, and periods in order to examine change through time.

## **4.7 Conclusions**

- There is considerable common ground over the need for and structure of research frameworks but little agreement about the means to develop them.
- Research frameworks serve a variety of different purposes and interests.
- Mechanisms to develop research frameworks should incorporate efficient and functioning information networks. Effective communication between archaeologists will help restore unity of purpose.
- Frameworks, agendas, and strategies should be based on a rigorous and consistent audit of the archaeological resource.
- Future research strategies must underpin the need for the investigation of unthreatened as well as threatened sites by defining priorities for understanding them based on comprehensive assessments of the resource.
- The structure of research frameworks should be sufficiently flexible to allow individuals to achieve their own research objectives as well as relating their work to the wider intellectual framework of the discipline.
- Appropriate research values should underpin all fieldwork, whether development-led or not.
- Societies and special interest groups fulfil a valuable role in bringing together interests from all parts of the discipline.
- Research should be multi-period and multi-disciplinary, and research strategies should be reviewed regularly.

## **5. Perceived problems**

### **5.1 Introduction**

A considerable amount of discussion, debate, and feedback has been generated during the course of formal and informal consultations. The survey of documentation has also identified a number of problems concerning the definition, formulation, function, and scope of national, regional, local, and thematic research frameworks. Perceptions vary widely, and although there is little apparent unanimity, most concerns focus on a few common problems. There is broad agreement over the nature of these problems, but the significance attached to them by different sectors varies, and there is little consensus about prospective solutions. There is almost complete unanimity that research frameworks are essential if the discipline is to become more focused in the future. There is less common ground about how to achieve this. Research frameworks are only helpful if they provide a positive context for creative thinking, and it is widely acknowledged that some initiatives in the past may have failed because of the resistance of individuals and organisations to what were perceived as prescriptive formulae. The opinion has frequently been expressed that a research framework may be of less value than the processes leading to its production. Conflicts may also occur where there is confusion over whether research frameworks are informing conservation or recording strategies. There are many practical difficulties in implementing any research strategy - how it is defined, how it is implemented, and how its effectiveness is monitored.

### **5.2 Current state of knowledge**

The volume of data describing the known archaeological resource is huge; the lack of a coherent structure to much of this material, together with essentially inconsistent indexes, is perceived by many as a fundamental obstacle to successful research. For many, access to current thinking is also extremely difficult. Many documents draw strategic conclusions but these are often unsubstantiated by close argument or supporting data. It is difficult to assess such material because no reference is made to sources. The impact and significance of potential regional research frameworks is entirely lost if quantitative and qualitative comparisons cannot be made between different regions and counties. Without such assessments, it is difficult to compare and assess existing frameworks. Existing data are often not properly exploited, and strategic thinking, whether in the form of current frameworks, agendas, or strategies, appears to be diverging from the database.

### **5.3 Communication, dissemination, and publication**

The rapid advance and development of digital technology is causing many to question the nature and form of archaeological publication. Many consider that the most pressing problem centres on the issue of data and information exchange. A large proportion of developer-funded work is neither being published nor integrated into local databases (the local Sites and Monuments Records). The latter are utilised for local research, but very little university research makes use of their potential as a research tool. Some research related to development control issues is being carried out, but its scale is apparently not extensive, and Sites and Monuments Records are a very under-used resource. The results of most new fieldwork are being recorded in the local Sites and Monuments Records, but this material needs to be available nationally.

There is a pressing need for effective data exchange, achievable today through the application of information technology, to produce a national and accessible digital database for British archaeology. The extent of potential data (published and unpublished) is now so great that it is not easily possible to obtain an objective overview of any topic without considerable difficulty; this seriously hinders the ability to define new directions for future work.

The constant growth of the discipline, and its apparent inevitably concomitant fragmentation, suggests to many that there is still a pressing need for more effective information exchange to maximise the potential of all this diverse activity.

## 5.4 Absence of a research culture

A very common concern is that in many sectors there is a perceived absence of a research culture. This is felt particularly strongly by contractors. Commercial pressures and the need to complete large numbers of small-scale assessments and evaluations under considerable time and financial pressure sometimes militate against good research practice, and certainly places limitations on the ability and capacity to engage in research issues. Today, archaeologists in all sectors, including universities, find themselves under considerable resourcing difficulties. Although most of the day-to-day activities of many archaeologists can be classified in a broad sense as research, widespread under-resourcing leaves little time for more focused inquiry. These difficulties militate against the development of an active research climate.

Despite these problems, many archaeologists in a wide variety of situations do actively pursue research interests. There are also encouraging signs that in some areas the data being generated by evaluations are being utilised in the course of research. Much research activity is undertaken in relative isolation and, as well as being inefficient and wasteful of limited resources, this too militates against the establishment of a positive research culture.

There is a strong feeling that if the data resource is to play a proper and dynamic role in the pursuit of research goals, it will be important not simply to develop suitable mechanisms to make it accessible, but also to forge active and dynamic links between those actively pursuing, capturing, and recording the data (whether in the field, in museums, or in Sites and Monuments Records) and the research activities derived from and utilising the data.

## 5.5 Fragmentation and functional isolation

### 5.5.1 Universities and contractors

Many consider that the problems facing the discipline ultimately stem from fragmentation. Many organisations plan and work in isolation, not integrating their work with that of others. At the same time, many consider that the relationship between the researcher and the wider academic community has all but broken down. There is very little collaboration between contractors and universities in the production of research designs or in carrying out projects, and research programmes are consequently individualistic. Many contractors consider most university departments to be out of touch with the exigencies of field archaeology practised in Britain today. Universities are commonly thought no longer to possess the expertise necessary to provide students with practical and professional training appropriate to a career in professional field archaeology. Conversely, there is a widely held perception that contractors now only undertake work in response to decisions made by third parties (curators or developers), and that they do not have the inclination, the ability, or the capacity to pursue research themes and predictive strategies. The practical techniques of field archaeology as employed by contractors are considered by some to be over-dependent on so-called objective recording techniques, to place too great an emphasis on the primacy of the record, and to be unsuited and inadequate to the task of interpreting the evidence within a dynamic research context. Large numbers of skilled field archaeologists regard themselves as effectively disenfranchised both from the decision-making process (which rests with curators or developers and their consultants) and from research.

### 5.5.2 Contractors and curators

PPG-16 has focused decision-making in the hands of curators whose increasingly heavy workload in archaeological resource management has distanced them from continuing research and developing professional practice. Many contractors have expressed doubts about the effect of the implementation of PPG-16 (rather than its underlying principles). In particular, concerns are felt about the widely varying standards of work carried out across the country. Local and regional guidelines and frameworks are considered necessary to support curators and to achieve some standardisation. Developer-funded recording is unlikely to address the full research potential of any specific commercial project, but it is widely agreed that all fieldwork can be research driven and can contribute to research strategies. Contractors wish to see research values underpinning project briefs and design documents, and consider that the even-handed application of properly formulated research frameworks would help alleviate some of the problems being

encountered by contractors and curators. In particular many consider that a better and more consistent expression of the research values and objectives that underlie projects will help to raise standards among contractors and lessen some of the very real commercial tensions and divisive pressures. This should also help to re-establish a better commonality of purpose for the whole discipline.

### **5.5.3 Museums and universities**

Museums and universities are increasingly under-resourced, and although museum archives often hold the key to future work on individual sites or more general topics, this resource is widely considered to be inaccessible, poorly indexed, and poorly catalogued. The absence of adequate summary and synthesis hinders the effectiveness of developer-funded work, as well as conventional research. Museums and universities are becoming distanced from contractors and curators as a result of ever-increasing functional divides. University departments in particular are increasingly alienated from work in Britain and are often disinclined to participate, and there is a growing perception that there is a very limited understanding of current theoretical concerns and issues among professional archaeologists in the public and private sectors (contractors and curators).

