

Capital funding for Archaeological Archives

Community Infrastructure Levy: A Case Study

This Case Study outlines how Wiltshire Council has made capital funding for Archaeological Archives available through the Community Infrastructure Levy. Important aspects include developing an understanding of the process, maintaining advocacy and establishing excellent working relationships.

Background

- The Wiltshire Museum in Devizes and Salisbury Museum are the two museums responsible for many of the archaeological archives generated by development in Wiltshire.
- Both museums are independent charities with small revenue grants from Wiltshire Council.

Key stages

1. Wiltshire Council began work on drafting the Core Strategy in 2009 and issued a public consultation.
2. Initial discussions with Councillors outlined the scope, scale and impact of the issue. This included briefing the Cabinet Members for Culture and Planning as well as Councillors nominated to the Board of each of the museums.
3. The Wiltshire Museum and Salisbury Museum drafted a joint response to the Core Strategy consultation, agreed by each Board.
4. During the period after the consultation had closed, the Museums produced a short briefing document containing facts and figures (Appendix 1). This was used to provide more detail for the strategic planning officers working on the draft of the Core Strategy as well as being shared with Councillors.
 - a. Facts included the policy drivers and referenced principles in the Core Strategy
 - b. Figures included an assessment of the current scale of the undeposited archives, the number of new houses due to be constructed and the likely scale of the archive generated during the life of the Core Strategy
5. A joint letter was sent to the Cabinet member responsible for Planning to inform them that the museum stores were full and that as a result, any planning consents requiring archaeological intervention were not sustainable under planning policy (Appendix 2). The local newspaper carried an article about the issue.
6. Objections were made to a small number of planning applications. One application for a large-scale development was turned down, partly as a result of the failure to undertake pre-application archaeological assessments. The developer appealed and the case was made at the subsequent Planning Inquiry for funding for archaeological storage. The principle was accepted by the QC acting on behalf of the developer, the planning inspector and subsequently on appeal to the Secretary of State.
7. The Core Strategy was adopted in 2015 and included a statement about the need for archaeological storage.
8. The CIL Regulation 123 List was adopted in May 2015 and included archaeological storage.

Outcome

CIL funding has been made available by Wiltshire Council for archaeological storage, and work is continuing on finding an appropriate solution.

David Dawson: 7/11/2017

Appendix I: Briefing Paper for Wiltshire Council

Solving the Crisis in the Storage of Archaeological Archives

What is an Archaeological Archive?

The new Government Policy on Planning for the Historic Environment (PPS5) argues strongly in favour of preserving the historic environment. However, if development is proposed that will destroy or damage an archaeological site, then developer will need to fund small-scale ‘watching briefs’ or full-scale archaeological excavation. The finds, photographs and records of the excavation are the preserved record of the site, and form the ‘archaeological archive’ which must be deposited in an Accredited museum with archaeological expertise.

Why is there a crisis?

The current situation is not sustainable, and so does not meet Government Planning Policy.

The previous Planning Guidance (PPG16) ensured that developers covered the costs of archaeological excavation, but this principle was not applied to the long-term storage of the archaeological archive. In Wiltshire, two museums – Wiltshire Heritage Museum and Salisbury and South Wiltshire Museum - store the archives of developer-funded excavations. The Stonehenge World Heritage Site Management Plan summarises the situation by stating that they are “independent museums, and although both receive some public funding, this does not fully cover the costs of storing and curating the archives”. Both Museums receive a grant from Wiltshire Council under a Service Level Guide that requires the museums to maintain their Accreditation status, promote learning and to meet visitor targets.

The current situation is that

- The museum stores are full to capacity
- The museums currently store 5,000 boxes of archaeological archives, which are actively managed to ensure that only essential finds are retained
- Over 2,000 boxes of archaeological archives are currently held in temporary storage by archaeological contractors, adding to their overheads as going concerns
- Approximately 2,000 boxes of archaeological archives are currently held by research funded excavators, in temporary storage
- A minimum of material is retained for long-term storage, and discard policies are kept under regular review
- The draft Wiltshire Core Strategy for 2026 identifies the need for up to 32,000 additional housing units
- The Wiltshire Workspace and Employment Land Strategy identifies the need for between 163 and 213 hectares of land for business and infrastructure development
- This development can be expected to generate over 2,000 boxes of archaeological archives by 2026
- PPS5 states that Government’s policy is “to deliver sustainable development by ensuring that policies and decisions concerning the historic environment recognise that heritage assets are a non-renewable resource”

The current situation is not sustainable, and so does not meet Government Planning Policy. If a solution is not found, then Archaeological contractors will find it uneconomic to carry out excavation, as they face substantial and increasing storage costs. Without this mitigation work, development cannot proceed.