### **5.5.4 General**

The concerns of locally-based archaeologists are becoming increasingly distanced from contractors and curators, and any unity of purpose is being replaced by isolated functional areas and spheres of interest. The discipline may have grown too large to achieve real unity of purpose, although many consider that this is badly needed. Whether any adequate mechanisms can be found to achieve this is a matter of considerable concern for the discipline, but at the same time there are widespread fears of over-coordination and over-organisation. Many suggested that this could in fact stifle the very development of ideas and research that is so badly needed if the discipline is to continue to mature.

## **5.6 Objectives**

### **5.6.1 Development of a shared aim**

One of the fundamental strengths of the discipline is the breadth of activities that it comprises together with the wide range of its component parts. If the problems associated with increasing fragmentation are to be overcome, then it will be necessary to bring the different sectors together to define a shared aim. There is, however, no fundamental agreement concerning the underlying purpose of archaeological endeavour, and this too may underpin much of the presently perceived malaise. Attention has been drawn to the fact that archaeology has yet to develop its own coherent language, but rather continues to borrow from other disciplines. This is inevitable in a new and evolving subject, but there is a perception that the inherent structural problems are rapidly becoming institutionalised. It is felt that the discipline can re-establish itself by reasserting a shared aim, although previous attempts to do this have foundered.

### **5.6.2 Theory and practice**

There is a growing body of opinion that many problems relate to a growing methodological divide between theory and practice (Barrett 1995), expressed in the opinions of some as a dangerous over-emphasis on the observational record and the belief that the generation of ideas and the development of interpretative programmes depend on the constant accumulation of yet more data. Many now hold that the language of observation and record is neither suitable nor capable of reconstructing the past, and that the data revolution in British archaeology has resulted in little or no intellectual advance, but has simply provided the discipline with a little-used and inaccessible data mountain. There is a growing reassertion of the belief that archaeology should recapture the excitement of enquiry as well as the excitement of discovery. It is argued that the current divide between theory and method must be challenged otherwise it will continue to prevent the discipline from developing.

### 5.6.3 Training and career development

If all archaeologists are to pursue genuine research objectives and predictive strategies, it will be necessary to establish a basis for this which does not entirely depend (as is sometimes naively expressed) on the provision of additional finances. Provision of archaeological training remains a very *ad hoc* affair, and the need for initiatives in career development was widely expressed. Many consider that the inherent divide between theory and practice can be overcome by encouraging a greater experience and appreciation of the problems that are causing concern. Ongoing professional development for curators and staff of field units would help alleviate some of the problems identified, but many consider that improved training opportunities should encompass all aspects of archaeological work through a variety of different mechanisms (placements, job swaps, sandwich courses, etc).

## 5.7 Conclusions

- There is some disagreement about the specific nature of research frameworks which will have to be addressed if these are to gain a measure of consensus among the archaeological community.
- Effective mechanisms need to be found to exploit the available data and allow efficient access to, and exchange of, information.
- The development of research frameworks can be used to help establish a culture of research and bind the discipline to a common purpose.
- There are considerable problems of fragmentation and isolation that must be overcome.
- The discipline must develop a shared aim and overcome the apparent methodological divide between theory and practice.

## 6. Options and possible solutions

Throughout the course of this initiative, many suggestions were made concerning different mechanisms that might help to achieve solutions to the perceived problems.

### 6.1 English Heritage role

The importance of English Heritage's role is recognised throughout the discipline. English Heritage is uniquely placed to maintain a national perspective of the impact of planning policy and to review the way in which the archaeological resource is managed. It has a central role to play in the audit of the archaeological resource and in developing national strategy. English Heritage also has a responsibility to take the lead in converting the results of research into coherent and achievable conservation strategies which enable planners in local, district, county, and regional contexts to integrate the concerns of the historic environment into their day-to-day decision making. English Heritage can encourage and enable the discipline to act in concert to achieve these ends. An important strategic element of English Heritage's role must be to identify aspects of the archaeological resource which continue to be poorly understood, and to assist sponsors of archaeological work in defining funding priorities. English Heritage already carries out much of this in its day-to-day work, and will increasingly look to an enabling and facilitating role to achieve its objectives. It has been suggested that English Heritage should capitalise on its achievements by sharing its aims more widely with the archaeological community at large.

A number of specific suggestions have been made aimed at enhancing the effectiveness of English Heritage's role and activity:

#### 6.1.1 Consultation

English Heritage's own programmes should be better signposted when they are in gestation in order to draw in advice and assistance from others, and help to integrate English Heritage's efforts with those of the discipline.

#### 6.1.2 Flagship research projects

English Heritage should generate public curiosity and passion for archaeology by carrying out flagship research projects. The management plans for World Heritage Sites (eg Stonehenge, Avebury, Hadrian's Wall, Ironbridge) could be used as suitable vehicles to develop exciting and popular research programmes.

#### 6.1.3 Reviews

English Heritage should commission national and area reviews, support a series of national seminars to address specific topics and determine priorities, and sponsor high level think-tanks to attack particular problems.

#### 6.1.4 Partnership

English Heritage should encourage individuals and groups to develop frameworks and strategies in partnership.

#### 6.1.5 Statutory work

English Heritage should continue to commission strategic studies in pursuit of its statutory role.

## **6.2 The national perspective**

Although a primary focus of this initiative was to explore the need for regional research frameworks, it proved impossible to consider this in isolation from a national perspective. Many of the issues are intimately linked at all levels (national, regional, and local), and cannot be separated. No clear consensus emerged about the relative merits of approaching the perceived problems from a particular perspective. It is unlikely that a single solution to these diverse problems can be found, but that a combination of approaches and solutions will be necessary. Some of the options suggested in the course of consultation are:

### **6.2.1 Inter-disciplinary links**

The links between archaeology and other cognate disciplines (eg medieval social/economic history, geology, sociological studies) must be strengthened in order to carry out linked research programmes. Many consider the discipline to be far too introspective and isolated from other branches of the academic community.

### **6.2.2 National partnership**

There should be a national partnership between all interested parties and organisations to explore jointly how specific priorities of common interest might be determined, and to ensure the widespread involvement of all sectors of the discipline.

### **6.2.3 Enhanced roles for national bodies**

The national bodies (eg Council for British Archaeology) and the national societies (eg Society of Antiquaries and the national period societies) should consider how to enhance their roles. Many such groups have the capacity, ability, and expertise to show leadership in addressing some of the issues raised in this document. There is a widespread body of opinion that English Heritage should continue and extend its support for initiatives carried out in partnership with other bodies. Particular attention has been drawn to the need for a UK wide forum, the need to develop electronic contact and communication throughout the discipline, and the need for more seminars, regional day schools, and topic specific meetings.

### **6.2.4 National debate**

Ideas and agendas cannot be prescribed by set formulae but will only emerge from a continuous cycle of debate. There should be a national debate about priorities which will require adequate mechanisms to ensure that the debate is conducted in a positive fashion.

### **6.2.5 Pooling experience**

The experience of relevant bodies such as the British Academy, SERC, and NERC in prioritising research and drawing up agendas should be pooled, in order to devise and define appropriate protocols.

### **6.2.6 Collation of synthesis**

A high level of synthesis already exists at a national level for most periods and topics. This should be collated and coordinated in order to identify obvious gaps, and act as a basis and framework for the formulation of national strategies.

### **6.2.7 Research cycle**

There should be a national research plan on a regular 5-10 year cycle with a regular review phase (perhaps after three years), which builds on and refines the results of previous work. National and regional quinquennial research plans would be a worthwhile investment of resource to ensure that initiatives such as

*Exploring our past* are not dissipated.

### **6.2.8 Review of geographical priorities**

National frameworks should be developed after the formulation of regional ones, not simply as composite mosaics but closely articulated with, and proceeding from, the regional to the national perspective. The first step should be to establish a representative and regular review of geographically based priorities.

### **6.2.9 Research programmes**

The discipline should create a series of dynamic agendas, continually evolving around themes, rather than static lists. The purpose of such agendas should be to develop a series of interrelated projects that connect different parts of the discipline. The Irish Republic's *Discovery Programme* and Germany's *Schwerpunkt Programm* serve as useful models.

### **6.2.10 Research projects**

Selected projects should identify major issues and problems that would form the basis for programmes of study of subjects that are imperfectly understood, but that are potentially important, exciting, and informative.

### **6.2.11 Inter-disciplinary projects**

These should examine major themes, broken down into periods and identifying the major problems, including the need for resource and artefact reviews.

### **6.2.12 Criteria for success**

It is essential that any major research programme can demonstrate significant advances in knowledge as a result of work undertaken.

## **6.3 National review**

The fundamental importance of a national review of knowledge as an essential first step in the process of establishing research frameworks has been emphasised on numerous occasions by the great majority of correspondents. Such a review will necessarily comprise a wide range of components, many of which are in progress or have already been completed, and some of which have yet to be initiated. These include: *Exploring our past*, the Monuments Protection Programme, the Monuments at Risk Survey, English Heritage's extensive and intensive urban survey programmes, pottery reviews (Roman and medieval), the results of regional, county, and topic specific conferences, a series of national period reviews (as a starting point for more detailed consideration of particular areas and topics), and the generation of proposals for wider projects of synthesis and analysis. There is widespread support throughout the discipline for a number of concepts:

### **6.3.1 National databank of research**

A large number of perfectly adequate research frameworks already exist. These must be brought together in a central dynamic database which should be widely available to the discipline, in order to ensure that the information contained within such documents is not lost but is progressively developed and built upon.

### **6.3.2 National bibliographies**

The creation of national bibliographies of regional research on history and archaeology, and comprehensive lists and indexes of work in progress should be a priority.

### **6.3.3 Extended dictionary**

The creation of an extended dictionary of British archaeology through the systematic and consistent creation of national and regional topic, thematic, and period summaries is desirable. Much information is already available (eg Monuments Protection Programme documentation). This should be collated and made widely available.

### **6.3.4 National thematic reviews**

English Heritage commissions specific thematic reviews. Concern was sometimes expressed that the choice of future topics is not clear, and that English Heritage should commission a brief assessment of all major topics to help identify priorities.

## **6.4 The regions**

The definition of regions could be potentially unpopular, and possibly counter-productive when set against local distinctiveness. Even within well defined functional areas such as the Sites and Monuments Records there are concerns about poor communication, despite a well established network of regional Sites and Monuments Record working parties. Problems of insularity are rife, and the gulf between management and preservation issues and what is perceived as research continues to widen. There is much agreement that heritage strategies must retain academic and research components at the same time as addressing management and preservation issues. Considerable initiative will be necessary in order to stimulate informed, positive debate.

It is generally considered essential that the development of regional research initiatives must involve all parties actively involved in the archaeology of a region. It is also generally accepted, however, that they should not necessarily be the arbiters of decision and policy, and there will always be a need for objective comment and advice. A number of different mechanisms have been suggested to address these problems.

### **6.4.1 Regional synthesis and review**

There is a widely felt need for summary regional syntheses (including regional artefact reviews) to precede work on more detailed regional frameworks. A number of universities have regional studies departments, committed to encouraging a regional and multi-disciplinary approach; it may prove fruitful to involve these in the formulation of research frameworks.

### **6.4.2 Regional committees or panels**

The establishment of a federated structure of widely based regional committees or panels could provide a strong focus for the development of frameworks. The process of peer review inherent in such a structure would also contribute to the intellectual basis for regional conservation policies. It may prove difficult in some areas to implement an independent forum because of concerns about potential conflict of interest. There is very widespread support for the creation of functional regional archaeological committees or panels, but little consensus about specific structures or mechanisms, and this option would require very careful consideration of all the relevant issues.

### **6.4.3 A national framework for regional projects**

There has been much discussion concerning the relative benefits of a top-down or a bottom-up approach. *Exploring our past* provides a useful starting point for the selection of topics relevant to a region, but many feel that initially it is more appropriate to assess and set out policies for each county as a basis for the

discussion of strategies relevant to an entire region. The two approaches, however, are not mutually exclusive and can be complementary. Any framework must be clearly articulated, and its ultimate purpose should be to expand research beyond artificial geographical or intellectual boundaries, and not to be constrained by them. Too often new projects are not undertaken in the context of existing work, and this situation is exacerbated by the lack of good quality and accessible collections research. Projects are often too deeply rooted in specific period interests, and there have been few successful attempts to establish a real diachronic approach to an area that cuts across chronological boundaries to examine a broader range of human activity. It is considered important to determine the priority of topics to be examined, and to set out how regional strategies relate to national and local priorities. Major limiting factors to the development of regional frameworks are staff time and cost, and there is a perceived need for funding initiatives to be directed to the formulation of research strategies. A number of mechanisms to develop regional priorities have been suggested:

- **commissioned papers** written by selected experts
- **specialist working groups** composed of relevant specialists
- **conferences and seminars** to create consensus by debating the relevant issues, and to disseminate the results in an appropriate format
- **thematic projects** based in regions (eg. English Heritage funded wetland projects)

#### 6.4.4 Regional networked projects

It is thought that considerable advantages would accrue from improved networking within existing structures, fostering better cooperation by developing loose confederations of archaeological projects linked to a series of themes. It would be necessary to ensure that the selected themes related to frameworks of priorities. Network groups could maximise the opportunities for multi-disciplinary exchange to create a vision that transcends the aims of individual projects and adds extra value to existing work. A mechanism would be necessary to ensure full engagement with relevant issues from the outset. Many considered that this could be achieved by the temporary appointment of regionally based liaison officers to coordinate efforts and provide necessary guidance.

#### 6.4.5 Regional/local archaeological *fora*

There is a strongly felt need for suitable regional or local *fora* where different sectors can debate research issues outside the arena of conflicting financial and competitive pressures. The view was frequently expressed that English Heritage could play a significant role in facilitating such *fora*. In some areas, no such mechanism exists, while in others groups already meet regularly to discuss relevant issues, although their effectiveness varies and often depends on the energy and commitment of individuals. It is easy for such groups to engage in endless and ultimately fruitless debate and it is considered essential to find mechanisms to ensure that debate focuses on relevant issues and outcomes. A considerable body of opinion is in favour of encouraging existing groups to be more effective and participate in the formulation of regional research frameworks, although it is also felt that reliance on existing disparate structures could easily dissipate effort and militate against a cohesive and consistent approach. The key to success lies in finding an appropriate and agreeable means of sharing ideas and resources to the mutual benefit of individuals, organisations, and the discipline as a whole. It was suggested that this could be achieved by regular meetings of delegates to plan the general approach to specific themes or topics.

## 6.5 The counties

Much of the infrastructure of the discipline (including local government curators and well established county and town archaeological societies) is organised on a county or district basis. However necessary research frameworks are in national and regional contexts, there is a very widely felt need for county frameworks. Much discussion has focused on the contribution that counties can make to regional research frameworks.

#### 6.5.1 County resource assessments

Because of inconsistencies and inadequacies in the record, existing research frameworks are often not based on a rigorous assessment of the resource. There is a striking need for a series of standardised assessment documents that would provide consistent data for research frameworks. Such assessments should be relatively standardised, based on sites and monuments records, and would summarise all work to date, the current state of knowledge, and a quantification and assessment of the resource. Resource assessments already exist for some counties, or could be produced from existing documentation; in other cases considerable effort might be required for their creation. Many wished to see English Heritage and the Royal Commission on the Historical Monuments of England coordinating this activity jointly with local authorities.