Solving the Crisis

The museums have identified that a joint store would create economies of scale in the management of the archaeological archives. Such a building could be a modern industrial unit, of conventional construction and would need to hold 12,000 boxes, and would need to have a floor area of 500m², based on current projections, based on the draft LDF.

There are a number of options for seeking contributions to the capital investment required, including:-

- Section 106 Agreement
- Community Infrastructure Levy
- Community Asset Transfer of an existing suitable Wiltshire Council building
- Heritage Lottery Fund (where coupled with an education project)

The two museums are independent charities, and both have substantial revenue funding deficits. A charge on developers for deposition of archaeological archives could provide revenue funding.

Background Information

PPS5 - Extract

POLICY HE12: POLICY PRINCIPLES GUIDING THE RECORDING Of INFORMATION RELATED TO HERITAGE ASSETS

HE12.1 A documentary record of our past is not as valuable as retaining the heritage asset, and therefore the ability to record evidence of our past should not be a factor in deciding whether a proposal that would result in a heritage asset's destruction should be given consent.

HE12.2 The process of investigating the significance of the historic environment, as part of plan-making or development management, should add to the evidence base for future planning and further the understanding of our past. Local planning authorities should make this information publicly available, including through the relevant historic environment record.

HE12.3 Where the loss of the whole or a material part of a heritage asset's significance is justified, local planning authorities should require the developer to record and advance understanding of the significance of the heritage asset before it is lost, using planning conditions or obligations as appropriate. The extent of the requirement should be proportionate to the nature and level of the asset's significance. Developers should publish this evidence and deposit copies of the reports with the relevant historic environment record. Local planning authorities should require any archive generated to be deposited with a local museum or other public depository willing to receive it.

Local planning authorities should impose planning conditions or obligations to ensure such work is carried out in a timely manner and that the completion of the exercise is properly secured.

Current Storage Overflow

The table below outlines the archaeological archives which are already due to be deposited with the two museums, and for which there is currently no storage space.

	Salisbury and South Wiltshire Museum				Wiltshire Heritage Museum			
Contractor	Finds boxes	Volume (m3)	Paper archives	Volume (m3)	Finds boxes	Volume (m3)	Paper archives	Volume (m3)
Wessex Archaeology	1425	31.48	385	2.89	647	14.56	227	1.70
Oxford Archaeology	3	0.04	5	0.04	5	0.11	5	0.04
Context One	21	0.41	18	0.14	31	0.53	28	0.21
Other Contractors	40	0.90	30	0.23	50	1.13	40	0.30
Sub-total	1489	32.83	438	3.29	733	16.32	300	2.25
Research Archive								
Stonehenge Riverside Project	450	10.13	40	0.30				
Littlecote Villa					1472	23.18	30	0.23
Sub-total	450	10.13	40	0.30	1472	23.18	30	0.23
TOTAL VOLUME		88.53	m³					

This volume represents a building with a footprint of approximately 200m² – allowing for space between shelving units, working areas, spaces for public access and research, toilet and washing facilities etc.

Future volumes of Archaeological Archives

The future storage requirements for archaeological archives will be driven by the pace and extent of development in the County. This will become clear only when the Local Development Framework is completed, but at this stage it is possible to provide an initial indication of the storage required during the life of the LDF, based on the level of accumulation over the last 10 years.

The Core Strategy for South Wiltshire suggests that South Wiltshire needs by 2026:

- 12,400 new affordable homes. Half need to be built around Salisbury and Amesbury. There will be modest growth in Mere, Downton, Tisbury and Wilton

- There is a target of 640 homes per year in Salisbury district
- Land needs to be assigned for 13,900 new jobs
- The planned growth in the Salisbury City alone is for 7,480 homes and 36 hectares of employment land. Amesbury Community area is about 2,700 homes

Two large areas for further residential development are Amesbury / Boscombe Down and Old Sarum, both of which have big archaeological implications. Since 2001 Amesbury / Boscombe Down development has produced 795 boxes and the Old Sarum development 47 boxes so far of archaeological archives. The archaeological implications for the other sites listed such as Fugglestone Red, Netherhampton, Hampton Park and the Maltings are perhaps less clear.