### **6.5.2 County research seminars**

There is support for county-organised thematic or period-based research seminars with the specific objective of producing policy documents (following the model of historic towns) that could be combined to produce research frameworks. This approach is seen to have the advantage of developing ongoing dialogue about key issues.

### **6.5.3 County conferences**

In many counties, conferences summarising the results of recent work and the current state of knowledge are a popular and convenient way of reviewing the resource and signposting future directions of work. Such conferences are considered by many to be a suitable mechanism for the development of research frameworks, and it was widely felt that they should be encouraged and supported. Concerns were expressed, however, that conferences sometimes neither engage relevant issues nor debate issues and outcomes with active participants or practitioners. Too often they simply provide a convenient vehicle to present individual perceptions to a predominantly lay audience. Such presentations fulfil a valuable, but different, role, but they are not true conferences, and are not necessarily an appropriate locus for the development of research frameworks, strategies, and priorities.

### **6.5.4 County reviews**

It has been suggested that an annual county-based review comprising a regular compilation and synthesis of the results of all work carried out should form the framework for the development of dynamic county-based research strategies. This could be undertaken by the local government archaeology officer, or under the aegis of the county society. Work could be coordinated and carried out by consultants, or by a county-based advisory committee. Many counties already do this, but such work needs coordination, and the nature, frequency, and consistency of such reviews would need careful consideration.

## **6.6 Projects**

Considerable thought was given by respondents to the desirable outcomes of frameworks. Discussion focused on the nature of specific projects, singly, or linked thematically, that would result from the implementation.

### **6.6.1 Synthesis projects**

It was widely felt that a useful preliminary step to the development of research frameworks would be the establishment of a number of projects of synthesis drawing together the results of current work, including that generated by PPG-16. This would add archaeological value to the results of development control work to provide better focus for the future integration of the results of this work with mainstream research objectives.

### **6.6.2 Set-piece projects**

A popular option was a rolling programme of large-scale, set-piece projects which would also act as a reference for other initiatives and research programmes throughout the country. It was considered important that on completion all major projects should be reviewed to consider their impact on existing research frameworks.

### 6.6.3 Joint projects

Joint projects sponsored and staffed by a consortium of organisations, each with shared but separate aims, was considered a useful mechanism to integrate the field and academic sectors, and to ameliorate some of the worse effects of competition.

### 6.6.4 Strategic inter-disciplinary research programmes

Strategic inter-disciplinary programmes (eg the European Community funded Archaeomedes Programme, Eire's Discovery Programme, and Germany's *Schwerpunkt Programm*) represent an increasingly popular means of addressing major pan-European and trans-regional themes by extending levels of analysis to include the structures of long-term change. Joint research programmes operating over five or more years can examine fundamental themes such as innovation, interaction, and transformation as they can be applied to extensive geographical units over very long time spans. Programmes are broken down into individual elements and projects addressing specific subjects, but linked by the main aims of the programme. Active participation can be widespread through work seminars, conferences, and cooperation on individual projects and selected work programmes; graduate research can be related to the overall research objectives of the programme through individual PhDs. The strength of such programmes is that they are concerned with long time spans; they inevitably utilise different materials and methods, but are united under a common aim and a common structure. The functional and structural disparity of much work carried out in England today is widely seen to be over-dependent on artificial periodisation. There is a growing awareness that many of the significant long-term themes are consistently being overlooked, and that the discipline should agree a better long-term focus for its collective research aims.

## 6.7 Infrastructure

Many of the perceived problems result from practical and structural difficulties which hinder effective communication. The consequences of such problems is usually out of all proportion to their real significance, and often can be addressed by relatively simple and low cost solutions.

### 6.7.1 Publication

There are widespread concerns that the results of archaeological work are often no longer effectively being disseminated to the discipline. Conventional publication (particularly of large-scale projects) is becoming increasingly expensive, and consequently reaching an ever-diminishing audience. Many feel that the practical limitations inherent in conventional publication, in whatever medium (paper, microfiche, CD-ROM), have resulted in a mechanism that is no longer adequate or appropriate for the increasingly sophisticated methodologies and constantly expanding data sets that are the stock in trade of archaeological research. There is an increasingly large *corpus* of work, particularly associated with developer-funded assessments and evaluations, which is not being adequately disseminated. Much of this material is deposited in the public domain (usually in a county Sites and Monuments Record), but yet remains inaccessible and unavailable. There is, however, an increasing awareness of the value of this material and the need to make it more widely available as a resource for research. Research frameworks that do not take this resource into account will remain flawed. A number of options have been suggested to redress these problems:

#### 6.7.1.1 Technical reports

Publishers of technical reports should explore mechanisms for reducing unit costs and thereby increasing the circulation and audience for conventional publications.

#### **6.7.1.2 Developer-funded work**

A means should be found for the consistent and regular publication, perhaps on a county or regional basis, of the results of developer funded-work.

#### **6.7.1.3 Access to Sites and Monuments Records**

Mechanisms should be found to release the vast amount of information contained within county Sites and Monuments Records, by making it accessible and readily available for use in archaeological research programmes.

#### **6.7.1.4 Digital publication**

New mechanisms for the effective publication of data and results should be explored that utilise to full effect the advantages of digital media. These mechanisms should not be constrained by the conceptual and practical limitations inherent in the use of conventional print technology.

#### **6.7.1.5 Dissemination**

New mechanisms should be explored for the dissemination of material to the archaeological community. Increasing use is being made of the Internet as a means of communication. Many feel that efforts to improve dissemination should focus on this area and that the potential significance of digital communication, both for the effective and cheap publication of actual archaeological data and reports and for the widespread provision of access to data, should not be underestimated.

#### **6.7.2 Communication**

There is an accepted need for better information flows. If this can be achieved, it should be possible to foster the better exchange of ideas to encourage and help archaeologists to explore and expand the boundaries of research.

##### **6.7.2.1 Multi-disciplinary *fora***

Many wished to see an increase in events or occasions when archaeologists from different sectors of the community can come together to explore the multi-disciplinary aspects of their work.

##### **6.7.2.2 Organisational links**

National organisations have a critical role to play in fostering the conditions in which ideas flourish, and in helping to define and redefine the academic frameworks that the discipline needs. However there is a general perception that at a strategic level archaeological organisations in the United Kingdom are fairly insular and there is a strong desire for organisations to come together to agree broad strategic goals.

##### **6.7.2.3 Digital communication**

There is strong support for the need to make much better use of electronic communication to reduce the growing sense of fragmentation and isolation, and to encouraging the debate and data exchange necessary to establish a cooperative research culture. This includes support for the Council for British Archaeology's proposed electronic journal, and other newsletters and bulletin boards.

#### **6.7.2.4 Information forum**

The volume of archaeological work now being undertaken has reached such high levels that the structure of the discipline, and the mechanisms available to it, are often no longer adequate to maintain even minimal information flow. Many perceive a pressing need for a UK-wide information forum which would act as a gateway to the ever-increasing volumes of data.

#### **6.7.3 Education and training**

Part of the growing sense of isolation results from a lack of training opportunities coupled with increasing specialisation and combined with the competitive pressures of market forces. A number of different mechanisms have been suggested to overcome these problems.

##### **6.7.3.1 Summer schools**

It was felt that courses organised by the Institute of Field Archaeologists should be expanded, perhaps in the form of summer schools, to include training in a wide variety of practical as well as theoretical techniques, and made more widely available. This would require increased participation, involvement, and sponsorship, but would have the benefit of developing cross-organisational and cross-sector contacts for all participants as well as developing the skills base of the discipline. It was suggested that such courses could be accredited by universities, and/or as elements of a properly recognised and constituted scheme of professional development (following the model of other professional organisations such as the Institute of Town and Country Planners). Credits could perhaps also be related to Institute of Field Archaeologists membership grades and NVQs in archaeology.

##### **6.7.3.2 Higher education**

Although it has never been the role of the universities to provide vocational training to those intending a career in archaeology, the general provision of vocational training at undergraduate level is diminishing, and often proves inadequate to the needs of prospective employers. This is offset to some extent by an increase in the provision of postgraduate and diploma courses, and this trend should be encouraged. The increase in contracting units associated with universities is also helping to bridge the perceived gap between university departments and contracting archaeology. Some consider that a better use could be made of university staff as consultants, and conversely that the experience and knowledge of contracting archaeologists is often under-exploited in university teaching programmes. Addressing these issues would help to draw these branches of the discipline closer together.

##### **6.7.3.3 Cross-sector movement**

The lack of mobility within the discipline gives rise to great concern. There is a strongly expressed desire to increase mobility between sectors to expand and heighten common experience and understanding. This could be achieved in a variety of ways, but fixed-term secondments and job swaps are regarded as particularly suitable. Educational leave for staff to carry out university-based research for a higher degree is also seen as very desirable. It is felt that the benefits of such activities would be incalculable in promoting movement, communication, and understanding. Student PhDs are the traditional academic tool for reviewing data and, if established on a regular basis, staff secondments to universities to carry out research of this sort would have a positive effect on research output and contribute directly to the development of research frameworks.

## **6.8 Conclusions**

- It is important for English Heritage to maintain a national perspective and strategic facilitating role.

- The development of regional frameworks should involve a national networked partnership of all active participants to explore how specific priorities can be determined and to ensure the involvement of the entire discipline.
- Regional frameworks cannot be developed without access to resource assessments organised on a county basis.
- The results of work programmes and projects derived from frameworks must inform the research cycle.
- Efficient and cost-effective means must be found to provide access to archaeological material.
- Better information flows will foster the exchange of information and ideas, and encourage the development of a widespread research culture.
- The growing sense of isolation can be mitigated by positive initiatives in education and training.

## 7. Conclusions and recommendations

*'it is an essential function (of Government) not merely to deliver a range of specific remedies to particular problems, but also to promote a broader discussion of the objectives which we should set ourselves in a given field of policy'*

(Secretary of State, Department of National Heritage, 1995)

Consultations have demonstrated specific and general problems encountered in the day-to-day business of archaeology in this country. Numerous opinions were offered and some solutions can be identified. The difficulty lies in identifying and interpreting any consensus and in translating opinion into practical action that serves the interests of the archaeological community. The universal thread common to all discussions is the need to reunite archaeology to a common purpose, and to establish and promulgate a proper research culture. The need for research frameworks (rooted in a combination of local, regional, and national studies) is almost universally accepted, and it is widely agreed that the process of creating and implementing research frameworks could be of fundamental importance in realigning and re-equipping the discipline to face the challenges of the next century.

### 7.1 Conclusions

#### 7.1.1 Documentation

The range of frameworks produced by the discipline to date is extremely diverse, but there is little evidence of communication and cross-fertilisation, and it is difficult to identify any underlying unity. Many documents lack corroborative material and priorities are often ordered without reference to the archaeological resource. There are some significant gaps in the coverage of framework documents and whole counties, regions, natural areas, and topics lack any form of framework at all. Some frameworks are out-of-date or unusable, and much potentially valuable material has been lost or forgotten.

#### 7.1.2 Perceptions

There is considerable common ground over the need for research frameworks, but little agreement about the means to develop them. Future strategies must underpin the need for the investigation of threatened and unthreatened sites by defining priorities based on a rigorous, consistent, and comprehensive assessment of the archaeological resource. The mechanisms to develop frameworks should incorporate efficient and functioning information networks. Effective communication between archaeologists will help to restore the discipline's unity of purpose.

#### 7.1.3 Perceived problems

There is a very wide range of perceived problems (summarised in Chapter 5) which focus on a small number of recurrent themes. The volume of data describing the known archaeological resource is huge, and the lack of a coherent structure to much of this material represents a significant obstacle to successful research. Effective mechanisms need to be found to exploit the available data and allow efficient access to, and exchange of, information. There is a very common concern that in many sectors there is a perceived absence of a dynamic research culture, and there are significant problems of fragmentation and isolation to be overcome.

#### 7.1.4 Options and possible solutions

The perceived problems can be addressed by a range of specific mechanisms (summarised in Chapter 6), but there are no simple underlying solutions that can easily satisfy the different needs of all sectors of the discipline. A national partnership of interested parties and organisations should explore jointly the

determination of common priorities. Tools essential for the creation of a strategy include a national database of all research documentation, national bibliographies of regional research and work in progress, an extended dictionary of British archaeology (national and regional topic, thematic, and period summaries), and national thematic reviews.

## 7.2 The way forward

The development of a national strategy based on regional research frameworks requires a staged approach:

- Identify and assess the knowledge base; at present county Sites and monuments Records provide the best basis for this
- Build frameworks in a local and regional context; it will be necessary to identify gaps and agree mechanisms to ensure that coverage is even and consistent
- Assess local and regional frameworks to ensure appropriate links to a national framework and strategy, and then rebuild regional frameworks to include this perspective
- Conduct targeted data-gathering exercises to feed back into existing local, regional, and national frameworks

The first two stages could be carried out in a local and county context, using local resources as appropriate. The third stage will require expertise and resource in a national context to ensure that the overall process remains focused on achievable objectives.

### 7.2.1 The debate

The discipline needs to initiate a debate across all sectors to discuss the relevant issues thoroughly, and agree collective action. Some regional *fora* have already begun this process, and others should be encouraged to follow suit; national bodies and organisations should also be encouraged to consult their membership about relevant issues, and widespread circulation of this report to consultees will provide a suitable briefing background and catalyst for discussion. A suitable mechanism and locus for the debate nationwide will have to be created to ensure that achievable outcomes for the whole discipline can be discussed and defined. This process could culminate in a landmark conference sponsored by a partnership of organisations representing the whole discipline (eg the Society of Antiquaries, the Council for British Archaeology, the Council for Independent Archaeology, the Institute of Field Archaeologists, the Association of Local Government Archaeological Officers, the Society of Museum Archaeologists, the Standing Conference of University Professors and Heads of Archaeology) to provide a forum for invited delegates to look for common ground and explore ways forward. The agenda for this debate should include the main issues summarised in this report.

#### 7.2.1.1 Communication

The discipline must develop the means and the tools to ensure that effective use is made of the vast amount of information currently being generated by archaeologists on an unprecedented scale, but which is often inaccessible to the very audience for which it is intended. This will depend largely, but not exclusively, on the application of digital information technology and the establishment of better information flows.

#### 7.2.1.2 The archaeological data resource

It is widely accepted that county Sites and Monuments Records represent an unparalleled resource and fulfil an essential function in safeguarding the archaeological heritage. At the same time there is considerable disquiet that they are often inconsistent, inaccessible, and poorly indexed and are certainly not achieving their potential as effective or useful research tools. The discipline must find some effective solutions to this problem if the considerable resource invested in the Sites and Monuments Records is not to be wasted.

### 7.2.1.3 National research programme

Almost unanimous support was expressed for the establishment of a consistent and focused national programme of research to build on the foundations set by *Exploring our past*. The discipline looks to English Heritage to continue to develop national strategic reviews as a matter of priority, and there is a strong desire to see the establishment of systems which allow consistent assessment, review, and collation of current work in order to identify specific problems and gaps, and formulate further strategies to inform subsequent phases of the research cycle. Such an initiative will have to be carried out on a discipline-wide scale, and the discipline will collectively need to agree the mechanism and resource to do this.