Total volume from development to 2010	54.69	m3
Accumulated over	10	years
Accumulation rate	5.4693	m3 per year
LDF timescale	16	years
Future volume expected	87.5088	m3

This volume represents a building footprint of a further 200m² – allowing for allowing for space between shelving units, working areas, spaces for public access and research, toilet and washing facilities etc.

Building Requirement

Taking the volumes of current and future archaeological archives into account, a building in excess of 400m² is required that will provide for the storage of archaeological archives in the future. Similar storage facilities have been constructed in a number of areas, including Oxfordshire, Colchester, London and Hereford. These have mostly been of new build, and have been conventional good quality industrial warehouse specification.



Storage in the London Archaeological Archive and Research Centre

Oxfordshire Museum Resource Centre



Hereford Museum Resource and Learning Centre

Community Infrastructure Levy (CIL) – a summary

This is a new charge, introduced in the 2008 Planning Act, which authorities will be able to charge on most types of new development. Local Authorities will need to list infrastructure needs associated with proposals in their development plans. Once identified, a standard charge formulae and proposals relating to £ per new dwelling or £ per bedroom can be made that will pay for the infrastructure development. The Government have encouraged local authorities to use formulae and standard charges to help expedite Section 106 negotiations before CIL is introduced.

Guidance has been published by the Museums, Libraries and Archives Council on a Standard Charge to cover Museums and Arts venues. For Museums, MLA recommends a space of 28 m² for each 1,000 population, with a benchmark of £3,250 per m², or £91 per person in new housing. The museum development does not need to be in the immediate area of the development, and the infrastructure need identified can include storage and new display, new build or refurbishment. Guidance is available from http://www.mla.gov.uk/what/support/guidance/standard_charge

The Draft LDF identifies a RSS target of 32,000 new housing units, though approximately 15,000 had been allocated, permitted or completed. If Wiltshire Council were to apply the MLA Standard Charge to the remaining 17,000 new housing units, then the figures over the period of the LDF are as below:-

Number of houses in LDF	17,000
Rate per person	£91
Total value (based on 2 people per housing unit)	£1,547,000
Duration of the Plan (2010-2026)	16
Value per year	£96,688

Joint paper drafted by Wiltshire Heritage Museum and Salisbury and South Wiltshire Museum:
27/4/2010

Appendix 2: Letter to Cabinet Member for Planning

Cllr [name]
Cabinet Member for Economic Development and Strategic Planning
Wiltshire Council
County Hall
Trowbridge
BA14 8JN

16 January 2013

Planning Consents and Development Archaeology

Dear Councillor [name]

We are writing to inform you that our two museums are now unable to store the archaeological finds and archives that result from archaeological excavation in advance of development, as our stores are full.

The vast majority of archaeological excavations are carried out in advance of development, as a result of planning permissions and consents agreed by Wiltshire Council. It is a condition of some planning consents that excavation takes place and that this is funded by the developer. There is currently no requirement made by Wiltshire Council for developers to fund the conservation and long-term storage of these archives.

The issue of archaeological storage has been recognised in the draft Wiltshire Council Core Strategy, and the accompanying Infrastructure Delivery Plan sets out the requirement for museum storage for the sustainable preservation of archaeological finds and archives. Planning Policy Statement 5, which covers the Historic Environment, remains in force, and provides the policy background.

As our archaeological stores are now full, any planning consents agreed by Wiltshire Council that require archaeological intervention are not sustainable under current planning policy. We will make appropriate comments during the consultation on planning applications.

It is essential that adequate financial provision for long-term storage should be provided through the Infrastructure Delivery Plan and the Community Infrastructure Levy. Wiltshire Council does not cover the cost of maintaining the archaeological finds and archives that are generated as a result of planning consents that have been approved by the Council. The most recent Government figures demonstrate the exceptional value for money that we provide – figures published in 2012 show that Wiltshire spends £0.43 per resident, in stark contrast to the spending by equivalent authorities of £4.91 per resident.

We hope that Wiltshire Council will be able to resolve this issue, once the Core Strategy has been adopted.

Yours sincerely

David Dawson
Director, Wiltshire Heritage Museum

Adrian Green
Director, Salisbury Museum