### 7.2.1.4 Regional research frameworks

The need for regional research frameworks was almost universally recognised. It is widely accepted that regional frameworks will be a significant tool in support of development control functions, and will also underpin the direction of future research. Regional frameworks should make best use of existing structures wherever these prove adequate, modified as appropriate to reflect local circumstances and needs; they should be based on county assessments of the archaeological resource within each region, using the county Sites and Monuments Records, other relevant data sources, and as wide a range of expert and specialist opinion as appropriate. If there is to be a consistent national approach to creating regional research frameworks, the discipline will need to consider how to define needs and priorities, how to ensure that all legitimate interests participate, how to translate resultant frameworks and strategies into effective work programmes and projects, and how to link these with a national strategy.

### 7.2.2 UK research forum

A UK research forum already exists as a series of informal networks of individuals and organisations. This informal network will effectively take on a more fixed existence if the discipline is able to come together to debate the issues and agree a collective course of action. If research frameworks are to be developed and implemented, then the very nature of the research cycle requires regular review to judge their success and modify forward strategies accordingly. Such a review process probably requires the continued existence of a more formal discipline-wide research forum than exists at present.

### 7.2.3 Access and communication

Despite the many overlapping networks of archaeologists, the functional divides between different sectors appear to be growing and exercising an increasingly negative influence on the health of the discipline. There is almost total agreement that better communication and access to information will help mitigate this problem. Better communication, however, is not simply a matter of more conferences, seminars, and meetings or more journals, bulletins, and newsletters, whether in digital or traditional form, but of collating the right information and ensuring that right people have quick, cheap, and effective access to it. Digital communication certainly offers many opportunities, but will also require considerable care if critical information flows are not to be lost or overwhelmed in the proliferating mass of the Internet. It is also essential that the needs of those without access to the Internet are not overlooked in the growing enthusiasm for digital communication. Effective communication and mutual understanding also include not just the sharing of information but the pooling of experience through carefully targeted training and other related initiatives including staff exchange and secondment. Before more new vehicles for better communication are created, it may be appropriate for the discipline to establish as clearly as possible what the actual needs of the archaeological community are, and then to tailor new mechanisms specifically to meet those needs.

## 7.3 Initiatives

There is no single, simple solution to the problems and concerns recorded in this report. Much is already being achieved, but it requires better coordination and focus. Mechanisms are necessary to encourage greater integration of effort and resource to create the best context to debate strategies for the future. This will require balancing the advantages of plurality and diversity with the need to come together to agree a strategic agenda, and to develop the means to implement that agenda. The very diversity of the discipline

ensures that this will prove complex and difficult, and these objectives are unlikely to be achieved in the short-term.

There are a number of steps that would have a significant and positive effect on some of the issues raised in this report, and which would help establish a unity of purpose and shared objectives.

### **7.3.1 Information**

#### **7.3.1.1 Enhancing and updated the research frameworks database**

An extensive bibliography of documentation is appended to this report, and the current project has established a library and database of research frameworks which represents a very significant resource that must be accessible to the discipline at large. This archive requires updating and regular maintenance to incorporate new material as it is generated, and it will shortly be possible to set out on a county-by-county basis the nature and validity of existing resource assessments and frameworks, together with any steps necessary to achieve consistent coverage. Analysis highlights the nature, range, and cover of existing documentation, and points to gaps in that cover so that areas that require action can be targeted as a matter of priority. English Heritage will develop the database and act as a central clearing house so that relevant information concerning research frameworks can be easily disseminated to the discipline. If resource assessments and frameworks are to be consistent, they should be undertaken to common, agreed standards, to a similar format. English Heritage will propose draft standards for such documents as a basis for wider consultation.

#### **7.3.1.2 Monuments Protection Programme publication**

The documentation of the Monuments Protection Programme (and in particular the single monument class descriptions) is a most significant resource for which there is considerable demand across the discipline. This will be made widely accessible, so that it can be used as the basis for the consistent assessment of the archaeological resource. English Heritage has recently completed a review of the Monuments Protection Programme publication programme, which covers these and related issues, and is considering the way forward.

#### **7.3.1.3 A dynamic index of all current research**

The level of research activity is probably greater now than at any other time in the past, but the lack of adequate information about current work remains an underlying problem. A dynamic index of all current research should be established and made widely available. This should comprise a list of all formal research in progress, including dissertations for further degrees and, wherever possible, work being undertaken privately and on an individual basis, as well as work being carried out in museums, units, and other organisations and institutions. It will be necessary to establish the most suitable means for compiling and distributing such a list.

### **7.3.2 Curatorial practice**

The role of archaeologists in local government as providers of advice on planning matters is pivotal to the management, preservation, and investigation of the local archaeological resource, and they need adequate training, resources, and status to do their jobs effectively. The survey has raised important questions about the intellectual basis for their decisions, and has highlighted the need for research into curatorial practice in order to explain the rationale for their advice. Many of the perceived problems are due not to inherent defects in PPG-16 but to its implementation. Problems most often arise when the procedures clearly laid out in PPG-16 are set aside. After five years the discipline is discussing and beginning to resolve most of these issues. Many of the constraints facing curators stem from inadequate resources; solutions lie in improving cohesion through collaboration to improve the academic basis of conservation work, and in more coordinated support from the national agencies for enhancing the contents of Sites and Monuments Records and personnel training. Three recommendations for the future are:

### **7.3.2.1 Support and training for curators**

Professional support for curators should be extended; this should include provision for adequate resourcing and training.

### **7.3.2.2 Programmes to enhance the contents of Sites and Monuments Records**

Programmes to enhance the contents of Sites and Monuments Records should continue and be extended to ensure better consistency and data integration as well as providing an appropriate context in which to analyse the data.

### **7.3.2.3 Research into methods and techniques**

Research should be undertaken into areas such as sampling and mitigation strategies.

## **7.3.3 Towards research frameworks**

### **7.3.3.1 Assessing the resource**

Evaluation of the contents of Sites and Monuments Records is vital to any appreciation of the nature and extent of the archaeological resource, but must extend beyond simplistic verification of site-specific data to wide-scale, systematic research on the factors which affect the relationship between the resource and its record. The discipline should agree guidelines for consistent and effective resource assessments, and consider how a programme of county-based resource assessments should be identified, resourced, and implemented.

There is a clear need for better and more comprehensive indexing of the material held by museums, and a rigorous assessment of museum holdings, which is essential to our understanding of the overall archaeological resource. There is a significant body of opinion in favour of establishing regional repositories to address problems of storage and to make this material more accessible. Earlier initiatives by the Museums and Galleries Commission, the Society of Museum Archaeologists, and the Society of Antiquaries concerning the storage of archives have engendered much debate. A mechanism should now be found to bring this to a conclusion, and to plan future action.

### **7.3.3.2 Understanding the resource**

There will always be a need for a continuing cycle of strategic reviews in order to increase our understanding of the resource in the context of current needs. Programmes such as the Monuments at Risk Survey will have a major impact on future developments. The base line established by this and related work will form the essential foundation for future reviews which might for example consider sampling the relationship between survival and context at a regional or county level of detail, or examine the actual nature of the relationship between archaeological deposit, vegetation, and management regime. Organisations will, of course, continue to set their own strategic priorities in line with their own objectives, but the discipline should come together to agree the range of such reviews that it considers appropriate to its collective needs.

### **7.3.3.3 Agreeing priorities**

A means must be found to agree effective and useful priorities in a national context, and in relationship to thematic, chronological, regional, and more local concerns. The debate will have to be carried out in many different national, regional, and county *fora*, but ultimately will have to be consolidated in a series of

coordinated debates. If the outcomes are to be realistic and attainable, then the discipline must consider now how to achieve this. Discussions initiated in regional and national seminars and conferences could, for example, culminate in a series of major conferences sponsored by each of the national period societies.

#### **7.3.4 Implementing strategies**

The discipline must find a means of overcoming present divisive tensions, and all sectors must come together to promote integration and be fully involved in the development of collaborative and strategic research programmes in a regional, national, and international context. Work in this country will increasingly need to be integrated into the framework of European archaeology, and this will only be possible if the discipline is able to work together to achieve this objective.

The discipline should act together in partnership to set up a small number of long-term multidisciplinary projects (on the model already successful in Europe) that will generate new ideas and produce results of outstanding significance, in accordance with agreed strategic priorities and capable of being related to work being carried out in other countries.

## 8. Appendices

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Council for British Archaeology: P.Addyman, R.Morris  
Humber Wetlands Forum  
Society for Post-Medieval Archaeology: G.Egan  
Royal Commission on the Historical Monuments of England: R.Leech  
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Prehistoric Society: T.Champion  
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Bradford University Department of Archaeology: R.Jones  
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South West Archaeological Forum  
Institute of Field Archaeologists East Midlands Group  
Royal Commission on the Historical Monuments of England: H.Welfare  
Council of Independent Archaeologists: Andrew Selkirk  
Association of District Archaeological Officers: P.Boland  
Standing Conference of University Professors and Heads of Archaeology: A.Harding

### 8.3.2 Respondents

Abdy, C. Nonsuch Antiquarian Society  
Addyman, P. V. Standing Conference on London archaeology  
Addyman, P. V. York Archaeological Trust  
Allen, A. Institute of Field Archaeology Maritime Affairs Group  
Ashton, J. P. Bury Archaeological Group  
Atkin, M. Hereford & Worcester County Archaeology Service  
Atkinson, N. Dartmoor National Park Authority  
Atkinson, N. Devon County Council  
Ayers, B. Standing Conference of Archaeological Unit Managers  
Baker, D. Bedfordshire County Council  
Balaam, N. English Heritage, Major Projects  
Barclay, G. J. Historic Scotland  
Barrett, D. Derbyshire County Council  
Begg, P. Council for Scottish Archaeology  
Bellinger, R. Norfolk & Norwich Archaeological Society  
Bewley, R. H. Royal Commission on the Historical Monuments of England  
Bidwell, P. Arbeia Roman Fort and Museum  
Bidwell, P. Study Group for Roman Pottery  
Bird, D. G. Surrey County Council  
Blanchard, L. North Devon District Council  
Boland, P. Dudley Borough Archaeologist  
Bowler, D. P. 55 South Methven St., Perth PH1 5NX  
Bowman, S. British Museum  
Bradley, R. Reading University Archaeology Department  
Brock, D. M. English Heritage, Conservation Group  
Brooke, D. Countryside Commission  
Brown, A. English Heritage, Central Archaeology Service  
Brown, A. English Heritage, Conservation Group  
Brown, N. Essex County Council  
Brown, P. W. H. British Academy

Bryant, S. E. Hertfordshire County Council  
Buckley, D. Essex County Council  
Busby, P. English Heritage, Central Archaeology Service  
Buteux, S. Birmingham University Field Archaeology Unit  
Campbell, S. English Nature  
Campling, N. North Yorkshire County Council  
Carruthers. English Heritage, Ancient Monuments Laboratory  
Carver, M. O. H. York University Archaeology Department  
Catney, S. J. Lincolnshire County Council  
Cauvain, S. P. Chess Valley Archaeological and Historical Society  
Chadburn, A. English Heritage, Conservation Group  
Champion, T. C. Southampton University Department of Archaeology  
Charge, B. Haverhill & District Archaeological Group  
Chitty, G. Institute of Field Archaeologists  
Chowne, P. Museum of London Archaeology Service  
Clare, T. John Moores University, Liverpool  
Clark, C. English Heritage, Conservation Group  
Clay, P. Leicester University  
Coad, J. English Heritage, Historic Properties  
Coles, B. J. Exeter University Department of Archaeology  
Collcutt, S. N. Oxford Archaeological Associates Ltd  
Cool, H. Roman Finds Group  
Cooper, M. English Heritage, Conservation Group  
Cosh, S. R. Association for the Study and Preservation of Roman Mosaics  
Cranstone, D. Cranstone Consultancy  
Crocker, A. Banwell Society of Archaeology  
Croft, R. Medieval Settlement Research Group  
Crowe, N. British Waterways  
Crummy, P. Colchester Archaeological Trust Ltd  
Currie, C. K. C. K. Currie Archaeological Services  
Daniells, M. Cumbria County Council  
Darvill, T. C. Bournemouth University Department of Conservation Sciences  
Davenport, P. Bath Archaeological Trust  
David, A. English Heritage, Ancient Monuments Laboratory  
Davison, A. English Heritage, Conservation Group  
de Rouffignac, C. English Heritage, Central Archaeology Service  
Dix, B. Northamptonshire Archaeology  
Dunn, C. Royal Commission on the Historical Monuments of England  
Dunworth, D. Durham University Department of Archaeology  
Eastbrook, B. Council for British Archaeology, S. Midlands  
Egan, G. Society for Post-Medieval Archaeology  
Emerick, K. English Heritage, Historic Properties  
Evans, S. New National Forest Office  
Fadden, K. Ampthill and District Archaeological and Local History Society  
Fairclough, G. English Heritage, Monuments Protection Programme  
Farley, M. Buckinghamshire County Council  
Fasham, P. Berkshire County Council  
Firth, A. Institute of Field Archaeologists  
Foard, G. Northamptonshire Heritage  
Foley, K. English Heritage, Ancient Monuments Laboratory  
Ford, S. Thames Valley Archaeological Services  
Fowler, P. J. Newcastle University Department of Archaeology  
Foxon, A. Hull Museums Service  
Francis, M. South Yorkshire Archaeology Service  
French, C. A. I. Cambridge University Department of Archaeology  
Frodsham, P. Northumberland National Park  
Fuller, P. English Heritage, Historic Properties Restoration  
Gamble, C. Southampton University Centre for Human Ecology  
Gardiner, M. South Eastern Archaeological Services  
Garton, D. Trent & Peak Archaeological Trust  
Gem, R. Cathedrals Fabric Commission for England

Gerrard, S. Trinity College, Carmarthen  
Gilchrist, R. University of East Anglia Centre of East Anglian Studies  
Glazebrook, J. Norfolk Field Archaeology Division  
Golding, F. N. ICOMOS UK  
Goodwin, N. D. North Devon Archaeological Society  
Grieg, J. Birmingham University Plant Biology Department  
Groves, C. Sheffield University Dendrochronology Laboratory  
Grylls, G. G. Grantham Archaeology Group  
Guthrie, J. English Heritage, Monuments Protection Programme  
Hagerty, R. P. Buckinghamshire Archaeological Society  
Halkon, P. 35 Queen's Way, Cottingham, HU16 4EJ  
Hall, R. Cumberland & Westmorland Antiquarian and Archaeological Society  
Hamlin, A. E. Northern Ireland Environment Service  
Hammond, N. Durham County Council  
Hannan, A. Northamptonshire Heritage  
Hardie, C. Northumberland County Council  
Harding, D. Buxton Museum & Art Gallery  
Harris, D. Institute of Archaeology  
Harris, J. Ealing Borough Council  
Harris, S. Great Yarmouth and District Archaeological Society  
Hassall, T. Royal Commission on the Historical Monuments of England  
Haydock, S. Lower Medway Archaeological Research Group  
Hinton, D. Southampton University Department of Archaeology  
Hinton, P. Museum of London Archaeology Service  
Hodgson, J. Lake District National Park Authority  
Holbrook, N. Corinium Museum, Cirencester  
Holgate, R. Luton Borough Council  
Huggins, P. J. Waltham Abbey Historical Society  
Huntley, J. P. Durham University Archaeology Department, Biological Laboratory  
Induni, A. Worthing Archaeological Society  
Inscker, A. Bedford Museum  
Jeffery, P. English Heritage, Monuments Protection Programme  
Jenkins, S. English Heritage, Historic Properties  
Jennings, S. English Heritage, Central Archaeology Service  
Jermy, K. 5 Far Sandfield, Churchdown, Gloucester, GL3 2JS  
Johnson, N. Cornwall Archaeological Unit  
Jones, M. J. City of Lincoln Archaeology Unit  
Jones, R. H. Bristol City Council  
Keene, B. Tiverton Archaeological Group  
Kelsall, F. English Heritage, Conservation Group  
Kendall, C. P. English Heritage, Conservation Group  
Kenward, H. York University Environmental Archaeology Unit  
Kershaw, M. Harrogate Borough Council  
Klempner, W. D. Stoke-on-Trent City Council  
Laurie, T. Council for British Archaeology, Yorkshire & Humberside  
Lawson, A. J. Trust for Wessex Archaeology  
Leahy, K. Scunthorpe Museums Service  
Lee, G. North York Moors National Park  
Leech, R. Royal Commission on the Historical Monuments of England  
Lewis, C. Royal Commission on the Historical Monuments of England  
Lloyd, M. E. A. South Worcestershire Archaeological Group  
Luff, R. Cambridge Faunal Remains Unit  
MacCormick, A. G. Brewhouse Yard Museum, Nottingham  
Macphail, R. I. Institute of Archaeology  
Magilton, J. R. Southern Archaeology  
Manby, T. G. Yorkshire Archaeological Society  
Manley, J. Sussex Archaeological Society  
May, S. C. Cambridge Archaeology Field Group  
Mays, S. English Heritage, Ancient Monuments Laboratory  
McAdam, E. Oxford Archaeological Unit  
McCarthy, M. Carlisle Archaeological Unit

McLean, I. F. G. English Nature  
McNeil, R. Greater Manchester Archaeological Unit  
Mellor, J. E. RESCUE  
Mercer, R. J. Royal Commission on the Historical Monuments of Scotland  
Merriman, N. Museum of London, Early London History and Collections  
Merriman, N. Society of Museum Archaeologists  
Mitchell, T. English Heritage, Conservation Group  
Morris, C. D. Glasgow University Department of Archaeology  
Morris, E. Rutland County Museum  
Morris, E. L. Prehistoric Ceramics Research Group  
Morris, M. N. Chester Archaeology Service  
Morris, R. Council for British Archaeology  
Murphy, P. University of East Anglia Centre of East Anglian Studies  
Newman, R. Lancaster University Archaeology Unit  
Niblett, R. St Albans District Council  
Nuttall, N. Heritage Lincolnshire  
Oetgen, J. British Archaeological Bibliography  
Olivier, A. English Heritage, Central Archaeology Service  
Orton, C. Sutton Archaeological Support Group  
Oxley, J. York City Council  
Paine, C. Committee of Area Museum Councils  
Palmer, M. Leicester University Department of Archaeology  
Palmer, S. Association for Portland Archaeology  
Parker, A. J. Bristol University Archaeology Department  
Parker, R. English Heritage, Monuments Protection Programme  
Parkesgill, A. C. Retford & District Historical & Archaeological Society  
Parry, A. H. Avon Archaeological Unit  
Parsons, J. Sheffield City Council  
Patrick, A. Association for Industrial Archaeology  
Payne, S. English Heritage, Ancient Monuments Laboratory  
Pearson, T. Scarborough Archaeological & Historical Society  
Perrin, K. English Heritage, Central Archaeology Service  
Perring, D. English Heritage, Conservation Group  
Porter, D. English Heritage, Scheduling Section  
Prag, A. J. N. Manchester Museum  
Qualmann, K. E. Winchester Museums Service  
Radcliffe, H. V. Newark Archaeological & Local History Society  
Ray, K. Plymouth City Council  
Rayfield, M. Axbridge Archaeological & Local History Society  
Reynolds, P. J. Nexus House, Gravel Hill, Horndean, Hants, PO8 0QE  
Reynolds, T. English Heritage, Kenwood House  
Richards, J. English Heritage, Monuments Protection Programme  
Richardson, H. B. W. West Lancashire Archaeological Society  
Roberts, M. North East Vernacular Architecture Group  
Robinson, M. Oxford University Museum EAU  
Robinson, P. H. Wiltshire Archaeological and Natural History Society  
Roebuck, J. English Heritage, Historic Properties  
Roles, J. Brighton Museums Service  
Rollo, L. Study Group for Roman Pottery  
Rumbold, M. Council for Independent Archaeology  
Saint, A. English Heritage, Conservation Group  
Saunders, A. Royal Archaeological Institute  
Schofield, J. English Heritage, Monuments Protection Programme  
Schofield, J. Museum of London Archaeology Service  
Scull, C. English Heritage, Central Archaeology Service  
Serjeantson, D. Southampton University Faunal Remains Unit  
Shaw, L. Museums & Galleries Commission  
Sherlock, D. English Heritage, Historic Properties  
Slee, D. W. Staffordshire County Council  
Smith, G. Gwynedd Archaeological Trust  
Smith, J. M. Coventry and District Archaeological Society

Smith, K. Peak District National Park  
Smith, P. English Heritage, Listings Branch  
Smith, R. D. Sherwood Archaeological Society  
Smith, S. Hampshire County Council  
Sowan, P. W. Croydon Natural History & Scientific Society  
Stamper, P. A. Society for Medieval Archaeology  
Start, D. Heritage Lincolnshire  
Startin, B. English Heritage, Conservation Group  
Stocker, D. English Heritage, Monuments Protection Programme  
Stopford, J. York University Archaeology Department  
Straker, V. Bristol University Geography Department  
Stratton, M. Ironbridge Institute  
Strickland, T. Gifford and Partners  
Symonds, J. Sheffield University, ARCUS  
Taylor, A. Cambridgeshire County Council  
Taylor, J. J. Liverpool University Department of Archaeology  
Taylor, M. Museums Association  
Taylor, M. West Sussex County Council  
Thomas, H. Shropshire County Council  
Thomas, R. English Heritage, Conservation Group  
Tindall, R. Cheshire County Council  
Tolan-Smith, C. Newcastle University Department of Archaeology  
Tomalin, D. Isle of Wight County Archaeology Centre  
Trow, S. English Heritage, Conservation Group  
Van de Noort, R. Hull University Archaeology Department  
Wade, K. Suffolk County Council  
Wade-Martins, P. Norfolk Field Archaeology Unit  
Wainwright, G. J. English Heritage, Archaeology Division  
Waller, R. Sanwell Borough Council  
Walsh, A. Northern Ireland Museums Council  
Walster, A. Hunter Archaeology Society  
Watkin, B. Somerset Archaeological and Natural History Society  
Watling, E. C. Ruislip, Northwood and Eastcote Local History Society  
Watson, R. Kingston upon Thames Archaeological Society  
Webb, A. Dean Archaeological Group  
Weller, S. G. P. Billericay Archaeological & Historical Society  
West, J. English Heritage, Historic Properties  
Wharton, B. Helmsley Archaeological Society  
White, H. West Midlands Sites and Monuments Record  
White, K. Southampton City Council  
White, R. Yorkshire Dales National Park  
Whiteley, S. South Yorkshire Archaeological Service  
Whitwell, B. Humberside County Council  
Williams, J. Kent County Council  
Wilson, G. Association of District Councils  
Wilson, P. English Heritage, Central Archaeology Service  
Wilson, R. Gloucestershire Society for Industrial Archaeology  
Woods, A. Country Landowners Association  
Woodward, A. B. Prehistoric Ceramics Research Group  
Woodward, P. J. Dorset Archaeological Committee  
Wrigley, B. Hendon & District Archaeological Society  
Yarwood, R. E. West Yorkshire Archaeology Service